



Town of Windsor
2040 General Plan

Original Version Adopted: April 4, 2018
Town Council Resolution No. 3448-18

Amendments: November 7, 2018, August 16, 2023, & November 6, 2024

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TOWN OF WINDSOR

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LOG OF AMENDMENTS TO
TOWN OF WINDSOR 2040 GENERAL PLAN

Listed below is the log of all adopted General Plan amendments and text corrections occurring since the publishing of the first edition of the Town of Windsor 2040 General Plan adopted on April 4, 2018 by Town Council Resolution No. 3448-18. The amendments are listed in sequence according to the date of the amendment.

	General Plan Amendment	Resolution Number	Date
	Adopt the Town of Windsor 2040 General Plan	3448-18	4/4/18
1	Amend the Land Use Diagram to designate 11 incorporated, non-contiguous parcels as Public/Quasi-Public and amend the General Plan text to add Figure LU-1b.	3486-18	11/7/18
2	Amend the Land Use Diagram to designate APN 066-310-029 as Public/Quasi/Public.	3487-18	11/7/18
3	Housing Element	3880-23	8/16/23
4	Public Health & Safety Element	3880-23	8/16/23
5	Environmental Resources Section	3982-24	11/6/24

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Ted Holzem

1980-2016









The Town of Windsor 2040 General Plan is dedicated to the memory of Ted Holzem, Principal Planner with Mintier Harnish. Ted passed away unexpectedly on May 10, 2016, from complications related to an undiagnosed brain tumor. Ted was 36 years old.

Ted was the project manager for the consulting team selected in 2015 to assist Windsor with the 2040 General Plan Update. Ted's relentless drive to explore new ideas and more effective planning methods was instrumental in making the General Plan Update an innovative, effective process that provided the opportunity for Town residents to voice their ideas and vision for the future of Windsor. As a result of Ted's outstanding project management, Windsor is able to adopt an innovative, effective, contemporary General Plan that reflects the goals and expectations of Town staff, the Planning Commission, and the Town Council.

Ted spent the majority of his career at Mintier Harnish, where he began as an Assistant Planner in 2003 and was most recently promoted to Principal Planner in 2015. He set a high standard as a project manager. He was organized, attentive to details, and passionate about getting it right. He was intellectually curious, ambitious to master emerging planning practices, and eager to share what he learned with the rest of us.

Ted's professional contributions were widely recognized among his colleagues, clients, and peers, winning awards from the American Planning Association (APA). He established the Sacramento Valley APA Young Planners Group (YPG), which received national recognition and became a model for YPG groups across the country. Ted served on the California Chapter APA Board of Directors from 2009 to 2013 and was elected to the California Planning Foundation Board of Directors in 2014, where he served as Vice President.

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Part 1: Introduction

This Introduction to the 2040 General Plan starts with a profile of the Town of Windsor; presents the Vision and Guiding Principles; describes overarching General Plan themes; describes the General Plan organization; explains the purpose of a General Plan and the legal requirements; reviews how to use the General Plan; and lastly, recounts how the General Plan was prepared.

Community Profile

History

The area now known as Windsor was first settled in 1851. Henry Bell purchased 160 acres of land from the land office in San Francisco. On his land, Bell founded a mercantile store that served as the center of development of the town. In 1853 John Prewett founded a school. By 1855, the town had a large enough population for the establishment of a post office and received the name of Windsor from the first postmaster, Hiram Lewis.



In 1872, the San Francisco-Northern Pacific Railroad was extended through the Town and triggered the establishment of a new commercial and retail center to the west of the original town site, next to the existing railroad tracks. The railroad connected Windsor to San Francisco, enabling the distribution and trade of agricultural products grown in Windsor. The economy of the town and surrounding area had been largely based on agriculture, with wine grapes, hops, and prunes as the most important crops. In 1915, the Old Redwood Highway was paved, further opening the area to travelers. During World War II, a U.S. Army air base, now the Charles M. Shultz Sonoma County Airport was built, though the camp closed after the war ended.



The Windsor area remained a rural, agricultural community throughout the latter part of the nineteenth century and the first half of the twentieth century. The allure of Sonoma County's high quality of life and the availability of affordable housing and land has spurred Sonoma County's growth over the past 50 years. Windsor, still an unincorporated area in the county, also began to feel the pressures of urbanization. In response to these demands, the Windsor Environs Plan was written in 1975 and updated in 1979. Rapid growth continued and prompted the preparation of the Windsor Specific Plan, a 20-year (1985-2005) policy plan for future development in the Windsor area. The County adopted the plan in 1986, amid increasing sentiment by local residents to incorporate. Between 1980 and 1990 the Windsor area experienced the highest growth rate in Sonoma County. Windsor successfully incorporated in July 1992.

Planning Area Setting and Location

The geographic reach of this General Plan is a Planning Area which includes the Town and lands outside the Town which need to be considered to properly plan for Windsor's future. As shown in Figure 1-1, the Planning Area established for the General Plan is roughly bounded by the Russian River on the west, a ridgeline to the north (at the intersection of Old Redwood Highway with the Northwestern Pacific Railroad), the PG&E transmission lines to the east, and Airport Creek to the south. The Planning Area has been defined to recognize physical boundaries around the Town and to consider the resources, hazards, and land use policies that will ultimately affect Windsor's development pattern.

The Planning Area is in central Sonoma County, approximately 20 miles east of the Pacific Ocean coastline. The City of Healdsburg is approximately five miles to the northwest and Santa Rosa, the Sonoma County seat of government, lies seven miles to the southeast. Regional access is provided by U.S. 101, a major north-south limited access freeway. U.S. 101 bisects the Planning Area and connects California's northern coastal counties with the San Francisco metropolitan area. The Northwestern Pacific Railroad parallels and is approximately one-quarter mile west of U.S. 101. The Sonoma County Airport is located one-quarter mile south of the Planning Area.

The land area encompassed by the Windsor Planning Area totals 21.4 square miles, of which 7.3 square miles are within the incorporated Town of Windsor and 14.1 square miles are outside the Town in unincorporated Sonoma County. The town limits are illustrated in Figure 1-1. A majority of the area is relatively flat, bordered by hills to the east, north, and west. Surface drainage through the area is towards the southwest; streams drain the higher hills from the east and flow into Mark West Creek and the Russian River. Elevations within the Planning Area range from about 100 to 500 feet.

Natural Environment



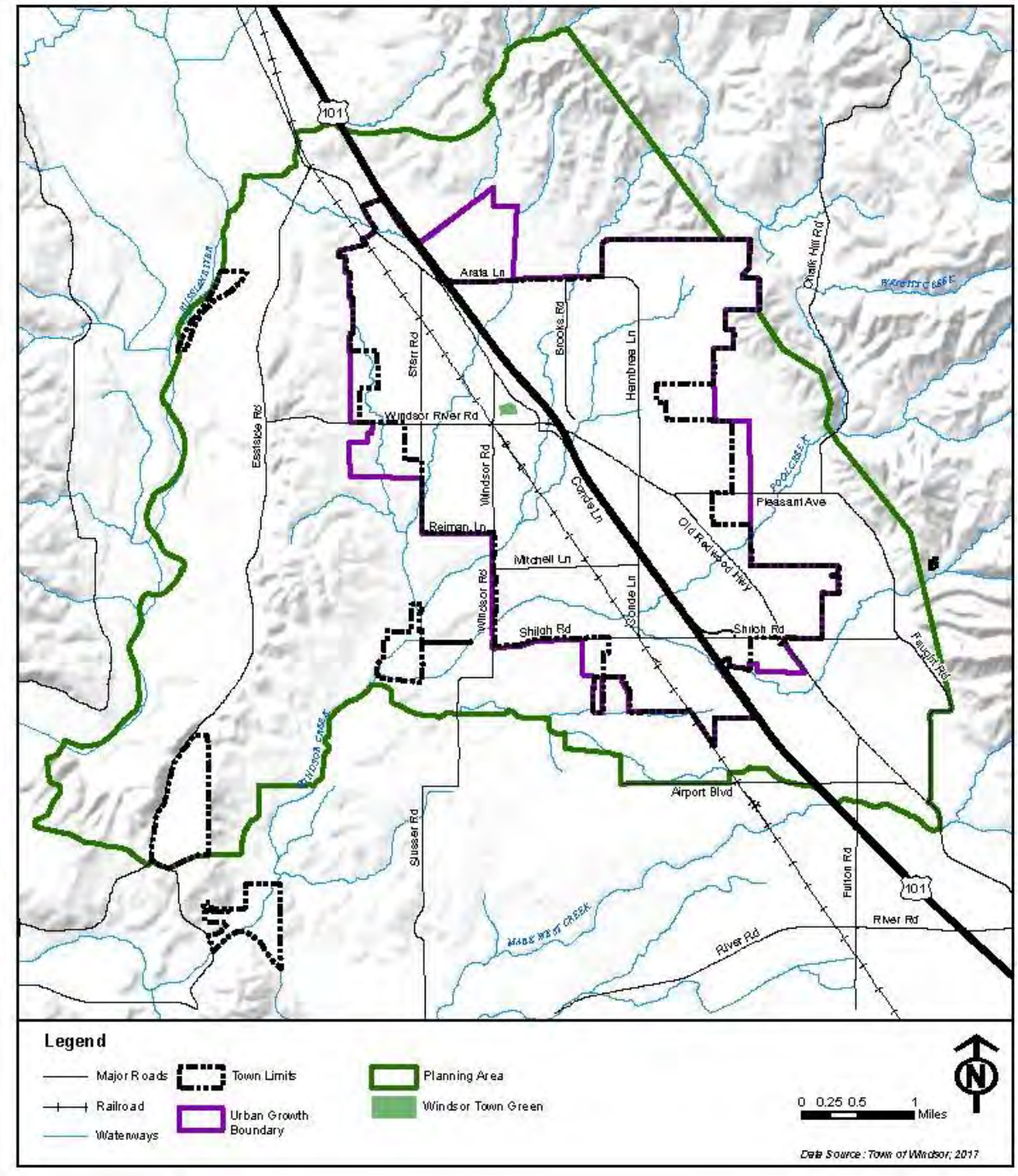


The Windsor community is located in the northern end of a valley, the Santa Rosa Plain, between two ridges of the Coast Range mountains. The valley extends north and east to the foothills and is relatively level and cultivated with vineyards. The foothills to the east gently slope to a peak approximately 700 feet in elevation. The northern ridgeline rises approximately 60 feet above the valley floor and represents a visually prominent landform that defines the northern Planning Area boundary. The Russian River floodplain defines the western border of the Planning Area. The Town of Windsor sits on the valley floor, approximately 50 feet above the Russian River floodplain.

Because of Windsor's relatively level terrain, the hills and ridges to the east, west, and north loom over the valley and form a scenic backdrop for the Town. These distant views provide a sense of enclosure and sense of place for the community.

Throughout the Planning Area, along hillsides, roadways and open pastures, large majestic oak trees are the community's most distinctive vegetation feature. Riparian corridors exist along creeks that have been retained in, or returned to, native vegetation. Riparian corridors are prevalent for significant reaches of the Windsor Creek and Pool Creek and their tributaries. They are wooded areas which extend away from the stream banks in certain locations and function as linear oases among many of the developments in the community. In addition, they serve to define boundaries among neighborhoods and provide visual relief and open space opportunities.

Figure 1-1: Planning Boundaries



Note: The Planning Area in Figure 1-1: represents land outside of Town limits and has several policies associated with it throughout the Policy Document. The General Plan Area boundary is associated with the EIR analysis to mitigate potential impacts and refers to land currently within the Urban Growth Boundary.



The Town of Windsor is a model of sustainable development.

The Town of Windsor's commitment to smart growth and sustainable development practices is most evident in the creation of an authentic Downtown, with a walkable grid of streets and a mix of commercial and residential uses.

This General Plan continues this commitment by expanding on the smart growth model and creating walkable, mixed use nodes of development along the Old Redwood Highway Corridor.

The SMART train will connect Windsor to the broader region and transform Windsor into a vibrant transit-oriented community.

New neighborhoods envisioned in the General Plan will emulate the traditional neighborhood style of development, with a diversity of housing types and an interconnected street grid that supports walking and biking.

The Town of Windsor will continue to demonstrate its leadership and commitment to innovation in sustainable development.

The Windsor area is blessed with rich agricultural soils. Vineyards are a mainstay of the regional agricultural economy. Local wineries are recognized internationally. There are 50 wineries and vineyards within five miles of Windsor. Pasture land and orchards account for most of the other agricultural uses within the Planning Area. Farmlands are a significant visual resource, providing a sense of open space and a linkage to Windsor's agricultural heritage.

Built Environment

The Windsor community is centered around U.S. Highway 101 and Old Redwood Highway. Many of the older homes are rural residences, with architecture varying from raised, wood slat homes with front porches to concrete and plaster homes with aluminum windows and asphalt driveways.

The more recent residential development is visually distinct from the older residential areas and is characterized by tract subdivisions. A sign, emblem, or landscaped monument is located at the primary entrance to most of these subdivisions. The subdivisions may vary in design, color scheme, size of structure and type of materials, but they are all single family detached homes, one to two stories in height. Within these subdivisions, streets are approximately 50 feet wide with sidewalks, gutters and lighting.

Windsor is known throughout the region as a great place to raise a family. Many families choose to live in Windsor because it is safe, has relatively affordable housing, highly ranked schools and because there is a sense of community. The low prices of the 1990s and early 2000s allowed many families to move to Windsor and create a family-friendly atmosphere. A school and park typically anchor single family residential neighborhoods. While housing prices in Windsor have risen in recent years due to a lack of housing supply in Sonoma County overall, it still remains an affordable community compared to nearby communities.

Downtown and the Town Green are key assets that together form the heart of Windsor. The Town of Windsor committed to the revitalization of Downtown Windsor in the late 1990s with the adoption of the Downtown Plan and the construction of the Town Green. In 2001, the Town Green Village development began construction and signified the rebirth of Windsor's core. In 2012, the community's preferences for its Downtown were further refined through the adoption of the Station Area/Downtown Specific Plan.

Today, the Town Green is the primary civic gathering place in the Town and a point of pride for many residents. The Town uses the Green to host events throughout the year, including free concert nights, movie nights, holiday celebrations, seasonal festivals, and a weekly farmers market. These events reflect Windsor's family-oriented character and help foster a sense of community pride among Town residents. They also draw visitors from across Sonoma County and the Bay Area.

A mix of land uses is found along Old Redwood Highway. The majority of the highway is a two-lane road with wide shoulders at certain locations which accommodate cars parking in front of stores and businesses. Commercial centers have developed along the highway and molded the character of the area. These centers are smaller than those along Lakewood Boulevard, but many of the same design concepts are used, such as the centralized parking lots, sidewalks and gutters, and the location of the storefronts, around the parking lots rather than along the road.

Vision for the Future

Windsor is a family-oriented small town in the heart of Sonoma County wine country and near the Russian River recreation area that:

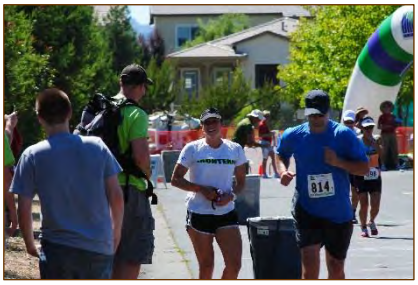
- Provides a safe and walkable environment for residents and visitors;
- Fosters diversity, collaboration, and civic engagement;
- Promotes healthy and active lifestyles for all ages;
- Demonstrates leadership and innovation in sustainable practices, development, and public infrastructure;
- Supports a vibrant local and regional economy;
- Values mobility and accessibility via walking, biking, and high quality public transit.

Guiding Principles

The Guiding Principles establish broad benchmarks for the General Plan. They set forth guidance on how the Town will achieve the vision.

Town Identity

- Windsor is recognized as a family-oriented community with a diverse population, a robust economy, and strong ties to the surrounding Sonoma County wine country and nearby Russian River recreation areas.
- Visitors to Windsor appreciate its small-town character, comfortable and welcoming pace, downhome atmosphere, and quality shopping, restaurants, entertainment, and public spaces.
- The Town Green and Keiser Community Park are Windsor's most important public spaces that connect the community and provide a sense of place for both residents and visitors.
- Windsor residents enjoy excellent educational, recreational, civic and cultural facilities and services. High quality parks and open space enhance Windsor's overall quality of life and promote the health and wellness of its residents.
- Multiple generations of Windsor residents choose to live in the community because of its small-town appeal, safe and affordable neighborhoods, high quality cultural and recreational amenities, and opportunities for employment and lifelong learning.
- The Town values its cultural diversity and promotes opportunities for all residents to share their unique heritage and engage in the life of the community.
- Windsor will continue to evolve with the changing values and priorities of its residents.



Visitors to Windsor appreciate its small-town character, comfortable and welcoming pace, downhome atmosphere, and quality shopping, restaurants, entertainment, and public spaces.



The Town Green and Downtown



The Town Green is a major public gathering space that draws residents and visitors alike to year-round special events, including live music, cultural and recreational activities, and a local farmers' market.

- The Town Green is a major public gathering space that draws residents and visitors alike to year-round special events, including live music, cultural and recreational activities, and a local farmers' market.
- The Town Green is a focal point for the community and supports economic development.
- The Town Green is surrounded and complemented by a mixed-use Downtown that features urban residential housing and offices above pedestrian-oriented shops, restaurants, and other businesses.
- The Downtown serves as Windsor's primary center of commerce, business, entertainment, and civic services.
- The Downtown includes restaurants and wine-related businesses that provide an important link between the Town and the surrounding Sonoma County wine country.
- The Downtown includes lodging and entertainment facilities as well as Town Hall and other important civic, cultural, and recreational uses.
- Windsor Station in the Downtown connects the community to the larger region through frequent bus service and access to Sonoma-Marin Area Rail Transit (SMART) service.

Economic Vitality and Balance



Windsor is centrally located within the Sonoma County wine country and has strong economic and cultural ties to the larger region.

- Windsor is centrally located within the Sonoma County wine country and has strong economic and cultural ties to the larger region.
- Windsor is an attractive destination for visitors and residents traveling along the Sonoma-Marin Area Rail Transit (SMART) corridor.
- Windsor has three fully developed gateways along the U.S. 101 corridor to welcome tourists and visitors from the larger Bay Area and beyond.
- Windsor takes full strategic advantage of its proximity to the Charles M. Schulz Sonoma County Airport, the surrounding wine industry, and nearby Russian River recreation area.
- The Town has a balanced mix of residential, commercial, office/professional, and industrial land uses to support a wide range of employment opportunities for its residents.
- The Town supports development and expansion of new and existing businesses and industries to sustain the community's current and long-term economic well-being and vitality.
- The Town Green is recognized and celebrated as one of the Town's key economic assets.
- The Town's primary commercial service areas include the Downtown, Lakewood, the Shiloh Road corridor, and designated areas along Old Redwood Highway.



- The Town's primary industrial areas are located along Conde Lane and south of Shiloh Road. These areas support vital manufacturing, warehousing, and other uses.
- Old Redwood Highway is an active mixed-use corridor that supports multiple options for travel, including walking and bicycling, and provides vital connections between the Downtown and other areas of Windsor as well as nearby communities.

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Community and Neighborhood Design

- Windsor follows the "Smart Growth" model for development that favors a mix of land uses, walkable neighborhoods, compact building design, transportation choices, distinctive architecture, and a strong sense of community.
- Residential development in Windsor features a range of housing opportunities and choices to accommodate the diverse needs of current and future residents at all levels.
- Architectural and neighborhood design promote visual interest, public safety, health and wellness, and a distinct community character.
- An interconnected street network in Windsor provides multiple options for mobility and safe and convenient access to shopping, recreation, parks, schools, employment, and transit.
- Streets are designed as integral components of neighborhood life. Thoughtful design of buildings, streets, landscaping, and facilities for pedestrians and bicyclists all contribute to an active and inviting public realm.
- Attractive open spaces and public gathering places throughout the community foster social and recreational interaction among residents and visitors.
- Smaller neighborhood parks are located within a few blocks of almost every home, while larger community parks are found at further distances throughout the Town.
- Linear parks along creeks and streams, railroad rights of way, and major streets throughout the town include trails or pathways that create convenient linkages between neighborhoods, schools, parks, and other public areas.
- The Town's network of creeks and natural drainage corridors provide a unique opportunity to connect neighborhoods via bike trails and walking paths.
- Public art is installed in appropriate locations throughout the Town to enhance the beauty, visual interest, and cultural appeal of public open space areas, including roundabout, parks, street medians, gateways, and the Town Green.
- Windsor values the preservation of historic buildings and its unique natural setting as important reminders of the community's heritage.



Windsor follows the "Smart Growth" model for development that favors a mix of land uses, walkable neighborhoods, compact building design, transportation choices, distinctive architecture, and a strong sense of community.





Windsor's rural character is defined by surrounding agricultural land, rolling hills, ridgelines, interconnected creeks and waterways, signature oak woodlands, and the nearby Russian River recreation area.

Natural Resources and Agriculture

- Windsor's rural character is defined by surrounding agricultural land, rolling hills, ridgelines, interconnected creeks and waterways, signature oak woodlands, and the nearby Russian River recreation area.
- Trails and regional parks preserve natural and scenic resources and make them accessible for public enjoyment.
- The Town's development standards encourage sensitive site design to preserve and enhance natural and scenic resources.
- Agricultural farming practices and urban uses exist harmoniously with conflicts limited through buffers at the Town's edge.
- Community separators maintained by Sonoma County provide open space between the Town and urbanized area to the north and south.

Sustainability and Resilience

Windsor embraces sustainability and pursues collective stewardship of natural resources in a manner that provides for the needs of current residents without compromising the needs of future generations.

- Windsor embraces sustainability and pursues collective stewardship of natural resources in a manner that provides for the needs of current residents without compromising the needs of future generations.
- The Town promotes energy efficiency and the use of renewable energy, water conservation and the use of recycled water, efforts to reduce solid waste, and community design to support transit and reduce dependence on automobiles.
- The Town supports efforts to increase the resilience of its residents and businesses in response to the environmental, social, and economic effects of changing climate conditions and potential natural disasters or economic recessions.
- The Town consistently follows prudent fiscal policies and practices to ensure sufficient resources in times of economic downturn or other challenges.

Growth Management

The Town's Urban Growth Boundary is maintained by Windsor voters to retain the Town's small size, manage new growth and development, and enhance its rural surroundings.

- The Town's Urban Growth Boundary is maintained by Windsor voters to retain the Town's small size, manage new growth and development, and enhance its rural surroundings.
- The location and timing of new development in Windsor is carefully managed in order to maximize community benefits and minimize the impact of development on existing infrastructure, public services, and the Town's fiscal well-being.
- Growth will occur at a reasonable pace with financial benefits and burdens equally distributed throughout the Town, achieving a balance of community assets such as parks, trails, and recreational facilities.

Themes

The 2040 General Plan goals, policies, and implementation programs define a roadmap to achieving Windsor's vision. Underlying the vision and connecting it to the roadmap is a set of three themes that thread through the General Plan.

Growth Management

Growth and development in Windsor is guided by the General Plan. A principal philosophy of Windsor is to manage growth to retain the Town's small size and rural atmosphere and respect natural resources. The Town encourages development within the town limits, while supporting land uses that are rural and agricultural beyond the Town's Urban Growth Boundary. To support this philosophy, the Town has a growth management strategy with built-in flexibility to accommodate change. The location and timing of growth in Windsor will be planned, taking into consideration infrastructure capacity, public service availability, and fiscal impacts. Growth will occur at a reasonable pace with financial benefits and burdens equally distributed throughout the Town, achieving a balance of community assets.

Sustainability and Resiliency

Planning and developing a truly sustainable future depends on a healthy environment, strong economy, and the social well-being of Windsor residents. The Town, through policies and implementation practices, will embrace sustainability — that is, recognizing the limits of natural resources and conserving them in a manner that allows for their enjoyment by future generations. In support of sustainability, the Town will strongly promote water and energy conservation programs, solid waste reduction and recycling efforts, and community and site planning techniques that reduce automobile usage. The Town will focus on creating good jobs and providing quality education that will improve the Town's economy and the well-being of residents.

Community resilience is a measure of the sustained ability of a community to use available resources to respond to, withstand, and recover from natural and manmade disasters and other adverse situations. Resilient communities have the necessary tools to confront a range of challenges that impact the Town, its residents, and businesses from climate instability, to rising energy costs, and to economic recession. The General Plan is an opportunity to reinforce the existing infrastructure, institutions, policies, practices, and other tools that support the Town's ability to respond to these threats.



Community Resilience: a measure of the sustained ability of a community to use available resources to respond to, withstand, and recover from natural and manmade disasters and other adverse situations.



A healthy community promotes a positive physical, economic, and social environment, which provides opportunities for physical activity and access to nutritious food, well-paying jobs, as well as social interaction with community members.

Community Health and Well Being

Decisions that help shape the built environment can have important health-related consequences for residents. For example, requiring bicycle lanes in new developments can lead to increased physical activity and lower carbon emissions. The concept of health and well-being is woven throughout the General Plan. By adopting policies that promote physical activity and healthy eating, the Town can better plan for the improved health and quality of life of its residents.

The Windsor 2040 General Plan facilitates healthy development by encouraging developers to include active design principles into their projects. Active design is a building and site design strategy that uses the layout and architecture of development to encourage stair climbing, walking, bicycling, transit use, active recreation, and healthy living. It is a framework for creating urban spaces, buildings, and interiors that promote good health. The General Plan establishes a framework for incorporating health into the development review process, allowing Windsor to foster a new generation of healthy development projects.

The General Plan also plans for neighborhoods, streets, and outdoor spaces that encourage exercise, play, and active transportation. Windsor is well on its way to encouraging active living through the development of mixed-use neighborhoods, and the General Plan will further these benefits through policies that improve access to transit, parks, recreational facilities, fresh produce, and bicycle facilities.

What is the Windsor 2040 General Plan?

The Windsor 2040 General Plan establishes a community-based vision for the future of Windsor, and establishes goals, policies, and implementation programs to help the Town achieve that vision. The General Plan expresses long-range public policy and is the Town's overarching planning document that provides a blueprint for guiding future growth and development.

California State law requires each city and county to prepare and adopt a comprehensive and long-range general plan (California Government Code Section 65300). To emphasize its importance, the general plan has been called the "constitution" for land use and development. The general plan and its maps, diagrams, and development policies form the basis for the town's zoning and subdivision ordinances and public works projects. Under California law, no specific plan, area plan, community plan, zoning ordinance, subdivision map, nor public works project may be approved unless the Town finds that it is consistent with the General Plan.

General Plan Organization

The Windsor 2040 General Plan Policy Document is organized into three parts, each of which are further divided into several subsections:

- **Part 1: Introduction**
  - Community History and Profile
  - Vision for the Future
  - Themes Addressed in the Plan
  - What is the Windsor 2040 General Plan?
  - General Plan Organization
  - What is a General Plan?
  - How to Use the General Plan
  - How the General Plan was Prepared
- **Part 2: General Plan Elements**
  - Land Use and Community Design Element
  - Housing Element
  - Economic Development Element
  - Transportation and Mobility Element
  - Public Facilities and Services Element
  - Environmental Resources Element
  - Public Health and Safety Element
- **Part 3: General Plan Administration and Implementation**
  - General Plan Maintenance and Monitoring
  - Categories of Implementation Actions/Tools
  - Project Review Process and Environmental Review
  - Specific Implementation Programs

State law requires general plans to address seven mandatory topics or "elements." The seven mandatory elements are land use, circulation, housing, open space, conservation, safety, and noise (California Government Code Section 65302). A general plan may also include other elements that address various challenges and opportunities that are unique to the jurisdiction (California Government Code Section 65303). Under State law, if optional elements are included in the general plan, they carry the same weight of law as those that are legally mandated.

The Windsor 2040 General Plan addresses the seven mandatory elements and includes several optional elements. Table 1-1 lists the elements of the Windsor 2040 General Plan and shows how the elements are organized to meet the mandatory requirements of State law.

TABLE 1-1:
ELEMENTS OF THE WINDSOR 2040 GENERAL PLAN

Windsor 2040 General Plan Elements	General Plan Elements Required by State Law							Optional Elements Allowed by State Law
	Land Use	Circulation	Housing	Conservation	Noise	Open Space	Safety	
Land Use and Community Design	●							
Transportation and Mobility		●						
Economic Development								●
Housing			●					
Public Health and Safety					●		●	
Public Facilities and Services		●						●
Environmental Resources				●		●		

Who Will Use the Windsor General Plan?

The Windsor 2040 General Plan is intended for use by a variety of individuals and organizations, including residents, property owners, businesses, the real estate community, Town staff, the Town Council, and appointed boards and commissions. Below is a brief summary of how various individuals and groups can use the General Plan.

Residents, Businesses, and Property Owners

Windsor residents, property owners, and businesses are expected to be major users of the Plan. Members of these groups may choose to use the Plan for a particular geographic area or for a particular subject of interest to them. The Plan identifies the priorities for public investment in roads, parks, and schools; development standards for new public and private investment; locations of environmental resources and hazards where closer scrutiny of development proposals may be warranted; and locations of land use and development intensity for all property in Windsor. The General Plan also outlines the actions that the Town will take to help support local business and expand and diversify the local economy.

The Real Estate Community

The real estate community will use the Plan to understand the Town's desires and expectations regarding the quality and type of development that will be acceptable to Windsor. The Plan sets forth the guidelines, standards, and processes that developers will be asked to follow. Other applicable documents and ordinances, such as specific plans, area plans, the Zoning Ordinance, and Design Guidelines should also be reviewed to get a complete perspective on the Town's regulatory documents and processes.

Town Staff

The General Plan is a tool to help Town staff make decisions related to programs and services, capital improvement projects, and land use and development applications. It also provides the goal and policy framework for Town staff to make land use recommendations to the Town Council, Planning Commission, and other boards and commissions. In addition, the General Plan provides a detailed implementation program that identifies actions to be completed by Town staff. The implementation programs can be used as a guide to establish annual work programs and budgets.

Town Council, Boards, and Commissions

For the Town Council, Planning Commission, and other appointed boards and commissions, the General Plan is a tool to guide decisions and capital improvement projects. Future land use and development decisions and infrastructure improvements must be consistent with the General Plan. As a result, the General Plan provides the policy framework to be considered by the Town Council, Planning Commission, and other appointed boards and commissions.

The Town, in its sole discretion, shall determine a proposed project's consistency with the General Plan. Consistency is achieved if a project will further the overall objectives and policies of the General Plan and not obstruct their attainment, recognizing that a proposed project may be consistent with the overall objectives of the General Plan, but not with each and every policy thereof. In all instances, in making a determination of consistency, the Town may use its discretion to balance and harmonize policies with other complementary or countervailing policies in a manner that best achieves the Town's overall goals.

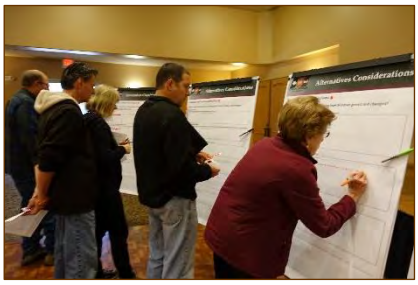
Partnering and Supporting Agencies

The Town of Windsor will rely on partnerships with other supporting agencies to implement the General Plan. These agencies include, but are not limited to the Association of Bay Area Governments (ABAG), Windsor Unified School District, and Sonoma County. The General Plan is intended to help these agencies as they contemplate actions that affect the Windsor community and help the Town form partnerships in order to achieve the community's vision.

How the General Plan was Prepared

The development of the General Plan began in April 2014. The 2040 General Plan was shaped over a two-and-a-half-year period by an extensive public outreach process that engaged residents, businesses, developers, and decision-makers.

Community Involvement



Community Open Houses. The Town of Windsor hosted a Community Open House in January 2015 to view ideas and provide input on the General Plan Update and Parks and Recreation Master Plan Update. The Town conducted three Community Open Houses in March 2016 to gather feedback from residents about how Windsor should grow and change over the next 25 years. Each workshop was an open-house style event and covered the same topics. The workshops presented potential options for Windsor's future and gather feedback from residents on their preferences for future growth and development.

Community Survey. As part of the General Plan Update, the Town conducted a telephone survey to gauge residents' opinions on a variety of issues about Windsor. The survey built upon a survey conducted in 1994 during the development of the 1996 General Plan and included new contemporary issues that have emerged over the past 20 years.



Online Town Hall Forum. The General Plan Town Hall Forum was an online discussion forum that helped the Town gather citizen input about the General Plan. The Town recognized that many members of the community would not have the time to attend community workshops and Town Council/Planning Commission study sessions. The Town Forum provided an additional opportunity for residents to participate in the process and express their ideas for improving Windsor. It was used throughout the General Plan Update process to discuss a variety of topics and ideas related to improving the town and refining the vision for the future of the community.

Stakeholder Interviews. On May 27 through 29, 2014, the Town of Windsor General Plan Update consultants conducted interviews with key community leaders and stakeholders to gather feedback on key issues and opportunities that should be addressed during the General Plan Update process. The interviews included 32 participants, including elected and appointed officials, Town staff, representatives from major institutions and organizations (e.g., Windsor Unified School District, Windsor Chamber of Commerce), business-owners, development interests and real estate agents, and others.

Focus Groups. On August 7 and 8, 2014, and October 1, 2014, the Town of Windsor General Plan Update consultants conducted five focus group meetings with community members to gather feedback on key topics that would be addressed during the General Plan Update process. The Focus Groups were organized into five topics, including: 1) Transportation, Circulation, and Mobility; 2) Growth Control, Special Planning Areas, and Annexation; 3) Parks and Recreation, Public Safety, Health, and Quality of Life; 4) Economic Development, Tourism, Town Green, and Community Image; and 5) Youth, Education, and Libraries. In total, over 65 people participated in the focus group meetings.



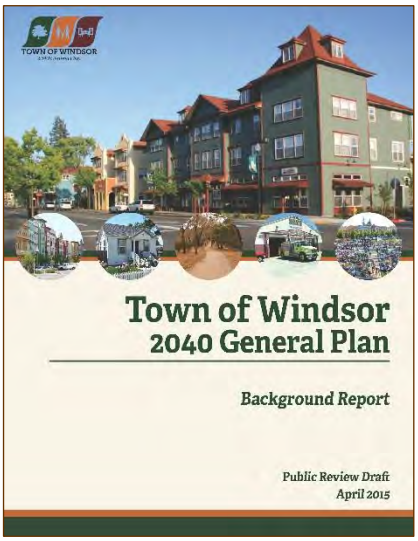
Tomorrow's Leaders Today Workshop. On March 9, 2015, the Town of Windsor hosted a Tomorrow's Leaders Today (TLT) workshop that focused on the planning and development process and the role of citizen participation. TLT is a 9-month program for high school juniors in Sonoma County that gives students an inside look at Sonoma County and its issues through hands-on learning, critical thinking, and communication. The theme for March 2015 was Planning and Development. As part of the workshop, Town staff and the General Plan Update consultants presented an overview of the General Plan Update and then facilitated an exercise with the students to plan future growth in and around Windsor. Approximately 20 high school juniors participated in the workshop.

Planning Commission/Town Council Joint Study Sessions. The Planning Commission and Town Council held joint study sessions throughout the process to review milestone documents and provide guidance to staff and the consultants. The joint study sessions were conducted in a workshop format. They were open to the public who were encouraged to participate in the discussions.

Public Hearings and Adoption. The Town held public hearings with the Planning Commission and Town Council in March and April 2018. The Town Council adopted the General Plan on April 4, 2018.

Other Outreach Efforts. In addition to the outreach efforts described here, the Town also made other efforts to receive input into the process. Town staff and Town Council members hosted a General Plan Update booth at Summer Nights on the Green. Town staff and the consultant presented to the Windsor Chamber of Commerce at their quarterly meeting. Other parties, such as the Old Downtown Windsor Merchants Association and the Library Advisory Board, have kept apprised of the process, provided updates, and were encouraged to engage in the process.

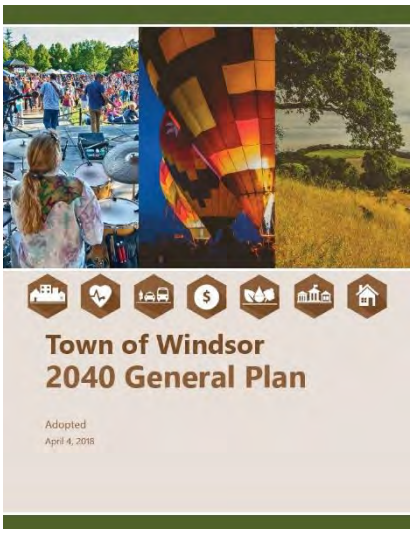
Milestone Documents



Background Report. The Background Report was the first major product of the 2040 General Plan program. Published in April 2015, the Background Report provides a "snapshot" of Windsor's current conditions across a wide array of topics. It provides a foundation for policy in the General Plan and serves as the environmental setting for the Environmental Impact Report (EIR).

Assets, Issues, and Opportunities Report. The Assets, Issues, and Opportunities Report, published in April 2015, is intended to focus community attention on key issues and opportunities that have major policy implications as Windsor considers how to grow and change over the next 25 years. The Report summarizes input from the stakeholder interviews, focus group meetings, online town hall forum (http://windsor2040.mindmixer.com/), and Planning Commission and Town Council, as well as information and data from the Draft Background Report and Town staff observations.

Vision and Guiding Principles. The Town did not draft the Vision and Guiding Principles from scratch; they started by refining the 1996 General Plan Vision based on input from residents and new community values and priorities. Part of the revision included updating the Vision statement to be more inclusive of the Town's expectations for its future. The Vision expresses the aspirations of the Town and describes an ideal Windsor in 2040. The Town also converted the narrative part of the existing Vision into a set of Guiding Principles. The Guiding Principles establish



broad benchmarks for the rest of the General Plan Update process and the General Plan itself. They set forth guidance on how the Town will achieve the vision.

Alternatives Report. The General Plan Alternatives Report, published in March 2016, provided a process within the larger General Plan process to guide the community toward the selection of a preferred land use alternative. The report provides a variety of land use alternatives for 10 selected focus areas within the town. These alternatives were then narrowed down to create a preferred Townwide Alternative, which ultimately became the adopted General Plan Land Use Diagram.

Draft General Plan. Based on the Vision & Guiding Principles, the Draft General Plan is a compilation of goals, policies, and implementation programs. The Town presented individual elements of the Preliminary Public Review Draft General Plan to the public during a series of joint study sessions with the Town Council and Planning Commission from August to October 2016. Based on feedback received at these meetings, the Town revised the elements and released the Public Review Draft General Plan on November 17, 2016. The Town Council reviewed the final draft of the Public Review Draft General Plan on November 28, 2016 and provided Town Staff with additional feedback and direction to proceed with environmental review.

Environmental Impact Report. Prepared consistent with the requirements of the California Environmental Quality Act (CEQA), the Environmental Impact Report (EIR) analyzes the potential significant impacts of the proposed plan's policies and identifies measures to mitigate those impacts. The Town published the Draft Environmental Impact Report in October 2017 and the review and comment period occurred between October 20, 2017, and December 8, 2017. A public meeting was held during the review and comment period to present the major findings of the Draft EIR and to receive comments from the public and members of the Planning Commission and Town Council.

Final General Plan. The Public Review Draft General Plan was revised based on the EIR analysis, public hearings, and ultimately the direction from the Town Council. The Final General Plan was adopted by the Town Council on April 4, 2018.

Part 2: Goals and Policies

Land Use and Community Design

This Land Use and Community Design Element addresses a broad range of topics related to the physical structure and appearance of the Town's built environment. More than any other component of this General Plan, this Land Use and Community Design Element will establish the image of the Town. It serves as the primary vehicle for ensuring that new land uses are logically organized and developed in a way that is sustainable and enhances Windsor's unique identity.

As new development is added to the Town, it will create value and enhance the Town's identity. Much of Windsor's identity and natural beauty is linked to the rural character and open spaces of the surrounding area. The Town's natural setting encompasses creeks and waterways, the nearby agricultural lands, the surrounding wine country, the Russian River recreation area, and the signature oak woodlands. This access to nature encourages healthy living and creates value for the community.

The Land Use and Community Design Element seeks to preserve these resource areas, encourage and support rural and agricultural uses outside the Urban Growth Boundary, and establish a well-defined community edge. New development at the Town's edge will provide a sense of transition between active farmland at the Town's edge and development within the Town.

A principal philosophy of the General Plan is the prioritization of infill development over development at the fringe. This approach helps create more efficient and cost-effective infrastructure, maximizes the use of underutilized parcels within the Town, and minimizes the loss of open space.

Land Use Diagram and Designations

State planning law requires a general plan to describe the general distribution, location, and extent of planned land uses within the jurisdiction's planning area. The Land Use Diagram (Figure LU-1a and LU-1b) uses color-coded land use designations to express the intended use of land within the Town of Windsor Urban Growth Boundary. (Rev. 11/7/18, Resolution 3486-18)

A total of 18 land use designations are shown on the Land Use Diagram. A description of each land use designation follows the Land Use Diagram. The descriptions include density and intensity standards to regulate development within each land use designation.

The Land Use Diagram is largely implemented through the Town's zoning regulations. Each land use designation has a corresponding set of compatible zoning districts. Whereas the land use designations are intentionally broad, the zoning designations are more detailed and provide a variety of specific development standards, including permitted and conditional uses, building heights, setbacks, lot coverage, and parking requirements. While the Land Use Diagram guides zoning, it is not the same as the Town's Zoning Map. By definition, the Land Use Diagram is intended to be more general than the Zoning Map.

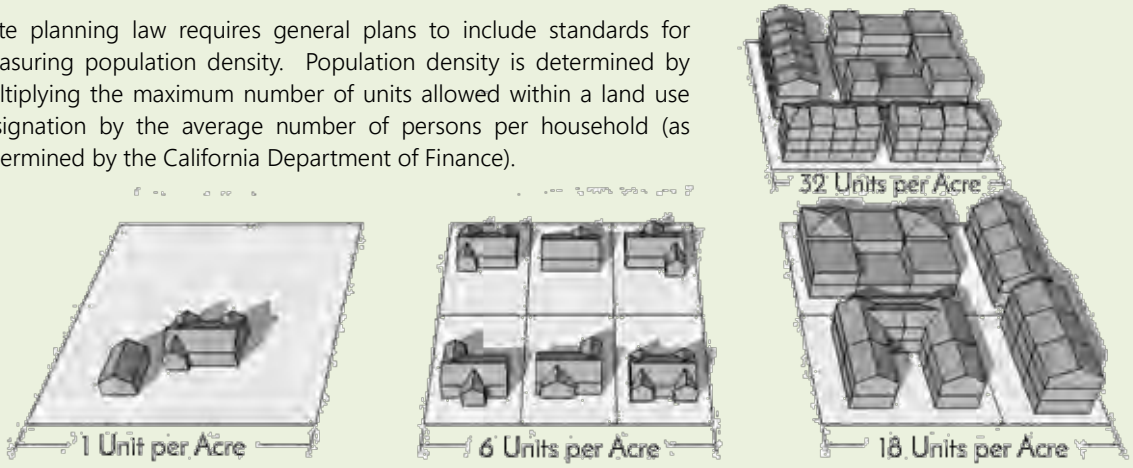
Density and Intensity

For the purposes of this General Plan, building density and intensity is regulated and measured differently based on the type of development. Residential development is regulated by a maximum number of units per acre standard and commercial and industrial development is regulated by a maximum floor area ratio (FAR) standard. Mixed use development is regulated by both standards. The methods for regulating density and intensity for residential, commercial and industrial, and mixed-use developments are described in more detail below.

Residential Development

Residential developments are regulated by an allowed density range (minimum and maximum) measured in "housing units per acre." Residential density is calculated by dividing the number of housings units on the site (excluding second units on single-family lots) by the gross acreage of the site. The diagram below shows prototypical examples of different residential densities for one-acre properties.

State planning law requires general plans to include standards for measuring population density. Population density is determined by multiplying the maximum number of units allowed within a land use designation by the average number of persons per household (as determined by the California Department of Finance).

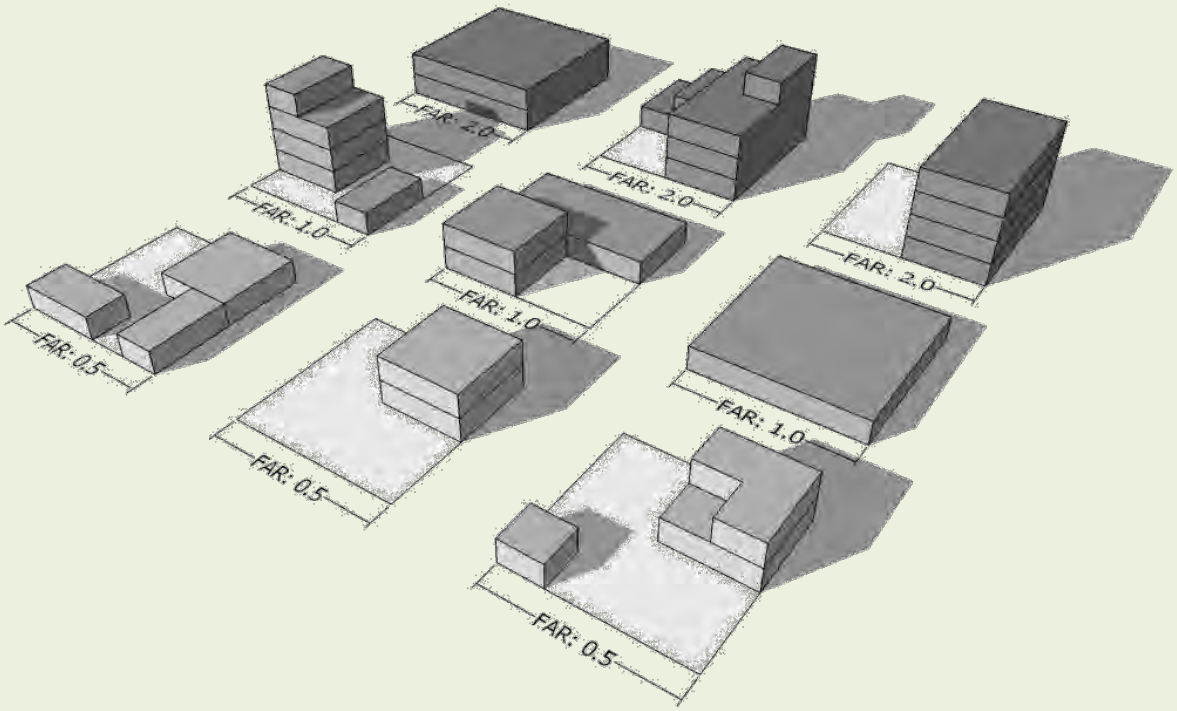


Commercial and Industrial Development

Commercial and industrial uses are regulated by a maximum floor area ratio (FAR) standard. FAR refers to the ratio of building floor space compared to the square footage of the site. FAR is calculated by dividing the floor area of all buildings on the site by the total square footage of the site. For example, a 12,500 square foot building on a 25,000 square foot site has a FAR of 0.5. The maximum FAR standard limits the overall size of development on a property. As an example, a maximum FAR of 0.75 would allow 75,000 square feet of building floor area on a 100,000 square foot lot. The 75,000 square feet could be provided in one building or divided between multiple buildings.

When calculating FAR, the building square footage includes finished interior spaces and excludes parking garages, structured parking levels, and exterior open space, such as courtyards, roof gardens, and balconies. The gross acreage of the site is also used for the FAR calculation.

The diagram below illustrates various building configurations representing FARs of 0.5, 1.0, and 2.0. As shown in the diagram, different interpretations of the same FAR standard can result in very different building forms and site characteristics.

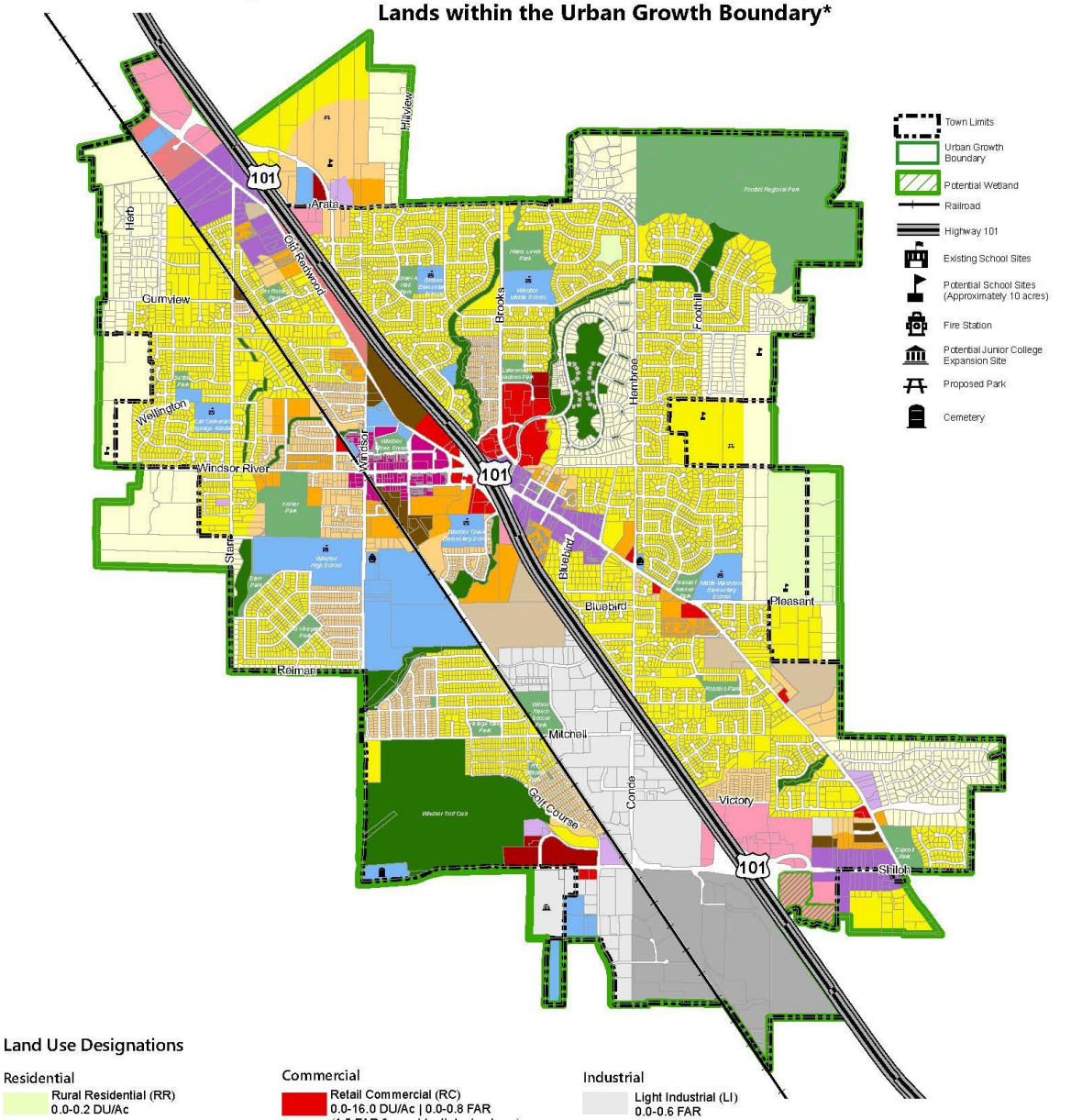


Mixed-Use Development

The density and intensity of mixed-use developments that include both commercial and residential uses are regulated by both the maximum residential density (units per acre) and the maximum FAR standard for the land use designation. As an example, a one-acre site (43,560 square feet) with a maximum FAR of 2.0 and an allowed density range of 16 to 32 units per acre could be developed with 87,120 square feet of total building space. The 87,120 square feet could be divided into a combination of commercial space and residential space. Up to 32 units would be allowed within the 87,120 square feet.

Figure LU-1a: General Plan Land Use Diagram

Lands within the Urban Growth Boundary*



Land Use Designations

Residential

- Rural Residential (RR) 0.0-0.2 DU/Ac
- Estate Residential (ER) 0.2-3.0 DU/Ac
- Very Low Density Residential (VLDR) 3.0-6.0 DU/AC
- Low Density Residential (LDR) 5.0-8.0 DU/AC
- Medium Density Residential (MDR) 8.0-16.0 DU/AC
- High DensityResidential (HDR) 16.0-32.0 DU/AC
- Mobile Home Park (MHP) 8.0-12.0 DU/AC

Commercial

- Retail Commercial (RC) 0.0-16.0 DU/Ac | 0.0-0.8 FAR (1.5 FAR for residential mixed use)
- Service Commercial (SC) 0.0-0.8 FAR
- Gateway Commercial (GC) 0.0-0.8 FAR
- General Business (GB) 0.0-1.0 FAR

Mixed Use

- Neighborhood Center/Mixed Use (NCMU) 8.0-16.0 DU/Ac | 0.25-1.5 FAR
- Boulevard Mixed Use (BMU) 16.0-32.0 DU/Ac | 0.50-2.0 FAR
- Town Center Mixed Use (TCMU) 16.0-32.0 DU/Ac | 0.75-2.5 FAR

Industrial

- Light Industrial (LI) 0.0-0.6 FAR
- Heavy Industrial (HI) 0.0-0.5 FAR

Public and Resource

- Parks and Recreation (PR) 0.0-0.1 FAR
- Open Space (OS) 0.0-0.05 FAR
- Public/Quasi-Public (PQP) 0.0-1.0 FAR

**See Figure LU-1b for non-contiguous incorporated lands.*

TOWN OF WINDSOR

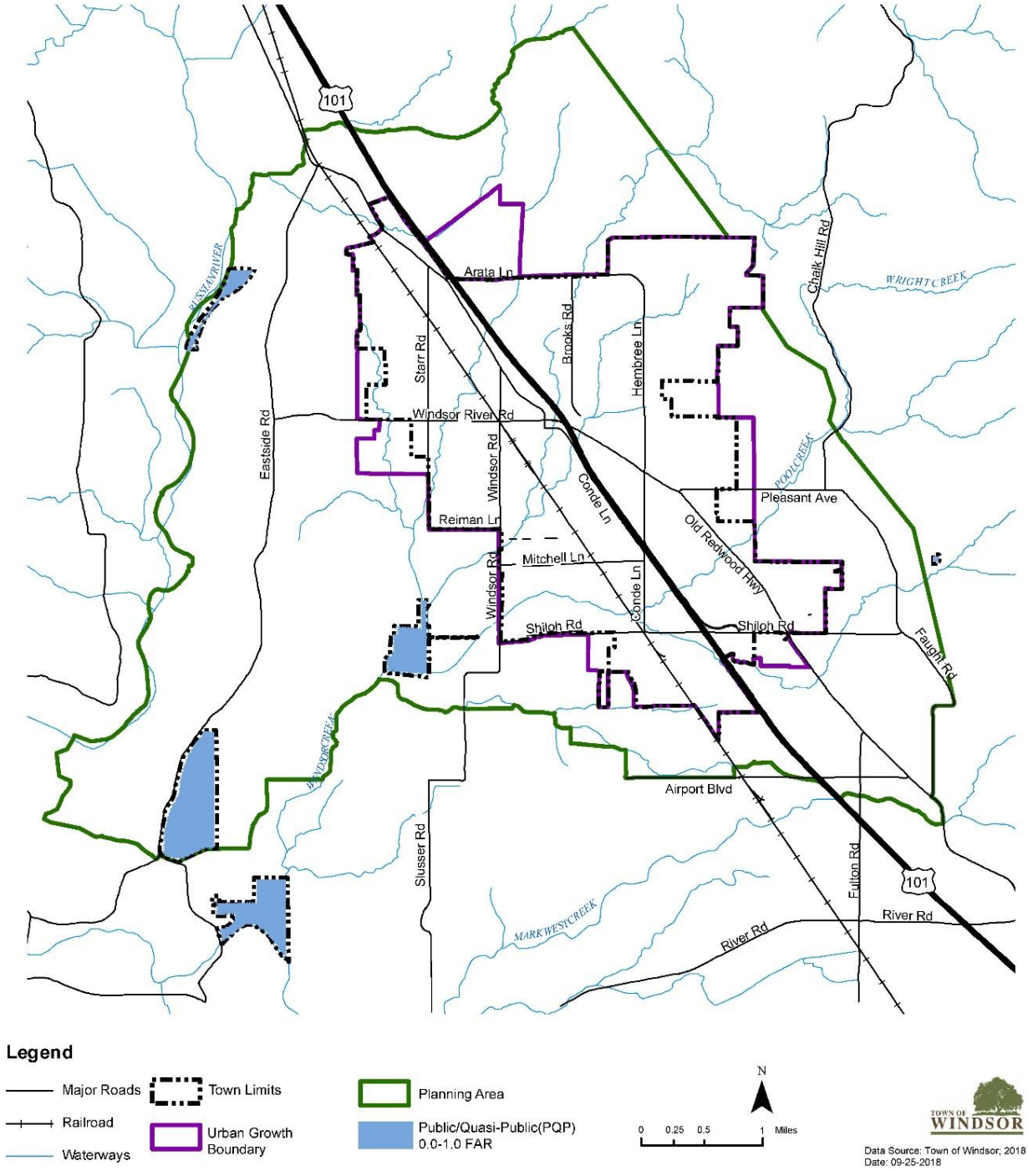
Data Source: Town of Windsor, 2018
Date: 09-25-018

(Rev. 11/7/18, Resolution 3486-18)

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Figure LU-1b: General Plan Land Use Diagram

Non-Contiguous Incorporated Lands



(Rev. 11/7/18, Resolution 3486-18)

Rural Residential (RR)

This land use designation provides areas for a rural residential living environment. Typically, these areas do not have urban services (such as public water supply, sewer, and storm drains). Allowable land uses may include single-family detached residential uses, limited agricultural operations, and recreation activities. Given the inefficient use of land and infrastructure, application of this development pattern will be limited.

Density/Intensity Range

- Minimum Density: N/A
- Maximum Density: 0.2 du/ac

Estate Residential (ER)

This land use designation provides for a large-lot single family neighborhood environment. Estate residential areas allow for single-family detached residential uses and contribute to variety and choice in housing and lifestyle.

Density/Intensity Range

- Minimum Density: 0.2 du/ac
- Maximum Density: 3.0 du/ac

Very Low Density Residential (VLDR)

This designation provides for a mix of housing types on traditional single-family lots. This is the predominant residential land use pattern in the Town and is intended to characterize much of the new housing as well. New development under this classification is encouraged to accommodate a range of housing types to provide greater choices for Windsor residents. Single- family homes, duplexes, and triplexes are compatible with this classification. Other attached unit types may be considered subject to design review to ensure compatibility with single-family detached development.

Density/Intensity Range

- Minimum Density: 3.0 du/ac
- Maximum Density: 6.0 du/ac

Low Density Residential (LDR)

This designation provides for a mix of housing types on smaller lots or as attached units. Single family homes, duplexes, triplexes, and townhomes are allowable within this classification.

Density/Intensity Range

- Minimum Density: 5.0 du/ac
- Maximum Density: 8.0 du/ac

Medium Density Residential (MDR)

This designation provides for a medium density residential living environment marked by attached units. Allowable uses include small-lot single-family units, row houses, townhomes, small apartment complexes, and mobile home parks.

Density/Intensity Range

- Minimum Density: 8.0 du/ac
- Maximum Density: 16.0 du/ac

High Density Residential (HDR)

This designation provides for compact, high-density multifamily housing in areas served by major transportation routes and facilities, and near major shopping areas.

Density/Intensity Range

- Minimum Density: 16.0 du/ac
- Maximum Density: 32.0 du/ac

Mobile Home Park (MHR)

This designation recognizes existing land devoted to mobile home parks and is intended to preserve its use as a mobile home park.

Density/Intensity Range

- Minimum Density: 8.0 du/ac
- Maximum Density: 12.0 du/ac

Town Center Mixed Use (TCMU)

This designation accommodates an intensive mix of retail, residential, office, hotel, and entertainment uses in the Town Center. This designation is intended to distinguish the Downtown as a unique and vibrant place where the community can gather to socialize shop, play, and live. Residential uses are allowed on the second floor or higher in a vertically mixed configuration but are not required to be included in a development.

Density/Intensity Range

- Minimum Density: 16.0 du/ac
- Maximum Density: 32.0 du/ac
- Minimum FAR: 0.75
- Maximum FAR: 2.5

Boulevard Mixed Use (BMU)

This designation provides for mixed-use development that can include retail, residential, office, hotel, or entertainment uses with extensive pedestrian-oriented frontage on a boulevard street. The intention of this designation is to create active

places where people live, work, socialize, and shop by intermixing housing with commercial and/or office uses. Uses can occur within the same building (vertical mixed use) or on the same site (horizontal mixed-use); however, mixed-use development along the street-frontage shall be vertical mixed-use, except as allowed by Policy LU-4. 5. The Boulevard Mixed Use designation is generally applied at nodes along Crosstown Boulevard streets, including to Old Redwood Highway and Shiloh Road east of Highway 101.

Density/Intensity Range

- Minimum Density: 16.0 du/ac
- Maximum Density: 32.0 du/ac
- Minimum FAR: 0.5
- Maximum FAR: 2.00

Neighborhood Center Mixed Use (NCMU)

The intention of the Neighborhood Center Mixed Use designation is to create small-scale neighborhood centers where area residents can gather to socialize, shop, or recreate. Neighborhood Center Mixed Use allows for diverse uses, including residential, commerce, professional office, employment, entertainment, services, and culture located within the same building (vertical mixed use) or on the same site (horizontal mixed use). The intensity of development in the Neighborhood Center Mixed Use is lower than that in the other mixed-use designation to maintain compatibility with adjacent lower-density single-family neighborhoods. Areas located along Old Redwood Highway that are designated NCMU are subject to the requirements of Policy LU-12.9.

Density/Intensity Range

- Minimum Density: 8.0 du/ac
- Maximum Density: 16.0 du/ac
- Minimum FAR: 0.25
- Maximum FAR: 1.5

Retail Commercial (RC)

This designation emphasizes those uses that provide convenience goods and services for surrounding residential neighborhoods, the larger community, or sub-region/region. Uses should be appropriate to the type of market being served. Centers serving community-wide or regional needs include uses which may either be neighborhood-oriented activities grouped together on a larger scale or uses that demand a larger market area. Uses include individual shops on single parcels, as well as freestanding shopping centers offering a range of local-serving or community-serving personal, retail and service activities, restaurants, offices, and business services. The designation also allows for residential uses on the second floor as part of a mixed-use development. The retail commercial designation is generally located along major arterials and transit routes. Retail commercial centers should be located and designed to minimize impacts on surrounding residential areas.

Density/Intensity Range

- Minimum FAR: N/A
- Maximum FAR: 0.8, or 1.5 when residential mixed-use is proposed
- Minimum Density: N/A
- Maximum Density: 16.0 du/ac

Service Commercial (SC)

This land use designation provides locations for personal, business, and travel services that are often land intensive (as opposed to labor intensive). Examples of uses allowable within this classification include landscape contractors, retail outlets for building/ construction materials, construction equipment sales and rentals, automobile repair and wrecking operations. Other uses compatible with this classification include office uses as well as travel-oriented land uses such as gasoline stations, transient lodging, and outdoor recreation/ amusement parks.

Density/Intensity Range

- Minimum FAR: N/A
- Maximum FAR: 0.8

Gateway Commercial (GC)

The Gateway Commercial designation is applied in areas at key gateway points throughout town where special consideration in the design and appearance of new public and private improvements is warranted. This designation provides areas for commercial activities oriented to serve the traveling public near freeway interchanges and major arterials in such a fashion as to provide safe and convenient access. Compatible uses include tourist-serving uses, transient lodging, conference/ recreation facilities, gasoline stations, and restaurants. Regional-serving retail uses may also be considered in this designation. Gateway Commercial areas located at the edge of Windsor must be designed to create an attractive and aesthetically pleasing entry into town, consistent with Policy LU-3.5.

Density/Intensity Range

- Minimum FAR: N/A
- Maximum FAR: 0.8

General Business (GB)

This land use designation provides for a broad range of uses, including office, retail, and service activities, with a focus on professional office.

Density/Intensity Range

- Minimum FAR: N/A
- Maximum FAR: 1.0

Light Industrial (LI)

This designation provides for manufacturing, warehousing, assembly uses, research and development, and flex industrial space with limited or very low nuisance characteristics. The designation is applied to areas where nuisance characteristics of noise, odor, traffic generation, unsightliness, or hazardous materials manufacturing or storage are undesirable. Light Industrial areas typically include industrial park developments with high quality landscaping and screening. This designation allows for office, retail, and other service uses that serve the employees in the area. Uses that are ancillary to the primary use of a property, such as product display and/or sampling areas, facility tours, and promotional events, are also permissible.

Density/Intensity Range

- Minimum FAR: N/A
- Maximum FAR: 0.6

Heavy Industrial (HI)

This designation provides for a broad range of heavier industrial, manufacturing, and warehousing uses. These areas typically include land-intensive manufacturing activities that may generate objectionable noise, smoke, odor, dust, noxious gases, glare, heat, fire hazards, vibration, and industrial wastes. Heavy Industrial area uses are assumed to have moderate nuisance characteristics, but to discourage hazardous materials manufacturing or distribution. This designation should not be located adjacent to a residential neighborhood or center without substantial buffers (light industrial, parks, greenways, or open space).

Density/Intensity Range

- Minimum FAR: N/A
- Maximum FAR: 0.5

Public/Quasi-Public (PQP)

This designation is applied to the Town's major public buildings and facilities owned by the Town, Sonoma County, State, Federal, other public agencies that serve the general public, or private institutional uses. This classification includes public schools, libraries, government, police, and fire facilities; corporation yards; private utilities; the wastewater treatment plant; and cemeteries.

Density/Intensity Range

- Minimum FAR: N/A
- Maximum FAR: 1.0

Parks and Recreation (PR)

The Parks and Recreation designation includes greenways, large developed parks, and other areas primarily used for recreation (smaller parks and recreation facilities may be included as elements within other urban form types). Typically, these areas are characterized by a high degree of open area, and a limited number of buildings.

Density/Intensity Range

- Minimum FAR: N/A
- Maximum FAR: 0.10

Open Space (OS)

This land use designation promotes the conservation of resource values, to protect public safety from hazardous conditions (such as floodways and active landslide areas), to provide visual relief from urbanization, to diminish land use incompatibilities between agricultural and urban development, and to allow development of outdoor recreation.

Density/Intensity Range

- Maximum Density: N/A
- Maximum FAR: 0.05

Table LU-1: Land Use Designation Summary Table

Land Use Designation		Density Range (units/acre)	Floor Area Ratio
RR	Rural Residential	0.0-0.2	N/A
ER	Estate Residential	0.2-3.0	N/A
VLDR	Very Low Density Residential	3.0-6.0	NA
LDR	Low Density Residential	5.0-8.0	N/A
MDR	Medium Density Residential	8.0-16.0	N/A
HDR	High Density Residential	16.0-32.0	N/A
MHP	Mobile Home Park	8.0-12.0	N/A
TCMU	Town Center Mixed Use	16.0-32.0	0.75-2.5*
BMU	Boulevard Mixed Use	16.0-32.0	0.5-2.0
NCMU	Neighborhood Center Mixed Use	8.0-16.0**	0.25-1.5
RC	Retail Commercial	0.0-16.0	0.0-0.8 (1.5 for residential mixed use)
SC	Service Commercial	N/A	0.0-0.8
GC	Gateway Commercial	N/A	0.0-0.8
GB	General Business	N/A	0.0-1.0
LI	Light Industrial	N/A	0.0-0.6
HI	Heavy Industrial	N/A	0.0-0.5
PQP	Public/Quasi-Public	N/A	0.0-1.0
PR	Parks and Recreation	N/A	0.0-0.1
OS	Open Space	N/A	0.0-0.05

**TCMU-designated parcels within the Civic Center area have a minimum FAR of 1.5 and a maximum FAR of 4.0 (see Policy LU-11.3)*

*** Areas located along Old Redwood Highway that are designated NCMU are subject to the requirements of Policy LU-12.9, including limiting the density to 12 units per acre.*

Community Design

The Town of Windsor has a unique identity that the General Plan seeks to enhance by providing a policy framework for the preservation of resource lands and the design of new development. The preservation of natural resource areas outside the Urban Growth Boundary will be further accentuated by the creation of "gateways" at the Town's northern and southern boundaries. By developing gateways, the Town will establish a clear entryway and exit to the community and exhibit high-quality design concepts that convey an image consistent with the Town's identity—as an entryway to the Sonoma County wine country and Russian River recreation area.

The policies in this section seek to ensure neighborhoods are designed to be compact, promote visual interest, and avoid the isolated residential enclaves, or walled subdivisions, that marked the typical development pattern in the 1970s and 1980s. Neighborhoods will be located to take advantage of commercial and employment areas as well as current and future public transit. Attractive building design, access to natural or recreational amenities, street connections, and pedestrian paths will contribute to an integrated, walkable, and inviting living environment.

Arterials and natural features such as creeks will help define the edges of Windsor's neighborhoods while landscaped setbacks and trails will create an attractive environment at the edges.

Goal LU-1: Community Design

Encourage well-designed development that preserves and enhances Windsor's community character.

Policies

LU-1.1 **Create Urban/Rural Transitions.** The Town shall strive to create a strong sense of transition at Windsor's boundaries by encouraging the preservation of agriculturally productive lands outside the Urban Growth Boundary and by announcing entry into the Town through visually attractive gateways that incorporate landscaping, lighting, public art, and/or other distinguishing features.

LU-1.2 **Preserve Natural Features.** The Town shall preserve valuable natural features, such as oaks and waterways, within urbanized areas and clearly define the Town's form to distinguish between urban areas and the surrounding rural and agricultural areas.

LU-1.3 **Encourage Encounters with Nature.** The Town shall encourage frequent encounters with the surrounding landscape through the use of community separators, the preservation of strategic view corridors, the preservation of open space, and the provision of trails and paths that connect neighborhoods to open space.

LU-1.4 **Enhance Gateways.** Gateways into Windsor shall be designed to communicate Windsor's identity and place in the wine country region. New development and public improvements in gateway areas shall incorporate well-designed buildings behind tree-lined sidewalks, on-street parking, an interconnected street grid, attractive art and landscaping, and parking lots that are screened from view from Highway 101 to the extent feasible.

LU-1.5 **Clear Standards.** The Town should encourage a high level of architectural quality using policies and procedures that are widely understood, easily monitored, and not onerous.

For Policies LU-1.5 – LU-1.8, and LU-1.10 – LU-1.11, see Implementation Program LU-2: Design Standards Update

LU-1.6 **Design for Livable Environments.** The Town shall maintain design standards and create form-based codes or form-based design standards for specific areas that promote walkable and livable environments.

LU-1.7 **Compatible Design.** The Town shall encourage new residential development within existing neighborhoods to include building designs that provide diversity while maintaining compatibility with the scale, massing, and heights of the existing homes. Criteria for determining compatible development are defined in design standards for the Town or in form-based codes for specific areas.

LU-1.8 **Transitions in Scale.** The Town shall require that the scale and massing of new development in higher-density areas provide appropriate transitions in building height and bulk and are sensitive to the physical and visual character of adjoining lower-density neighborhoods.

LU-1.9 **Coordinated Neighborhood Design.** The Town shall encourage comprehensive and coordinated neighborhood design efforts on large parcels and among smaller parcels, especially with regard to circulation provisions or the integration of existing natural feature. When possible, the Town should use incentives to promote these coordination efforts.

LU-1.10 **Create Visual Interest.** The Town shall encourage building design and architecture that create visual interest and engaging spaces along streets, maintain an attractive environment, and promote informal surveillance of public spaces by building occupants. Whenever possible, building fronts should not be dominated by garage doors, vehicle parking areas, or blank walls.

LU-1.11 **Regional Design Standards.** The Town shall encourage building design and architecture that conveys purpose, time and place; responds to Windsor's climate; conserves energy; and uses durable materials.

LU-1.12 **Design Review.** The Town shall review development proposals for their adherence to this General Plan's policies regarding the location, intensity, and character of development. The Planning Commission shall have primary responsibility in the review of development applications.

LU-1.13 **Design to Protect Night Skies.** The Town shall protect dark/night skies by requiring outdoor lighting to be shielded and/or directed downward to limit overspill and glare, without compromising the safety and security of the community, through implementation of lighting standards in a "Dark Skies" ordinance with the Model Lighting Ordinance approved by the International Dark-Sky Association and the illuminating Engineering Society of North America.

Residential Development

Residential neighborhoods will continue to be the predominant development pattern in Windsor. The magnitude of change anticipated for these areas is substantially less than what is anticipated for the commercial and mixed-use centers that serve them. Changes proposed in areas identified as residential neighborhoods are subtler, focusing on how to enhance the quality of such areas by improving characteristics such as connectivity, pedestrian safety, neighborhood character, and housing choice.

Rural and Estate residential uses have a limited, but important role in Windsor's land use pattern. These are the preferred residential designations to provide a physical transition at the town's outer edges where open space and agricultural areas exist outside of the Town's Urban Growth Boundary. They also allow for residents to embrace Windsor's agricultural heritage, by providing places for residents to live and actively farm (e.g., vineyards).

The General Plan encourages high-density residential uses to locate in areas with good transit access and close to major shopping and service areas. When properly designed, this can encourage more walking, biking, and transit use, and provides a larger customer base for nearby businesses.

The General Plan provides guidance for the development of new residential neighborhoods. Most of the areas that will allow for larger-scale residential development are also covered by the Community Places section (e.g., North of Arata Lane, Eastern Edge Residential area, Western Edge Residential area), which provides more specific policy guidance for new development in these areas.

Goal LU-2: Residential Development

Promote the preservation and development of residential neighborhoods that provide a variety of housing types, densities, and designs that address the diverse needs of Windsor residents of all ages and socio-economic groups.

Policies

LU-2.1 **Housing Diversity.** The Town shall support the development of diverse housing types and lot sizes throughout town to accommodate a range of affordability levels and socio-economic and age diversity.

LU-2.2 **Strengthen Neighborhoods.** The Town shall strive to strengthen existing residential neighborhoods and promote livable new neighborhoods as a means of supporting civic pride, social interaction, and Windsor's small-town character.

LU-2.3 **Provide for Public Facilities and Parks.** The Town shall require new residential development to meet local needs for public facilities and parks.

LU-2.4 **Project Review.** The Town shall review all new residential projects involving multi-family structures, townhouses, or planned communities for compliance with site planning, architecture, and landscape criteria prior to approval.

LU-2.5 **High-Density Residential Areas.** The Town shall encourage high-density residential uses to locate in areas close to services and transit.

LU-2.6 **Incorporate Trails and Creeks.** In the design of new residential development or the planning for a trail segment, homes should front onto "single-loaded" streets that front onto the trails and creeks whenever possible, consistent with the Creekside Development provisions in the Zoning Ordinance.

LU-2.7 **Clustering Residential Development.** The Town shall allow for the clustering of residential uses and the use of creative site planning techniques when environmentally-sensitive areas are present on a site.

LU-2.8 **Reduced Density in Environmentally-Sensitive Areas.** The Town shall allow residential development below the minimum density when the established density standards are infeasible due to the presence of environmentally-sensitive areas on a site.

Clustered Residential Development

Clustered residential development is a tool that allows the density of development to be clustered on the more buildable portion of the property, leaving the balance of the site as open space. The resulting subdivision may have more compact areas of development, but less paving and more open space when compared to conventional subdivisions.

Commercial Development

Commercial centers are intended to provide areas for retail outlets and services demanded by either neighborhood, community, or sub-regional/regional markets. Centers are places for commerce, employment, entertainment, culture, and, in some case, living in proximity to these uses. Pedestrian-oriented activities are encouraged with plazas and uses that draw a variety of people and offer a welcome setting. Centers can accommodate development of property exclusively for commercial and employment uses (without housing) and/or mixed-use projects that integrate housing with retail, office, community facilities, and other uses within the same structure or on the same site. Centers can also integrate community-serving uses, such as public meeting rooms and daycare facilities in key activity areas. Centers should be designed to operate in harmony with adjacent neighborhoods and uses through the siting of buildings, transitions in scale, and land use mix.

Goal LU-3: Commercial Development

Promote attractive and vibrant neighborhood, community, and regional commercial centers that provide convenient and enhanced opportunities for shopping, services, entertainment, and social interaction.

Policies

LU-3.1 **Increase Local Shopping.** The Town shall encourage the development of a broad range of commercial uses that reduce the need for residents to travel to nearby communities and capture a greater share of local spending. (New Policy, Town Staff and Consultants)

For Policy LU-3.2, see Implementation Program LU-2: Design Standards Update

LU-3.2 **Connectivity to Neighborhoods.** The Town shall encourage commercial areas to be linked to adjoining residential neighborhoods by well-designed and attractive streetscapes that have well-designed buildings fronting on tree-lined sidewalks with bicycle paths and street amenities. (New Policy, Town Staff and Consultants)

LU-3.3 **Discourage Strip Commercial.** The Town shall discourage new strip commercial development, particularly along Old Redwood Highway, Shiloh Road, and areas visible from Highway 101.

LU-3.4 **Limit Access Points.** The Town shall encourage commercial activities to be located and designed to benefit from the access afforded by crosstown streets, without impairing the operation of these streets. To accomplish this, the Town shall:

a. prohibit points of access if they are too close to the intersection and may result in unacceptable congestion or in safety hazards;

b. limit the number of access points to maintain efficient traffic operations;

c. encourage side or rear access and on-street parking; and

d. combine access points wherever possible.

LU-3.5 **Appearance of Gateway Commercial Uses.** Because of the visibility and strategic location at gateways into the town, the Town shall require that commercial uses at the Shiloh Road and Arata Lane interchanges with U.S. Highway 101 are carefully designed to convey an attractive, aesthetically- enhanced appearance that distinguishes the area as an entry into Town and reflects Windsor's identity. Projects shall incorporate pedestrian-scale buildings oriented toward the streets, and high-quality architecture, signage, lighting, and landscaping.; Specific attention shall be given to ensuring that the visual and architectural quality of development that is visible from a public street or U.S. Highway 101 is of the highest quality and that parking areas are appropriately located and/or screened from view.

LU-3.6 **Commercial Amenities and Impact Mitigation.** The Town shall require new or expanded commercial or office areas to include provisions for adequate off-street parking, pathways connecting building entries to the public sidewalk, bicycle parking, mitigation of traffic impacts, adherence to acceptable architectural and low-water landscaping standards, and mitigation of land use conflicts with adjacent residential uses.

Mixed-Use Development

Mixed-use development blends residential and non-residential uses vertically within a single building or horizontally within a larger development. The intention of mixing uses is to create vibrant and economically vital places for residents to gather, socialize, work, shop, and recreate close to where they live. This development pattern should create walkable centers of activity, in contrast to strip retail developments along corridors, which is largely dependent on automobile access.

The most intensive mixed-use area is in the town's center as defined by the Windsor Station Area/Downtown Specific Plan. This area is the cultural and civic heart of

Windsor. The Windsor General Plan also designates mixed-use nodes along major crosstown boulevards in three key locations along Old Redwood Highway and Shiloh Road: the Arata Lane intersection, the U.S. Highway 101 interchange east of Downtown, and Shiloh Road east of U.S. Highway 101. It also provides for neighborhood-oriented mixed-use centers in a few of Windsor's existing and planned neighborhoods. These neighborhood centers are envisioned to serve as social gathering places and commerce centers for neighborhood residents.

While policies in this section generally guide new mixed-use development, the Community Places section of the Land Use Element has additional policies that provide more specific policy guidance for mixed use development in the Downtown, Old Redwood Highway, Shiloh Road, and Arata Lane areas.

Goal LU-4: Mixed-Use Development.

Create well-defined nodes of activity containing an integrated mix of commercial, office, and residential uses that enable Windsor residents to live close to businesses and services, reduce automobile use, and actively encourage pedestrian activity.

Policies

LU-4.1 **Mixed Use Objectives.** Mixed use projects shall comply with the following objectives:

- A blend of uses that are physically and functionally integrated to create a synergy between different uses and a unique sense of place;
- Compact development that reduces reliance on automobiles and promotes transit, walking, and biking;
- Pedestrian-oriented design with active uses built up to the sidewalks;
- A comfortable public realm that encourages community members to gather and socialize;
- Increased economic vitality; and
- Crime prevention and security by providing building facades behind sidewalks that provide eyes on the streets.

A "synergy" is created when individual businesses and other uses are working together to be more successful than if they were located alone.

LU-4.2 **Compatibility with Adjoining Uses.** The Town shall require higher-density mixed-use development to use setbacks, step backs, screening, and/or landscaping to achieve compatibility with adjacent land uses, particularly residential uses.

LU-4.3 **Integration Between Residential and Non-residential Uses.** The Town shall require residential and nonresidential portions of mixed-use buildings and sites to be physically and functionally integrated through architectural design features, landscaping, and development of pedestrian walkways that connect the development internally and to adjoining neighborhoods.

For Policies LU-4.2 – LU-4.4, see Implementation Program LU-2: Design Standards Update

LU-4.4 **Mixed Use Design Requirements.** The Town shall require mixed-use developments to provide active uses behind sidewalks, limit the number of access driveways, use build-to lines when placing buildings on the site to minimize street-facing building setbacks, provide parking in the rear of buildings, and provide public ground floor spaces adjacent to sidewalks.

LU-4.5 **Variability within Boulevard Mixed Use.** Mixed-use development along the street-frontage within the Boulevard Mixed Use designation shall be vertical mixed-use, unless a project proponent can demonstrate that a vertical mixed-use frontage is not contextually appropriate given the location, scale, size, shape, or other characteristic of the site and its surroundings. Any proposed variation from vertical mixed use must meet the objectives identified in Policy LU-4.1 and serve to create a strong sense of place.

Properties within the Boulevard Mixed Use designation that do not have frontage on a Crosstown Street shall not be required to be developed with mixed-use development. Residential development within the density range of the designation may be allowed without commercial uses on these properties. To the extent possible, development of these properties should consider opportunities to integrate with existing or future development of surrounding mixed-use parcels consistent with the measures identified in Policy LU-4.3.

Industrial Development

Industrial centers provide for manufacturing, research and development, flex space, industry incubators, and similar uses that range from business parks, warehouses, and distribution facilities to manufacturing and other heavy industrial areas. This designation supports "clean" industries and agricultural and wine-related industries that take advantage of the education and skills of the local and regional population. Industrial center designations promote improvements in site planning to create places with attractive architecture and landscaping, and make employment areas accessible to pedestrians, bicyclists, and transit. They also support the integration of limited additional employment support uses such as retail and services.

Goal LU-5: Industrial Development

Encourage a robust industrial base that provides jobs for local residents, increases the tax base, and is designed and operated in a way that is compatible with surrounding uses.

Policies

LU-5.1 **Attract and Retain Industrial Jobs.** The Town shall encourage development and retention of industrial uses that generate jobs as well as net sales and use tax revenues to the Town.

LU-5.2 **Protect Industrial Areas from Encroachment.** The Town shall protect industrial areas from encroachment by other land uses that would typically conflict with industrial uses in the town, except in limited circumstances, such as where commercial, personal services, or retail services are needed to meet the needs of industrial employees.

LU-5.3 **Consider Impacts of Industrial Land Conversion.** When reviewing proposals to amend industrial designations to other uses, the Town shall consider any adverse effects on the Town's long-term economic development strategy; the loss of an opportunity to create a unified, large-scale employment area for the Town; and the encroachment of uses that could, in the future, consider industrial development a nuisance.

For Policy LU-5.3, see Implementation Program LU-3: Monitor Industrial Land

LU-5.4 **Well-Designed Industrial Parks.** The Town shall promote business or industrial "parks" that exhibit a well-designed integration of different industrial uses; a high-quality appearance; and minimal impacts on surrounding land uses.

For Policy LU-5.4, see Implementation Program LU-2: Design Standards Update

LU-5.5 **Discourage Adverse Impacts.** The Town shall discourage new industrial land uses designed or operated in a manner that produces hazardous materials/waste, vibration, noise, glare, heat, and/or air emissions at levels that adversely affect surrounding land uses.

LU-5.6 **Screening in Industrial Areas**. The Town shall require the screening of loading areas and open storage areas so that they are not visible from major roads.

General Location and Pattern of Growth

The General Plan emphasizes infill development within the town limits, limits growth at the town's edge, and supports land uses that are rural and agricultural beyond the town's Urban Growth Boundary. New development will occur primarily where existing roads, water, and sewer are in place and in a manner that minimizes the impact of development on existing infrastructure and services. The General Plan focuses on town-centered growth and provides the policy framework to guide future development toward land uses that support walking, biking, and transit ridership. This approach is intended to maintain Windsor's small-town atmosphere and encourage sustainable land use patterns, while increasing opportunities to grow the local economy.

Goal LU-6: General Location and Pattern of Growth

Encourage an orderly, contiguous pattern of development that prioritizes infill development, preserves resources, enhances livability, strengthens the local economy, and furthers Windsor's small-town feel.

Policies

LU-6.1 **Sustainable Land Use Pattern.** The Town shall strive to provide an overall pattern of land uses that encourages sustainable development; creates a safe and attractive public realm; provides an interconnected network of streets; offers convenient alternatives to auto travel; ensures compatibility among uses; enhances livability and public health; sustains economic vitality; preserves open space and agricultural resources; and reduces air pollution, greenhouse gas emissions, and energy consumption.

LU-6.2 **Land Use that Supports Active Transportation.** The Town shall maintain a land use plan and policy framework that support walking, biking, and transit ridership.

LU-6.3 Encourage Higher Intensity Development in Appropriate Locations. The Town shall encourage higher intensity uses where they would:

a. be within a reasonable walking distance of the Downtown/Station Area or other commercial/service areas;

b. take advantage of convenient access to U.S. 101 and the Town's crosstown streets; or

c. take maximum advantage of existing and future public transit stops, specifically bus and rail service.

Urban Growth Boundary

Growth management refers to measures local governments take to manage population and employment growth patterns and build viable communities. Rapid development can be a major challenge in communities (e.g., strain local facilities and services, put pressure on local government budgets). It can cause unwanted environmental and economic impacts and undermine the established community character. To help respond to these challenges, local governments have adopted growth management programs, often through general plan policies or implementing ordinances.

Growth and development in Windsor is guided by the General Plan. A principal philosophy of Windsor is to manage growth to retain the Town's small size and rural atmosphere and respect natural resources. To support this philosophy, the Town has a growth management strategy that accommodates change in a measured and thoughtful fashion. The location and timing of growth in Windsor will be planned, taking into consideration the principal philosophy of infill development over development at the fringe, infrastructure capacity, public service availability, and fiscal impacts.

The original 1996 General Plan directed the Town to adopt and maintain an Urban Growth Boundary (UGB) defining the extent of the town's future urbanization. In January 1998 Windsor voters approved Measure A, which established in the General Plan a 20-year UGB. The Urban Growth Boundary is based on a number of factors intended to promote orderly and efficient development within the town. These factors include natural features, such as creeks and hills, Sonoma County's community separators, availability of utilities, proximity to existing urban uses, property lines, and the productivity of farmlands. The voter-approved UGB expired at the end of 2017; however, this General Plan provides support for the continuation of the UGB as a tool for managing growth in Windsor. In 2017, Measure H to renew the UGB through the year 2040 was approved by voters. The revised UGB per Measure H is illustrated on the Land Use Diagram.

Goal LU-7: Urban Growth Boundary

Renew an Urban Growth Boundary with sufficient land to accommodate the Town's growth until December 31, 2040.

See Implementation Program LU-4: Urban Growth Boundary Ballot Measure

Policies

LU-7.1 **Establish Urban Growth Boundary.** An Urban Growth Boundary is established as shown on the Land Use Plan Map (Figure LU-1a and LU-1b) to encourage a compact, cohesive pattern of urbanization with definite, identifiable boundaries that more readily create a sense of community identity. No new Town development other than that authorized by the Open Space, Parks, and Public/Quasi-Public/Institutional land use designations shall be permitted outside the Urban Growth Boundary. (Rev. 11/7/18, Resolution 3486-18)

LU-7.2 **Factors.** The Urban Growth Boundary is based on a number of factors intended to promote orderly and efficient development within the Town. These factors include natural features, such as creeks and hills, Sonoma County's community separators, availability of utilities, proximity to existing urban uses, property lines, and the productivity of farmlands, and the need to accommodate future growth of the Town.

LU-7.3 **Exclude Natural Areas from UGB.** Areas that have limited potential to accommodate urban development are not included in Windsor's Urban Growth Boundary. Such areas may include those that have extensive sensitive biological habitats supporting rare and endangered species, oak woodlands, and wetlands; active and viable agricultural production; or extensive areas of community separators.

LU-7.4 **SOI Boundary Consistent with UGB**. Maintain a Sphere of Influence that is consistent with the Urban Growth Boundary.

LU-7.5 **Set Development Priority Areas.** Set priorities for the development of areas within the Sphere of Influence, considering proximity to existing urban development, availability of public services and utilities, fiscal effects for the Town, and protection of Williamson Act land contracts.

LU-7.6 **Assign Development Priority Areas.** The Town should prioritize areas for development within the Urban Growth Boundary. The designation priorities should be reevaluated periodically. The purpose of the prioritization is to direct the location and timing of development so that it occurs in an orderly manner consistent with the availability of community services and utilities.

LU-7.7 **Factors for Identifying Development Priority Areas**. Prioritization of development with the Urban Growth Boundary shall consider the following factors:

a. Are urban services and facilities provided by the Town and other public agencies available or expected to be available?

b. Is the area adjacent to existing urban uses?

c. Will the development of the area promote "infill" development within the existing town limits?

d. If residential, would the development maintain Windsor's single-family character?

e. Would the development encourage neighborhood centers which may include complementary retail services, public facilities, and uses/amenities that enliven the streets?

f. Would the development avoid lands under Williamson Acts contracts, unless such contracts are due to expire through nonrenewal prior to construction?

g. Is the area desired for future public facilities, such as schools and fire stations?

h. Would the development have a net adverse fiscal effect on the Town?

i. Would the development of the area provide an opportunity to protect public health and safety by upgrading failing septic systems that may degrade water quality?

LU-7.8 **Annexation Initiation.** The Town does not actively seek to annex unincorporated lands. Annexation should generally be initiated by the property owner.

LU-7.9 **Concurrency.** Ensure that growth occurs concurrently with the provision of adequate services and infrastructure.

LU-7.10 **Limit Service Extensions Outside UGB.** Sewer, water, and other Town services shall not be extended to new development outside the Urban Growth Boundary nor shall service to existing development outside the Urban Growth Boundary be expanded unless the Town Council makes each of the following findings:

a. The land use to which the service would be extended or expanded is consistent with all applicable policies of the Town's General Plan; and

b. The land use to which the sewer service would be extended or expanded is compatible with open space uses as defined in the General Plan, does not interfere with accepted agricultural practices, and does not adversely affect the stability of land use patterns in the area; and

c. The property to which the service would be extended or expanded is immediately adjacent to land already served by the service(s) to be extended; and

d. Specific Circumstances, unique to the property to which the service would be extended or expanded would otherwise deprive the property of privileges enjoyed by other comparable property outside the Urban Growth Boundary and in the vicinity of the property to be served; and

e. In addition to payment of applicable capacity fees and connection charges, the property to which the service would be extended or expanded shall bear the cost of extending and/or expanding the Town pipes and appurtenances for water, sewer, and/or recycled water service to property, including an alignment of the service

that is determined by the Town Engineer and in compliance with Town Standards; and

f. The property to which the service would be extended or expanded shall be subject to the same rules and regulations as other Town customers for water, sewer, and/or recycled water service to the property, said rules and regulations at the time of application including but not limited to water conservation measures, metering of individual residential units, pretreatment, fire service, etc.

LU-7.11 Exceptions to Policy LU-7.10. Policy LU-7.10 shall not be applied:

a. In any manner that impairs the rights of any recipient of Town services outside the Urban Growth Boundary where those rights are granted to the recipient by a valid contract between the recipient and the Town and entered into prior to November 7, 2017; or

b. In any manner that impairs the Town's ability to supply treated wastewater for the irrigation of agricultural land; or

c. To limit the extension of water and/or sewer service to existing development if the Town Council finds, based on substantial evidence in the record before it, that the extension is necessary to replace failing septic and/or water systems and that the capacity of the extension does not exceed that required to serve development existing in the area receiving the extension as of November 7, 2017.

LU-7.12 Public Services and Facilities Availability. To the extent allowed by law, the Town may support annexation of all or portions of unincorporated residential areas within the Urban Growth Boundary only when public services and facilities meeting Town standards are available or plans are in place demonstrating their future installation by developers or property owners in the near future to the lands proposed for inclusion in the Town. The Town shall seek to ensure that the newly annexed lands pay for the additional public services and facilities required to serve the area. Funds for these services and facilities may be generated through such methods, including but not limited to, the establishment of special assessment districts or through payments by the developers/property owners.

LU-7.13 Changing Priority Areas. The Town may consider changing the priority of an area for annexation if requested by property owners. However, if existing and/or proposed public facilities and utilities are inadequate to serve the area of concern, the priority of the area for annexation shall be reconsidered only if it can be demonstrated that all necessary facilities will be provided by the property owner, and that such re-prioritization will not have unacceptable adverse fiscal or environmental impacts on the Town.

LU-7.14 **Process for Amending UGB Policies.** In order to promote long-range planning, it is intended that the foregoing Goal LU-7.1, and policies LU-7.1, LU-7.4, LU-7.9, LU-7.10, LU-7.11, LU-7.12, LU-7.13, as well as this policy LU-7.14 and its subsidiary policies, LU-15, LU-17remain in effect until December 31, 2040. Any amendments before that date shall be adopted pursuant to the procedures set forth below.

LU-7.15 **Amending UGB to Accommodate State-Mandated Housing Need.** To comply with state law regarding the provision of housing for all economic segments of the community, the Town council may amend the Urban Growth Boundary designated on the Land Use Map in order to accommodate lands to be designated for residential uses, provided that no more than 10 acres of land may be brought within the Urban Growth Boundary for this purpose in any calendar year. A request for such an amendment must be accompanied by a specific housing proposal. Such amendment may be adopted only if the Town Council makes each of the following findings:

1. That the land is immediately adjacent to existing comparably developed areas and the applicant for the redesignation has provided evidence that the Windsor Fire Protection District, Police Department, Public Works Department, the Community Development Department, and the Windsor Unified School District, or successor departments and agencies have adequate capacity to accommodate the proposed development and provide it with adequate public services; and

2. That the proposed development will consist of primarily low and very low income housing pursuant to the Housing Element of this General Plan; and

3. That there is no existing residentially designated land available within the Urban Growth Boundary to accommodate the proposed development; and

4. That it is not reasonably feasible to accommodate the proposed development by redesignating lands within the Urban Growth Boundary for low and very low income housing; and

5. The proposed development contributes to satisfying state law requirements for provision of low and very low-income housing.

LU-7.16 **Amending the UGB to Avoid Taking.** The Town Council may amend the Urban Growth Boundary designated on the Land Use Plan Map if it finds that:

1. The application of Policy LU-7.1 and the Urban Growth Boundary designated on the Land Use Plan Map, would constitute an unconstitutional taking of a landowner's property, and

2. The amendment and associated land use designation will allow additional land uses only to the minimum extent necessary to avoid said unconstitutional taking of the landowner's property.

LU-7.17 **Amending the UGB to Add Commercial and Industrial Land.** The Town Council may amend the Urban Growth Boundary designated on the Land Use Plan Map to add up to a total of 20 acres of land to the area lying within the Urban Growth Boundary if it finds that:

1. The addition will provide for commercial and/or industrial uses which will promote local employment and strengthen the community's tax base; and
2. There is no existing commercial and/or industrial land available within the UGB to accommodate the proposed economic opportunity; and
3. There is sufficient water and sewer capacity, as determined by the Public Works Department, to serve the addition and still meet the Town's General Plan commitments; and
4. The addition is contiguous to the Urban Growth Boundary.
5. In addition, a request for such an amendment must be accompanied by a specific development proposal.

Growth Control Ordinance

The Town of Windsor enacted a Growth Control Ordinance in 1997 (last amended in 2017) due to concerns about rapid growth in the area. Under the Growth Control Ordinance, the Town Council annually establishes the number of annual growth control allocations available for new residential units based on maintaining an average annual population growth rate of approximately 1.5 percent. The ordinance requires the preparation of an Annual Report to assess compliance with the targeted 1.5 percent average annual population growth rate as well as the status of pending and entitled residential units. Every five years, the Annual Report will be supplemented with an infrastructure report that includes an assessment of infrastructure conditions and capacities. If necessary, the Town Council has the discretion to adjust the annual number of growth control allocations as needed to maintain the targeted average annual population growth rate based on development conditions and/or the ability to provide services to new residential development.

Goal LU-8: Growth Control Ordinance

Allow Windsor to grow at a reasonable pace, given infrastructure capacity and the desire to maintain its small town feel, healthy economy, and healthy community, and achieve greenhouse gas emission reduction goals.

Policies

LU-8.1 **Maintain Growth Control Ordinance.** The Town shall maintain a Growth Control Ordinance that establishes a rate of residential growth that is a function of the available capacity in the transportation, water, wastewater, and school systems, and is consistent with the Capital Improvement Program.

LU-8.2 **Exemptions for Commercial and Industrial Development.** Given the desirability of developing the Town's economic base and providing jobs for Windsor's residents, the Town shall continue to exempt commercial and industrial development from the annual growth control allocations.

LU-8.3 **Exemptions for Affordable Housing.** The Town shall continue to provide exemptions for affordable and certain special needs housing from the requirement to obtain a growth control allocation.

LU-8.4 **Merit Process.** At the discretion of Town Council, a Merit Process may be used to ensure a reasonable pace of growth and that the development review process results in high-quality development that provides amenities for residents and adds value to the community.

Interjurisdictional Coordination

While the Town of Windsor controls land use decisions within Town limits, the County makes land use and development decisions for areas surrounding the Town limits. Achieving the vision for the Town of Windsor will require coordination with other agencies, particularly Sonoma County and the Local Agency Formation Commission (LAFCo).

Goal LU-9: Interjurisdictional Coordination

Coordinate with the County, LAFCo, and others in the implementation of Windsor's desired land use pattern.

Policies

For Policy LU-9.1, see Implementation Program LU-6: Interjurisdictional Coordination

LU-9.1 **Development Located in Cities.** It is Town, County, and Local Agency Formation Commission (LAFCo) policy that existing and future urban development should be located within cities. This policy should be implemented through agreements with Sonoma County and the LAFCo to:

a. Support Town annexations of lands within the Town's proposed Urban Growth Boundary;

b. Implement appropriate land use policies to preserve agricultural lands beyond the proposed Sphere of Influence; and

c. Continue to refer major planning and land use proposals to one another for review and comment.

LU-9.2 **Services to Unincorporated Areas.** The Town shall not provide services directly or indirectly to unincorporated areas unless there is a mutual agreement between the Town and appropriate agencies regarding compensation for service extension and/or upgrade.

LU-9.3 **Coordination with School District.** The Town shall coordinate with the Windsor Unified School District on the location of future school sites, in particular taking into consideration potential traffic impacts and road network constrains.

LU-9.4 **Airport Land Use Commission Referrals.** The Town shall ensure that proposals within Airport Land Use Commission (ALUC) referral areas consider land use policies in the ALUC Policy Plan and will review and condition development proposals, as appropriate, to strive for compliance with ALUC regulations.

LU-9.5 **Airport Coordination.** The Town shall coordinate with the Sonoma County Airport on airport activities, operations, and expansion plans that might impact land use and economic decisions by the Town.

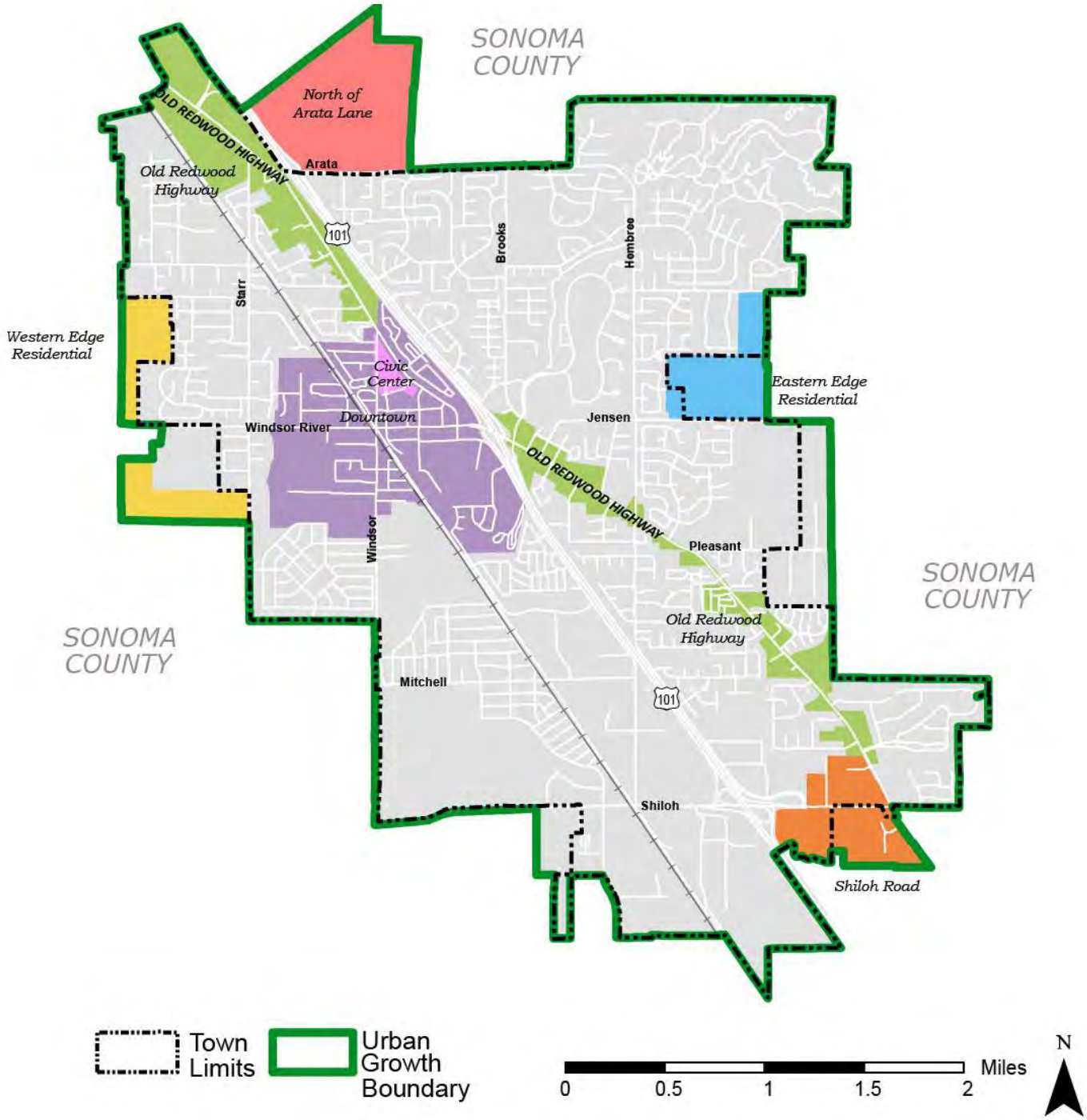
LU-9.6 **Support Regional Solutions.** When consistent with the Town of Windsor General Plan, the Town shall support Sonoma County's efforts to achieve regional solutions to issues related to land use, transportation, climate change, water supply sources, solid waste, and the preservation of open space and natural resources.

For Policy LU-9.6, see Implementation Program LU-6: Interjurisdictional Coordination

Community Places

This section contains policies for seven community places within the Town of Windsor. These places all have unique characteristics that require specific policies to address. The policies in this section supplement those described in previous sections of the Land Use and Community Design Element.

Figure LU-2: Community Places



Downtown/Station Area

With a walkable street grid, mix of commercial and residential uses, and well-designed public realm, the Downtown is the heart of Windsor. Created nearly from scratch, Downtown Windsor reflects the community's commitment to the philosophies of infill, smart growth, and sustainable development practices. 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 throughout the region.

The Town adopted the Station Area/Downtown Specific Plan in 2012, which provides a vision and detailed guidance for the future development of the area. The Specific Plan seeks to establish a cohesive transit-oriented community with links to the broader region once the Sonoma Marin Area Rail Transit (SMART) service is extended to Windsor. The Plan reaffirms the original Downtown Plan's framework of fronting streets on all sides of the Town Green while providing a broader array of uses and amenities, which will serve as a regional draw.

All new development within the Downtown is subject to the policies in this section, as well as other relevant sections of the General Plan, the Station Area/Downtown Specific Plan, and the Civic Center Visioning Study.

Policies

LU-10.1 **Station Area/Downtown Specific Plan.** Development within the Downtown shall comply with the Station Area/Downtown Specific Plan.

LU-10.2 **Reinforce Downtown Identity.** The Town shall continue to reinforce and enhance the identify of Downtown as the commercial, civic, and cultural heart of Windsor by expanding the Downtown commercial core and accommodating a broader array of uses and activities.

LU-10.3 **Enhance the Public Realm.** The Town shall maintain a unified image for Downtown and continue to enhance the public realm with high-quality buildings with active frontages behind wide sidewalks, consistent streetscapes, improved sidewalks, and greater opportunities for outdoor dining.

LU-10.4 **Balance of Uses.** The Town shall strive to achieve a balance of housing, retail, office, and institutional uses in the Downtown core.

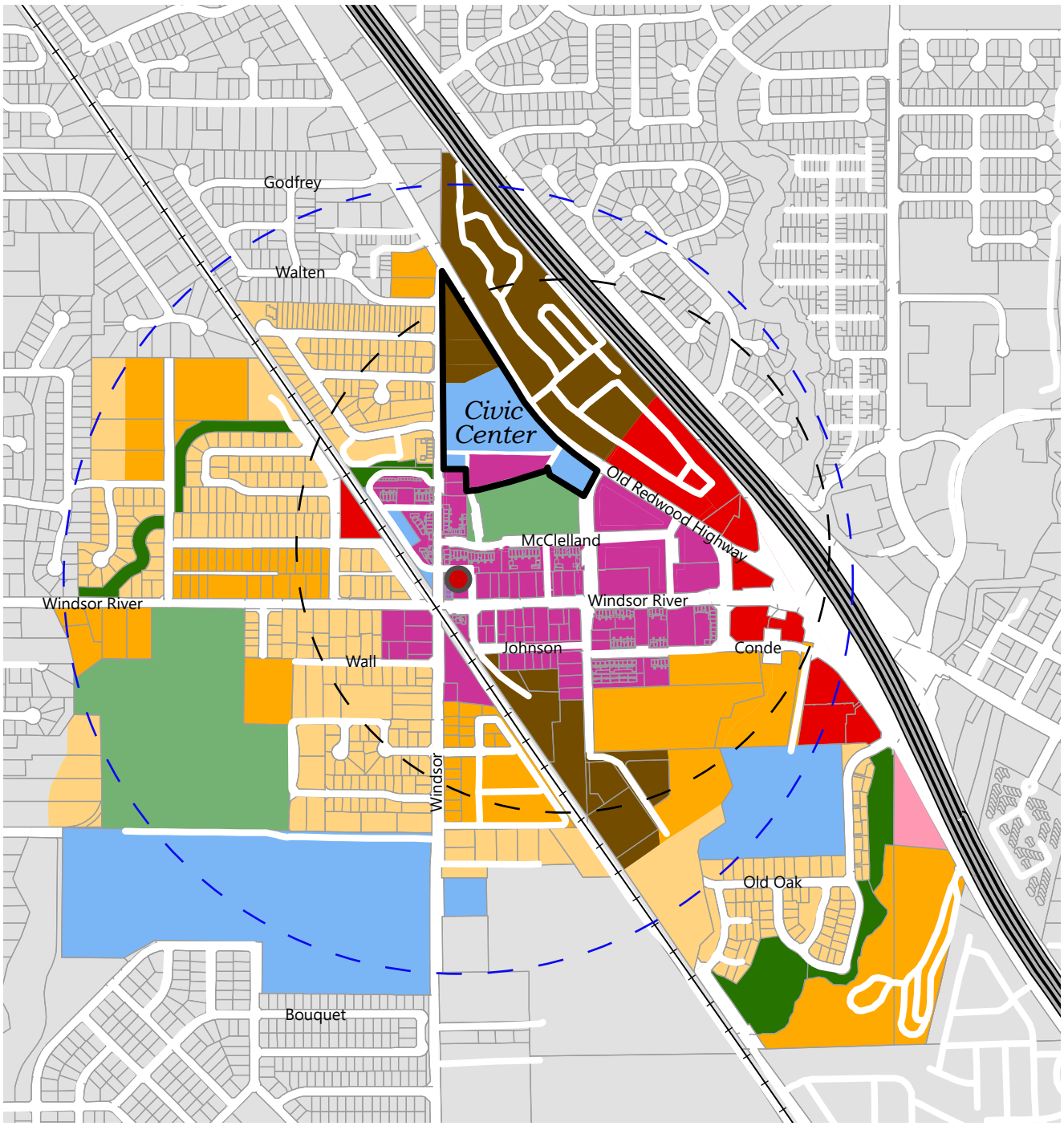
LU-10.5 **Encourage Office Development.** The Town shall encourage opportunities for office uses, including business incubators and co-working/shared office spaces, to locate Downtown in an effort to increase the daytime population so that it supports Downtown businesses.

LU-10.6 **Adequate Downtown Parking.** The Town shall strive to maintain an adequate supply of parking spaces in the Downtown/Station Area to meet the demands of visitors and riders of the SMART commuter rail system and shall implement policies that adapt to innovations and technologies which may lessen the need for traditional parking models.

Downtown Parking Strategy

Parking is one of the biggest issues in Downtown Windsor. The Transportation and Mobility Element contains policies to address Downtown parking issues as well as an implementation program to prepare and implement a Downtown parking strategy.

Figure LU-3: Downtown



Urban Growth Boundary

Town Limits

0.25 mile Walking Radius

0.50 mile Walking Radius from Downtown Station

Downtown Station

Residential

- Rural Residential (RR)
- Estate Residential (ER)
- Very Low Density Residential (VLDR)
- Low Density Residential (LDR)
- Medium Density Residential (MDR)
- High Density Residential (HDR)
- Mobile Home Park (MHP)

Commercial/Mixed-Use

- Retail Commercial (RC)
- Service Commercial (SC)
- Gateway Commercial (GC)
- General Business (GB)
- Boulevard Mixed Use (BMU)
- Neighborhood Commercial Mixed Use (NCMU)
- Town Center Mixed Use (TCMU)

Industrial

- Light Industrial (LI)
- Heavy Industrial (HI)

Public and Resource

- Parks and Recreation (PR)
- Open Space (OS)
- Public/Quasi-Public (PQP)

N

0 0.25 0.5 Miles

Civic Center

The Civic Center area, located immediately north of the Town Green, is approximately 11.5 acres and consists of the Windsor Civic Center, the library, and lands currently (2016) owned by the Windsor Unified School District and Telfer Oil Company. The Town formally accepted the Civic Center Visioning Study on February 1, 2017, to reimagine the existing Civic Center site and activate all four corners of the Town Green. The overall vision for the Civic Center is to become the hub of civic and cultural activities of the community and demonstrate an exemplary approach to embracing ecological, social, and economic sustainability. The Town Council endorsed a plan that would relocate the Town Hall and Library, build a multi-purpose event center on a small part of the existing Library site while retaining views to existing Town Green businesses from Old Redwood Highway, add shared surface parking, incorporate a range of residential densities at the northern end, and advance the concept of a "four-sided" Town Green by adding mixed use development along the northern edge of the Town Green (see Figures LU-4 and LU-5). This ultimate vision for the Civic Center is expected to be realized in phases; however, several things need to fall into place in order for the Town to achieve this vision, some of which are outside the Town's control. The Civic Center Visioning Study is a guide for the future development of the Civic Center; however, the plan may change over time depending on the success of efforts in working with other agencies and property owners to relocate existing facilities and offices.

Policies

LU-11.1 **Implement the Civic Center Vision.** The Town shall strive to implement the vision established in the Civic Center Visioning Study, which the Town acknowledges is subject to change depending on the success of efforts with other agencies and property owners to relocate facilities and offices.

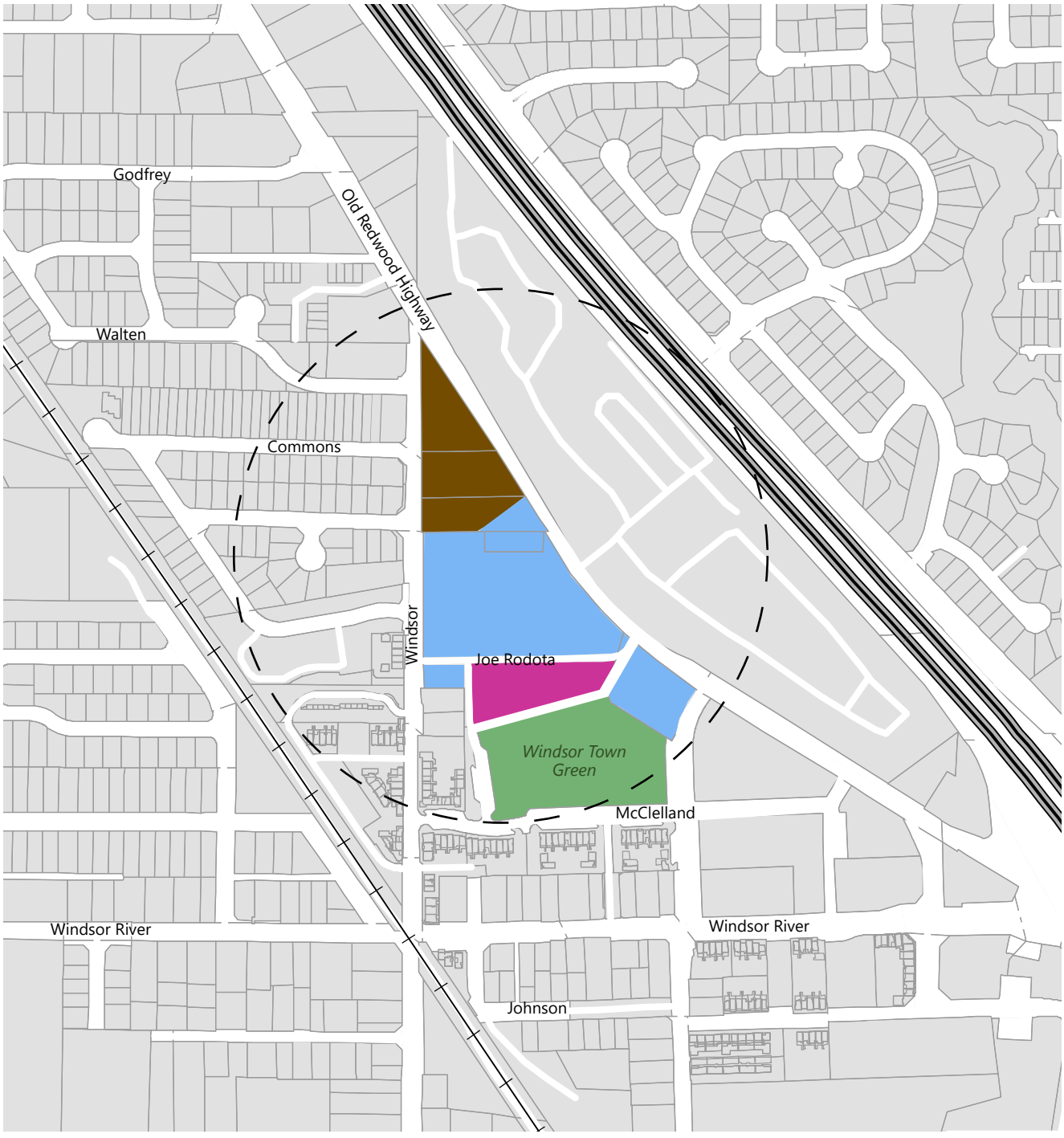
LU-11.2 **Consistency with Civic Center Visioning Study.** The Town shall review development of any property within the Civic Center Study Area to ensure consistency with the vision and concepts expressed in the Civic Center Visioning Study Framework Plan (see Figure LU-5).

LU-11.3 **Civic Center Mixed Use Intensity Standard.** The Town shall require a minimum floor area ratio (FAR) of 1.5 for mixed use development within the Civic Center Study Area and shall allow mixed use development within this area to exceed the maximum FAR of the Town Center Mixed Use designation, up to a maximum FAR of 4.0. Rooftop uses that are open to the public shall not be counted in the FAR calculation.

LU-11.4 **Reduced Minimum Residential Density.** The Town shall consider allowing a reduced minimum density for the High Density Residential designated parcels in the northern portion of Civic Center Study Area, taking into account existing environmental constraints, parcel shape constraints, design compatibility with surrounding neighborhoods, and the potential for clustering development to preserve environmental features.

LU-11.5 **Economic View Corridors.** The Town shall ensure that the multi-purpose events center is designed with visual permeability to preserve and enhance the views of the Town Green from the intersection of Old Redwood Highway and Market Street.

Figure LU-4: Civic Center



Urban Growth Boundary

Town Limits

0.25 mile Walking Radius

Residential

- Rural Residential (RR)
- Estate Residential (ER)
- Very Low Density Residential (VLDR)
- Low Density Residential (LDR)
- Medium Density Residential (MDR)
- High Density Residential (HDR)
- Mobile Home Park (MHP)

Commercial/Mixed-Use

- Retail Commercial (RC)
- Service Commercial (SC)
- Gateway Commercial (GC)
- General Business (GB)
- Boulevard Mixed Use (BMU)
- Neighborhood Commercial Mixed Use (NCMU)
- Town Center Mixed Use (TCMU)

Industrial

- Light Industrial (LI)
- Heavy Industrial (HI)

Public and Resource

- Parks and Recreation (PR)
- Open Space (OS)
- Public/Quasi-Public (PQP)

N

0 0.25 0.5 Miles

Figure LU-5: Civic Center Framework Plan



Note: the areas shown on the map represent general areas where uses should be located. They do not indicate proposed building footprints.

Old Redwood Highway

Old Redwood Highway is a main arterial that extends the length of the community from the southeast corner of the Town limits to the northwest corner. The historic highway is a two-lane road with wide shoulders at certain locations that accommodate parking in front of stores and businesses.

The northern portion of Old Redwood Highway, defined as the area north of Windsor Road, generally includes a mix of industrial/warehousing uses, commercial, and residential uses. South of Arata Lane most residential uses are located on the west side of the corridor, while commercial uses are located on the east side between Old Redwood Highway and Highway 101. North of Arata, including the intersection of Starr Road, includes a mix of non-residential uses including retail uses, a church and private school, industrial/warehousing uses, and an auto dismantling yard. Surrounding uses include Highway 101 and residential uses to the west.

The southern portion of Old Redwood Highway, south of Windsor Road, is predominantly residential, but includes several vacant and underutilized parcels, shopping centers, and a church. Surrounding uses include retail commercial centers to the north and residential neighborhoods to the east and west.

Old Redwood Highway is envisioned to transform into an attractive boulevard with nodes of mixed-use high-density development located at the intersections with Starr Road and Arata Lane and at the Highway 101 interchange east of Downtown. These nodes will create walkable destinations that serve surrounding neighborhoods with retail, service, and employment opportunities. They will be centers of activity where residents can gather, shop, and socialize. Areas between the nodes would include residential and commercial uses that activate the corridor and complement adjacent neighborhoods.

Because Old Redwood Highway serves as a main entrance at the northern and southern ends of town, there is an opportunity to enhance these areas and create distinctive gateways and streetscaping. The northern gateway is designated for Gateway Commercial and is envisioned to provide a regional-serving retail use that takes advantage of the Highway 101 access while still serving as an attractive entrance to Town. The southern gateway is within the Shiloh Road area and is envisioned as a mixed-use village. This area is discussed more fully in the Shiloh Road Community Area, below. Policy LU-3.5 describes design and aesthetic conditions that should be advanced in the planning for these areas.

The Town undertook a planning process in 2008 in which a Sustainable Design Assessment Team (SDAT) from the American Institute of Architects (AIA) prepared a report entitled, *Windsor, CA SDAT: Old Red Going Green*. The report provides recommendation on improvements for Old Redwood Highway. Building off of this work, the General Plan calls for the development of a design plan to provide a detailed guide for the form of new development along the corridor.

Policies

For Policies LU-12.1 – LU-12.6, see Implementation Program LU-6: Old Redwood Highway Boulevard Design Plan

LU-12.1 **Transform Old Redwood Highway.** The Town shall actively seek opportunities to support the transformation of Old Redwood Highway into an attractive boulevard that has high-quality buildings with active frontages facing the boulevard, wide sidewalks, bicycle lanes, consistent landscaping, and wayfinding signs.

LU-12.2 **Encourage Revitalization of Old Redwood Highway.** The Town shall encourage the upgrading, beautifying, and revitalization of existing commercial and industrial areas along Old Redwood Highway.

LU-12.3 **Mixed Use Nodes.** The Town shall encourage areas designated as mixed-use along Old Redwood Highway to develop as higher-intensity nodes of activity that create visual interest along the boulevard and serve as catalyst for the revitalization of the corridor. The Town may consider expanding mixed-use land use designations along the Old Redwood Highway corridor in response to market interests.

LU-12.4 **Encourage Connectivity.** As development occurs along Old Redwood Highway, the Town shall require consideration of existing and future pedestrian, bicycle, and automobile connections to ensure Old Redwood Highway redevelops into a vibrant and cohesive boulevard.

LU-12.5 **Limit Driveways and Curb Cuts.** The Town shall limit the development of new driveways and curb cuts and shall encourage the consolidation of existing driveways and curb cuts as the Old Redwood Highway redevelops.

LU-12.6 **Old Redwood Highway Boulevard Design Plan.** The Town shall adopt a boulevard design plan or form-based code to create a guide for cohesive urban form along Old Redwood Highway. The design plan or form-based code shall provide standards for setbacks, lot coverage, height, parking, pedestrian connections, landscaping, preservation of oak trees, and sign standards.

LU-12.7 **Parcel Consolidation.** The Town shall support and facilitate the consolidation and reconfiguration of parcels along the Old Redwood Highway corridor to assist in the redevelopment of underutilized parcels.

LU-12.8 **Non-Conforming Uses on Old Redwood Highway.** The Town shall allow non-conforming uses along Old Redwood Highway to continue operation but shall limit expansion of non-conforming uses.

LU-12.9 **Neighborhood Interface Policy for Properties in Vicinity of Merner Drive.** The following shall apply to parcels designated for higher intensity uses on the east side of the Old Redwood Highway corridor in the vicinity of Merner Drive that are located adjacent to parcels designated as Estate Residential:

a. These parcels can be developed at a residential density of up to 12 units per acre and a maximum floor area ratio of 1.0.

b. Three-story construction is permitted along Old Redwood Highway frontage tapering to a maximum of 38 feet within the rear 50 percent of the site. Construction is limited to one-story within the rear 30-feet of the properties within the area.

c. Noise attenuation for residential units shall be achieved through design solutions other than sound walls along the Old Redwood Highway frontage.

Figure LU-6: Old Redwood Highway



Urban Growth Boundary

Town Limits

0.25 mile Walking Radius

Residential

- Rural Residential (RR)
- Estate Residential (ER)
- Very Low Density Residential (VLDR)
- Low Density Residential (LDR)
- Medium Density Residential (MDR)
- High Density Residential (HDR)
- Mobile Home Park (MHP)

Commercial/Mixed-Use

- Retail Commercial (RC)
- Service Commercial (SC)
- Gateway Commercial (GC)
- General Business (GB)
- Boulevard Mixed Use (BMU)
- Neighborhood Commercial Mixed Use (NCMU)
- Town Center Mixed Use (TCMU)

Industrial

- Light Industrial (LI)
- Heavy Industrial (HI)

Public and Resource

- Parks and Recreation (PR)
- Open Space (OS)
- Public/Quasi-Public (PQP)

N

0 0.25 0.5 0.75 1.00 1.25 1.50 1.75 Miles

Shiloh Road East

The Shiloh Road East area is located to the south of Tamara Court, east of Highway 101, and west of Old Redwood Highway along Shiloh Road. The Town Limits provide the southern border of the area. While much of the area is within the Town Limits, the southeast corner is unincorporated, but within the Urban Growth Boundary. Shiloh Road East is a potential infill area and potential growth area.

To the north of the area there is currently (2016) a small business incubator that creates an environment conducive to new entrepreneurs. The area is located next to the northbound Highway 101 on/off-ramp. Surrounding uses currently (2016) include residential and agriculture to the south, Highway 101 and commercial to the west, residential and commercial to the north, and rural residential and agriculture to the east.

The Shiloh Road Village Vision Plan, adopted in 2001, establishes a vision for a uniquely designed village centered around a large plaza that evokes a strong sense of place and promotes an active lifestyle. The Shiloh Village Vision Plan is a tool to communicate key concepts, which will assist Shiloh Road Village in realizing its full design potential; however, several community members have expressed a need to revisit the Shiloh Village Vision Plan.

Policies

LU-13.1 **Review Shiloh Village Vision Plan.** The Town shall review and update the Shiloh Village Vision Plan to develop a feasible development plan that can achieve the community's vision for the Shiloh Road area.

For Policy LU-13.1, see Implementation Program LU-7: Shiloh Village Vision Plan Update

LU-13.2 **Shiloh Road Annexation and Development.** The Town shall require that portions of the Shiloh Road East area within the Town's Urban Growth Boundary be annexed prior to or concurrent with development.

LU-13.3 **Shiloh Road Configuration.** Shiloh Road shall be designated a five-lane crosstown street from Old Redwood Highway, west to Skylane Blvd. Shiloh Road shall transition from a five-lane crosstown street to a two-lane crosstown street and rural lane from Skylane Blvd, west to Windsor Road.

LU-13.4 **Shiloh Road Transit Stops**. The Town shall require transit stops to be provided at key intersections and activity centers, as appropriate and in consultation with Sonoma County Transit.

LU-13.5 **Shiloh Road East Pedestrian-Friendly Design.** The Town shall encourage buildings and sites within the Shiloh Road East area that is designated mixed use to integrate design features that create a pedestrian-friendly environment, including small blocks, siting buildings close to the sidewalks, providing small plazas, providing outdoor eating areas, and including public art.

LU-13.6 **Shiloh Road East Road Design.** The Town shall encourage roads within the Shiloh Road East area to be designed to:

a. minimize street widths to the extent possible;

b. follow a grid pattern;

c. accommodate bicycles;

d. include wide attached sidewalks with street trees and street furniture along the boulevard;

e. provide for bus stops in appropriate locations;

f. include planted parkways between the sidewalk and street whenever possible in residential areas;

g. avoid cul-de-sacs;

h. include bulb-outs at corners;

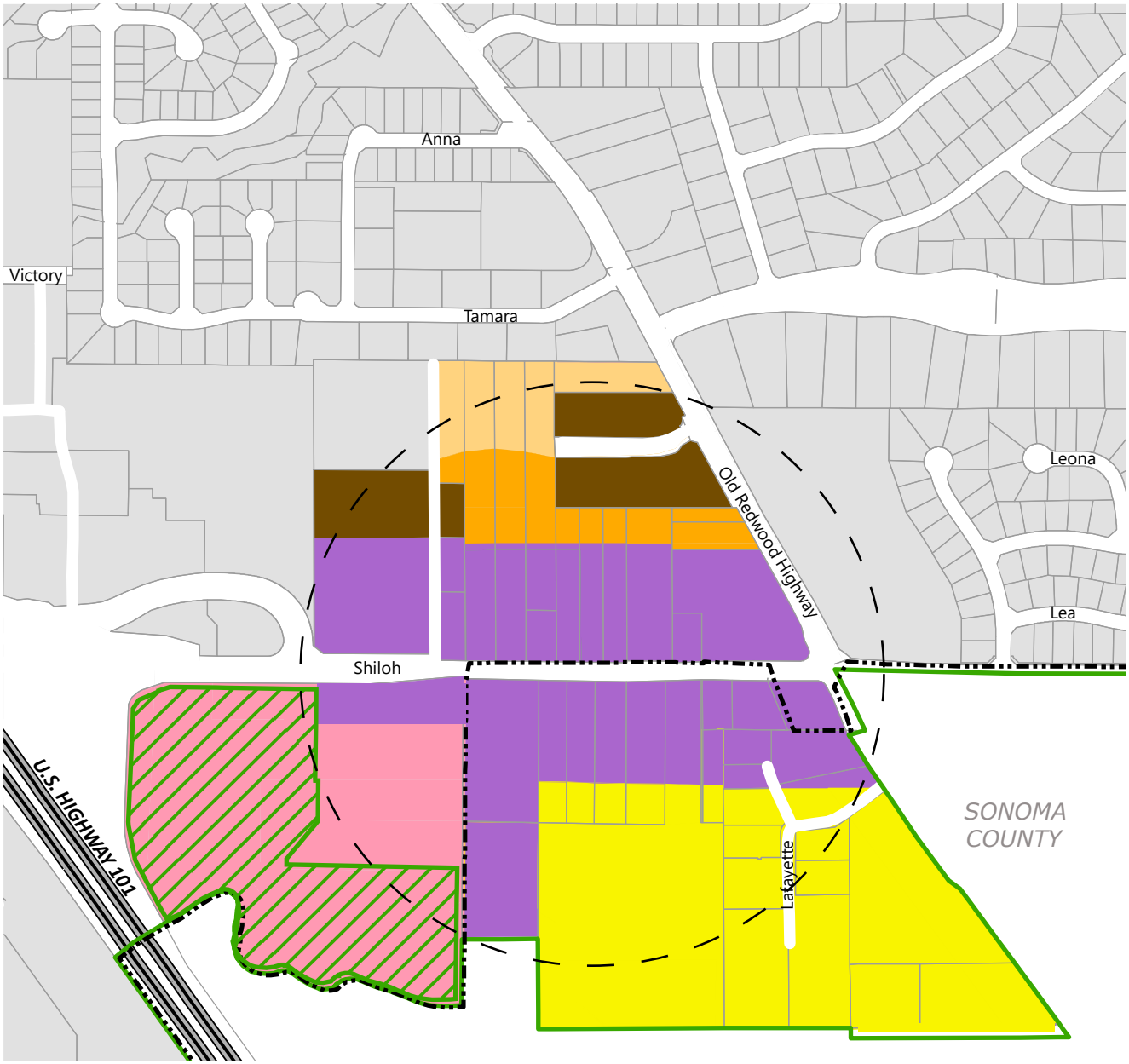
i. use loop roads; and

j. provide on-street parking.

LU-13.7 **Shiloh Road East Lot Consolidation.** The Town shall develop a strategy for overcoming parcel fragmentation and shall facilitate land assemblage and lot consolidation to encourage the Shiloh Road East area to develop in a comprehensive manner.

LU-13.8 **Neighborhood Compatibility.** The Town shall ensure that development of the mixed-use parcels on the south side of Shiloh Road considers the interface with the lower-density parcels to the south. The mixed-use area shall be connected, and not walled off from, the lower-density residential area, but still designed in a way that reduces conflict and promotes compatibility between uses.

Figure LU-7: Shiloh Road East



Urban Growth Boundary
Town Limits
0.25 mile Walking Radius
Potential Wetlands

Residential
- Rural Residential (RR)
- Estate Residential (ER)
- Very Low Density Residential (VLDR)
- Low Density Residential (LDR)
- Medium Density Residential (MDR)
- High Density Residential (HDR)
- Mobile Home Park (MHP)

Commercial/Mixed-Use
- Retail Commercial (RC)
- Service Commercial (SC)
- Gateway Commercial (GC)
- General Business (GB)
- Boulevard Mixed Use (BMU)
- Neighborhood Commercial Mixed Use (NCMU)
- Town Center Mixed Use (TCMU)

Industrial
- Light Industrial (LI)
- Heavy Industrial (HI)

Public and Resource
- Parks and Recreation (PR)
- Open Space (OS)
- Public/Quasi-Public (PQP)

N

0 0.25 0.5 Miles

North of Arata Lane

The North of Arata Lane Area is located along the northern edge of the Urban Growth Boundary, north of Arata Lane and east of Highway 101. The area is approximately 183 acres. The area has views of the foothills and low-lying ridges to the north. Sotoyome Creek traverses the northern portion of the area, while Windsor and Starr Creeks drain the area from north to south. Surrounding uses include Highway 101 to the west, agriculture to the north and east, and residential to the south. The North of Arata Lane area is envisioned to develop as a traditional neighborhood that includes a variety of residential densities organized around a neighborhood center, centrally-located school and parks, and interconnected streets. The entire area is outside of Town Limits but within the Urban Growth Boundary. Future development of the area would require annexation and an extension of Town services.

Policies

LU-14.1 **Planning Study.** Prior to annexation, a plan for development of the North of Arata Lane area shall be prepared and submitted for the Town's review and acceptance. The plan shall address land uses near the new Arata/Lane/U.S. 101 interchange; the proximity to and views of the foothills and low-lying ridges to the north; treatment of Windsor and Starr Creeks, both of which drain the area from north to south; the interface with existing vineyards in the eastern portion of the area; and treatment of the community "edge" to the north. The plan shall address the phasing of development, and extension and financing of infrastructure and circulation improvements. The plan shall also address the following land use considerations:

a. The area along Sotoyome Creek, which traverses the northern portion of the site, shall continue to be a defined Community Separator, and shall be designed to be part of a larger network of open space and trails.

b. A mixed-use neighborhood center shall be located to serve the area at the intersection of Los Amigos Road and Arata Lane.

c. Medium Density residential shall be developed adjacent to the neighborhood center, transitioning to Low Density and then Very Low Density Residential to the north.

d. A school site may be identified, in consultation with the Windsor Unified School District, if the School District determines this is an appropriate location for a school in cooperation with the property owner.

e. The area shall include a neighborhood park as well as a community park, possibly in cooperation with the School District, that can accommodate multiple uses, including sports for Windsor's youth and adults, and areas suitable for active uses, such as bicycle paths or par courses.

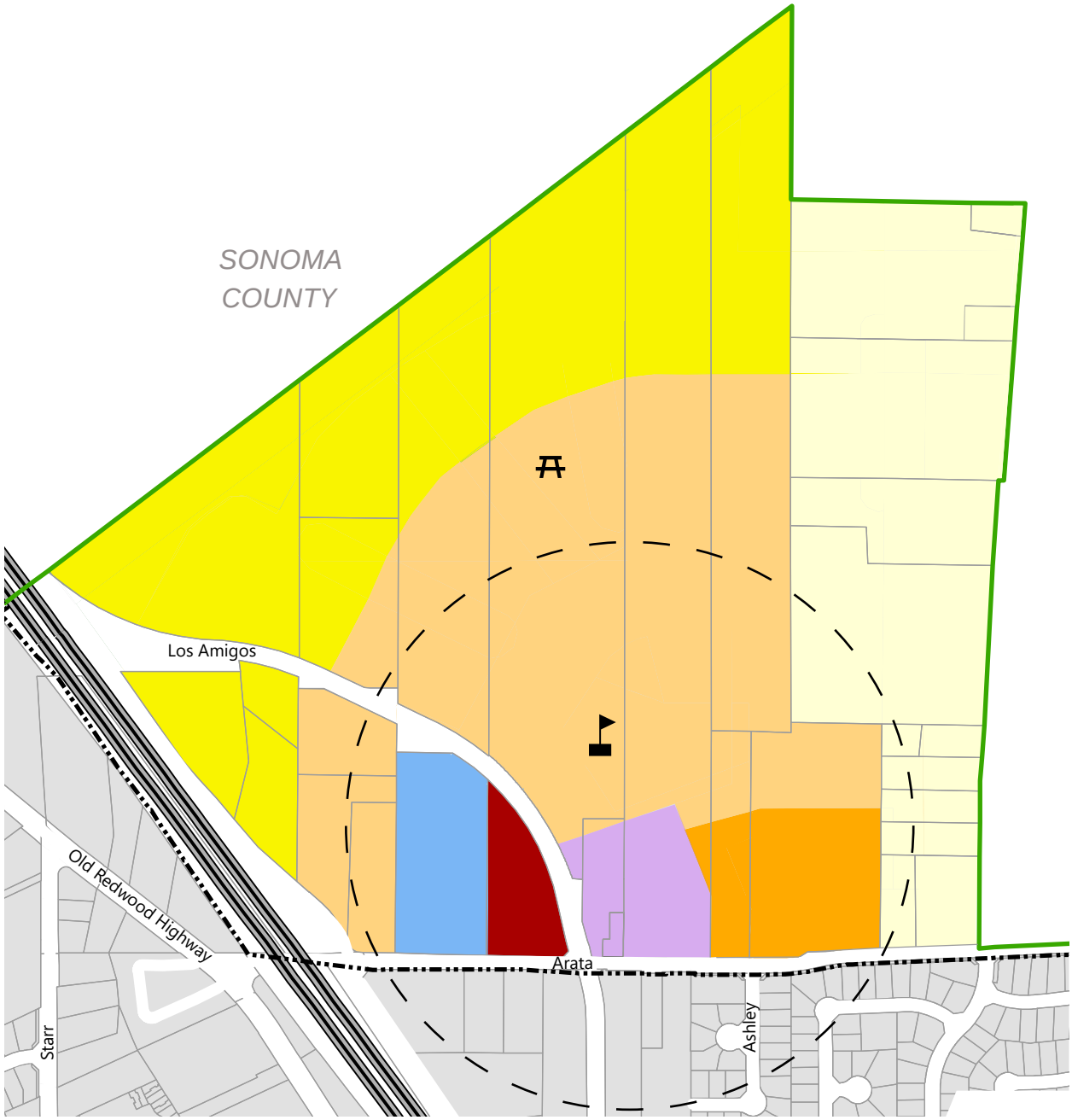
The type of plan to be submitted may be in the form of a Specific Plan, Area Plan, Master Plan, or other form deemed acceptable by the Town Council. The plan shall adequately convey the information described

above in sufficient detail for the Town to make a general assessment of consistency with land use, transportation, and public facilities and services policies and requirements. The plan shall be prepared in consultation with all property owners in the area.

LU-14.2 **Efficient Development Pattern.** New residential development should emphasize smaller single-family parcels (generally less than 7,000 square feet) and attached townhomes to support walkable neighborhoods, create more efficient and cost-effective infrastructure, and minimize the loss of open space.

LU-14.3 **Neighborhood Center.** The area North of Arata Lane shall include a mixed-use neighborhood center that provides local-serving uses, such as restaurants and cafes, personal services, neighborhood-focused retail, day care, elderly care, upper-story housing, places of worship, and mail/office service stores. The mixed-use neighborhood center shall also include a transit stop as well as a small plaza to allow for neighborhood gathering opportunities.

Figure LU-8: North of Arata Lane



Urban Growth Boundary
Town Limits
0.25 mile Walking Radius
Proposed School Site
Proposed Park

Residential

- Rural Residential (RR)
- Estate Residential (ER)
- Very Low Density Residential (VLDR)
- Low Density Residential (LDR)
- Medium Density Residential (MDR)
- High Density Residential (HDR)
- Mobile Home Park (MHP)

Commercial/Mixed-Use

- Retail Commercial (RC)
- Service Commercial (SC)
- Gateway Commercial (GC)
- General Business (GB)
- Boulevard Mixed Use (BMU)
- Neighborhood Commercial Mixed Use (NCMU)
- Town Center Mixed Use (TCMU)

Industrial

- Light Industrial (LI)
- Heavy Industrial (HI)

Public and Resource

- Parks and Recreation (PR)
- Open Space (OS)
- Public/Quasi-Public (PQP)

N

0 0.25 0.5 Miles

Eastern Edge Residential

The Eastern Edge Residential Area encompasses the incorporated and unincorporated area north of Jensen Lane. The area is currently (2016) made up of vineyards a few residences, and unimproved/underimproved land. It has views of the foothills and low-lying ridges to the east and adjacent actively-farmed vineyards.

This area is envisioned for a mix of low-density and estate residential development that transitions in intensity from the more urban densities to the west to the larger vineyard properties east of the Town's Urban Growth Boundary. The Windsor Unified School District has also identified two prospective locations for future school sites within this area, as shown on the Land Use Diagram. Because the area contains and is surrounded by active vineyards and contains important natural resources, a planning study is needed to determine how to ensure new development maintains compatibility. A portion of this area is currently (2016) outside Town limits, but within the Urban Growth Boundary, and will require annexation prior to development.

Policies

LU-15.1 **Planning Study.** Prior to annexation, a plan for development of the Eastern Edge Residential area shall be prepared and submitted for the Town's review and acceptance. The plan shall coordinate local circulation, formulate appropriate treatment of the community edge, encourage compatibility with active vineyards immediately to the east, and demonstrate consistency with the policies in this section of the General Plan.

The type of plan to be submitted may be in the form of a Specific Plan, Area Plan, Master Plan or other form deemed acceptable to the Town Council. The plan shall adequately convey the information described above in sufficient detail for the Town to make a general assessment of consistency with land use, transportation, and public facilities and services policies and requirements. The plan shall be prepared in consultation with all property owners in the area.

LU-15.2 **Future Park Location.** The Town shall require a park be provided to serve the area north of Jenson Lane.

LU-15.3 **Road Improvements.** To the extent that a nexus exists and as otherwise consistent with applicable laws, the Town shall require new development to construct circulation improvements in the Eastern Edge Residential area to provide connections with existing neighborhoods, including a new road linking Vinecrest Road to Pleasant Avenue.

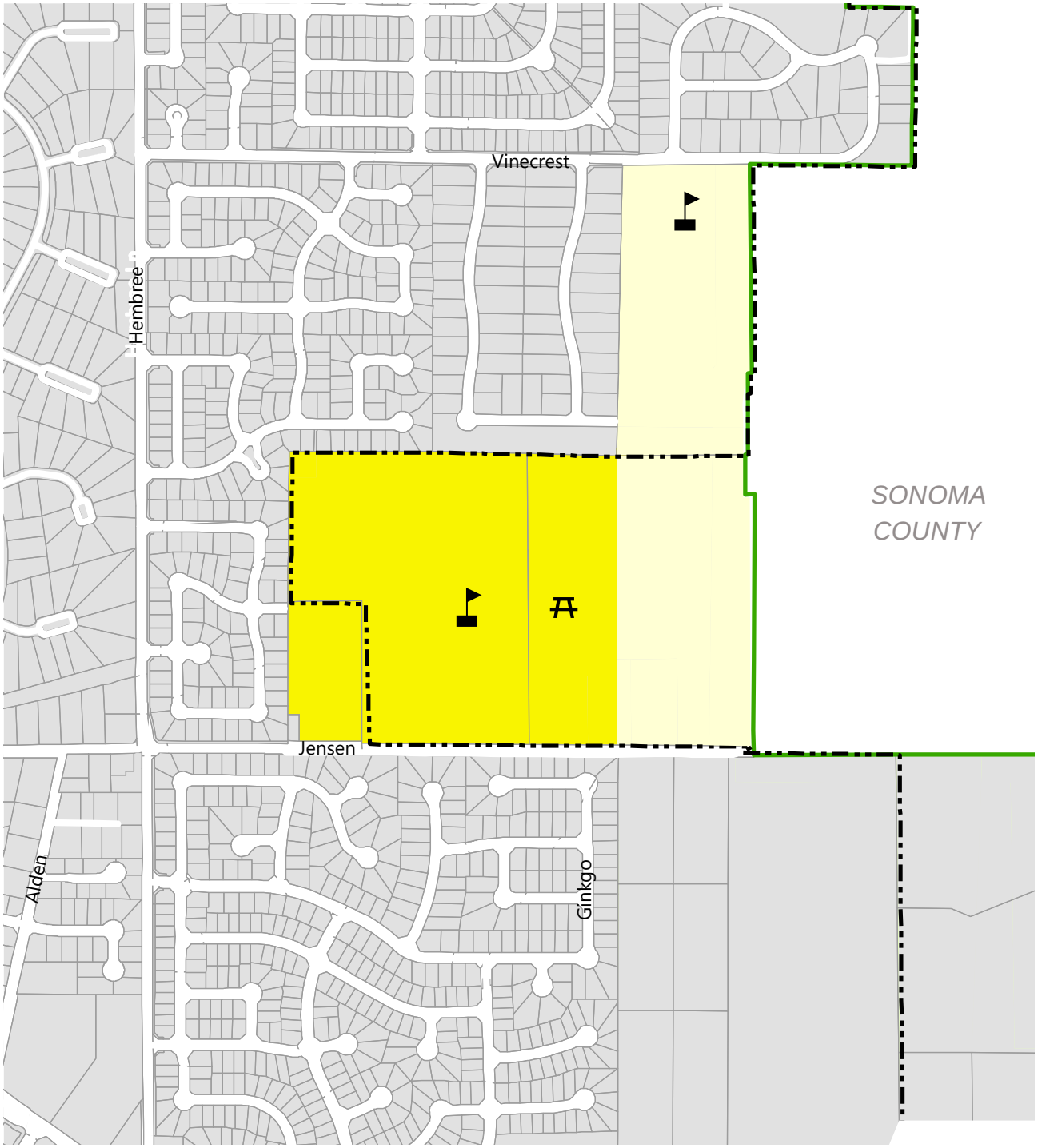
LU-15.4 **Natural Resource Preservation.** Any development within the Eastern Edge Residential area shall require special attention to natural resources preservation because the area contains both oaks and riparian habitat.

LU-15.5 **Defined Edge.** Because of the natural amenities and location of the Eastern Edge Residential area at the periphery of the Urban Growth Boundary, the Town shall require the use of landscape setbacks and trails to help define the edge for the neighborhood and the boundary for the Town's urban limits.

LU-15.6 **Feathered Density of Estate Residential Area.** The Town shall require the density of development within the Eastern Edge Residential area designated for Estate Residential to be "feathered", with a density transitioning eastward from a minimum of 15,000 square feet per unit to 1 acre per unit.

LU-15.7 **School Site.** A school site shall be identified, in consultation with the Windsor Unified School District, if the School District determines this is an appropriate location for a school.

Figure LU-9: Eastern Edge Residential



Urban Growth Boundary
Town Limits
Proposed School Site
Proposed Park

Residential
- Rural Residential (RR)
- Estate Residential (ER)
- Very Low Density Residential (VLDR)
- Low Density Residential (LDR)
- Medium Density Residential (MDR)
- High Density Residential (HDR)
- Mobile Home Park (MHP)

Commercial/Mixed-Use
- Retail Commercial (RC)
- Service Commercial (SC)
- Gateway Commercial (GC)
- General Business (GB)
- Boulevard Mixed Use (BMU)
- Neighborhood Commercial Mixed Use (NCMU)
- Town Center Mixed Use (TCMU)

Industrial
- Light Industrial (LI)
- Heavy Industrial (HI)

Public and Resource
- Parks and Recreation (PR)
- Open Space (OS)
- Public/Quasi-Public (PQP)

N

0 0.25 0.5 Miles

Western Edge Residential

The Western Edge Residential area is an unincorporated area to the west of Town Limits, north and south of Windsor Road. The area is within the Urban Growth Boundary and is currently a mix of open space and vineyards with scattered single-family residences. The area is designated Estate Residential in the General Plan, and is envisioned as a rural, single-family neighborhood. The Lytton Tribe owns land within this area and has signed an agreement with the County to develop those lands consistent with the Windsor General Plan until at least 2037.

A planning study is needed to determine an appropriate pattern of development and address the natural amenities in this area. A portion of this area is currently (2016) outside Town limits and will require annexation prior to development.

Policies

LU-16.1 **Planning Study**. Prior to annexation, a plan for development of the Western Edge Residential area shall be prepared and submitted for the Town's review and acceptance. The planning study shall address, the following provisions in a coordinated fashion and shall also demonstrate consistency with the policies in this section of the General Plan:

a. an interconnected street system to provide a connection between Windsor River Road and Gumview Road and/or Windsor River Road and Starr View Road;

b. area drainage and the use of detention ponds;

c. biotic resources,

d. the rural atmosphere,

e. an appropriate density within the Estate Residential range,

f. the community edge, and

g. the Town's western gateway.

The type of plan to be submitted may be in the form of a Specific Plan, Area Plan, Master Plan or other form deemed acceptable to the Town Council. The plan shall adequately convey the information described above in sufficient detail for the Town to make a general assessment of consistency with land use, transportation, and public facilities and services policies and requirements. The plan shall be prepared in consultation with all property owners in the area.

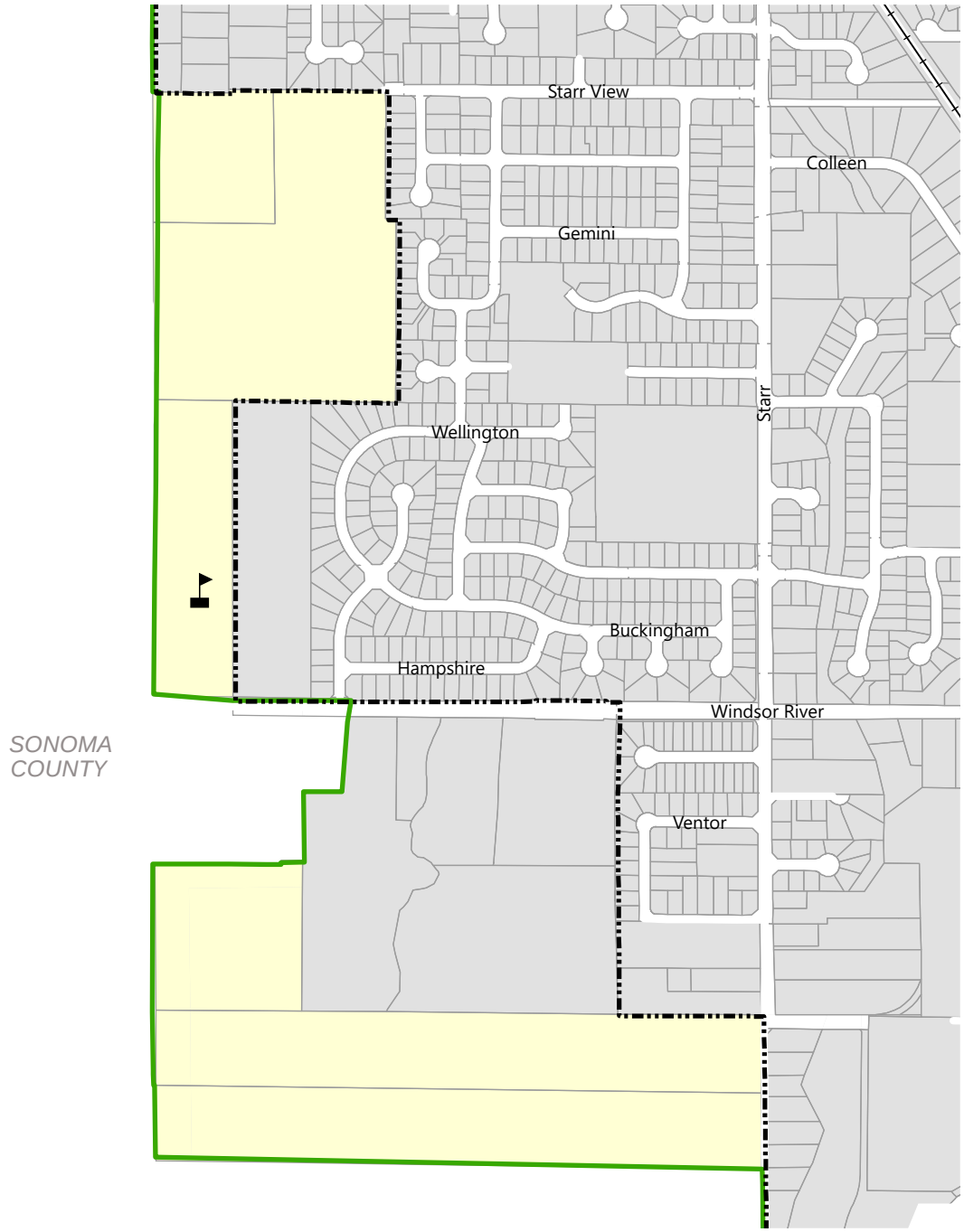
LU-16.2 **Development Pattern.** New residences in the Western Edge Residential area shall be compatible with the existing low density, dispersed development pattern.

LU-16.3 **Natural Resources Preservation.** Development within the Western Edge Residential area shall provide special attention to natural resources preservation because the area contains both oaks and riparian habitat.

LU-16.4 **Defined Edge.** Because of the natural amenities and location of the Western Edge Residential area at the periphery of the Urban Growth Boundary, the Town shall require the use of landscaped setbacks and trails to help define the edge for the neighborhood and the boundary for the Town's urban limits.

LU-16.5 **Lytton Tribe Development.** If the Tribe-owned land is taken into trust, the Town shall work with the Lytton Tribe to encourage development of such lands to be consistent with the Town's land use policies and development regulations.

Figure LU-10: Western Edge Residential



Urban Growth Boundary

Town Limits

0.25 mile Walking Radius

Proposed School Site

Residential

- Rural Residential (RR)
- Estate Residential (ER)
- Very Low Density Residential (VLDR)
- Low Density Residential (LDR)
- Medium Density Residential (MDR)
- High Density Residential (HDR)
- Mobile Home Park (MHP)

Commercial/Mixed-Use

- Retail Commercial (RC)
- Service Commercial (SC)
- Gateway Commercial (GC)
- General Business (GB)
- Boulevard Mixed Use (BMU)
- Neighborhood Commercial Mixed Use (NCMU)
- Town Center Mixed Use (TCMU)

Industrial

- Light Industrial (LI)
- Heavy Industrial (HI)

Public and Resource

- Parks and Recreation (PR)
- Open Space (OS)
- Public/Quasi-Public (PQP)

N

0 0.50 1.00 Miles

Economic Development

Developing a healthy and diverse base of businesses is critical to the success of Windsor. At its heart, economic development is about building a healthy economy in order to have a healthy community. The Town has many opportunities to fulfill its untapped economic potential.

Windsor's agricultural heritage is a mainstay of the local economy. The Town is located in the heart of a highly unique agricultural crossroads of wine, organic agriculture, and the artisan food movement. The Economic Development Element seeks to preserve and enhance this heritage by supporting and expanding the wine/craft beverage industry, agricultural industry, and related tourism.

At the same time, the Town of Windsor prides itself on being welcome to new ideas and innovation. High tech and green industries are up-and-coming in Sonoma County, and Windsor is well positioned to become a leader in these fields. Windsor's commitment to sustainability can pave the way for attracting green industry and create a unique identifier for the community. The Town can work to attract high tech and innovation industries that appeal to younger generations of workers that can bring new energy and diversity to the community.

A wide variety of retail thrives in Windsor – from Downtown tenants that benefit from the walkable Town Green neighborhood to shopping centers anchored by national retail outlets. Bell Village shopping center, anchored by a flagship Oliver's Market, is the newest addition. This Element seeks to capture a greater share of local spending by encouraging new retail establishments that provide needed goods and services to local residents and businesses.

While the majority of Windsor residents commute elsewhere for employment, the Charles M. Schulz-Sonoma County Airport and adjacent Airport area businesses provide high-paying jobs for local residents. The policies in this element seek to grow the local base of high-paying jobs to provide opportunities for residents to both live and work in Windsor. This has the added benefit of reducing commute times, which will help to meet the Town's greenhouse gas reduction goals.

This element provides guidance on how Windsor can build upon its successes by fostering a business-friendly environment, encouraging additional local employment opportunities, cultivating economic diversification, and expanding the tourism industry. The Town also has an opportunity to seek partnerships through collaboration, which are key to a successful economic development strategy.



Business Attraction, Retention, Expansion

Local employment opportunities are limited in Windsor, and most residents commute to surrounding areas for work. Windsor has the ability to address this jobs/housing imbalance by proactively working to increase high-paying local employment opportunities through business attraction, retention, and expansion. There are opportunities to further streamline the development process, create incentives for new and existing businesses, and focus on community assets to expand local industries. Such local assets include the wine and craft beer industry, Downtown and the Town Green, the SMART station, the proximity to Sonoma County Airport and a large base of employees.

Goal ED-1: Business Attraction, Retention, Expansion

Increase the tax base and create more local job opportunities through business attraction, retention, and expansion.

Policies

ED-1.1 **Designate Sufficient Industrial and Commercial Land.** The Town should designate sufficient areas of land allowing for appropriate parcel sizes and with adequate infrastructure capacity to accommodate light industrial and commercial development.

ED-1.2 **Support Diversity and Innovation.** The Town shall promote an economic environment that supports diverse and innovative industries and businesses within Windsor, in part by facilitating rather than regulating business development.

ED-1.3 **Diversified Employment.** The Town shall strive to develop a diversified economy to provide living-wage jobs for Windsor residents of all ages and skill levels and to cushion the Town's economy against a downturn in any one sector and against seasonal fluctuations, to and encourage Windsor residents to work in town.

ED-1.4 **Promote Job Awareness.** To foster Windsor residents' awareness of job opportunities and to improve the skills of local residents, the Town shall support private and volunteer efforts to announce employment openings and to educate/train residents in new job skills.

ED-1.5 **Protect Strategic Business Sites.** The Town shall protect its strategic business sites from encroachment by other land uses that may preclude future economic development.

For Policies ED-1.5-1.7, see Implementation Program ED-1: Economic Development Strategic Plan

ED-1.6 **Target industries.** The Town shall proactively work to expand the following target industries in Windsor: innovative technology; high-end product development and manufacturing; green services and construction; agriculture, including food, wine, and craft beer/spirits; retail/commercial; and tourism.

ED-1.7 **Airport Area Businesses.** The Town shall continue to encourage business attraction and expansion in the Airport business area to expand the number of high-paying jobs available to Windsor residents.

ED-1.8 **Business Attraction Incentives.** The Town shall provide incentives, as feasible, to businesses that provide significant private capital investment; create a large amount of jobs and public revenues; or that develop catalyst projects that could result in further investment.

ED-1.9 **Enhancing Infrastructure to Support Development.** The Town shall promote, support, or undertake as financially feasible, upgrades to public infrastructure including but not limited to sidewalks, trees, and sewer in Town, specifically in boulevard areas, to lower the costs of and attract new development.

ED-1.10 **Permit Streamlining.** The Town shall attract new and support existing businesses by streamlining the permitting process to expedite economic development opportunities and expansion of existing businesses.

For Policy ED-1.10, see Implementation Program ED-2: Entitlement Streamlining

ED-1.11 **Increase Local Spending.** The Town shall encourage the development and expansion of retail establishments that increase local spending within Windsor and provide needed goods and services to local residents and businesses.

ED-1.12 **Small Business Retail.** The Town shall encourage the development and expansion of local retail start-ups to enhance Windsor's unique small-business shopping experience.

ED-1.13 **Latino Business Outreach.** The Town shall continue to reach out, visit and support Latino-owned and Latino community serving businesses to promote economic sustainability, local ownership and job opportunities.

For Policy ED-1.13, see Implementation Program ED-3: Latino Business Outreach Strategy

ED-1.14 **Business Retention.** The Town shall assist in the retention and expansion of existing businesses by providing and coordinating available financial and non-financial resources.

ED-1.15 **Green Industries.** The Town shall strive to attract sustainable businesses focusing on renewable resources, alternative energy, green construction, and green manufacturing.

ED-1.16 **Business Expansion.** The Town shall encourage industrial and point-of-sales businesses to expand in Windsor.

Economic Development Strategic Plan (EDSP)

The Town's last plan was completed in 2008, highlighting goals and actions to enhance the business environment, further local collaboration and partnerships in the business community, encourage downtown development, expand the tourism industry, and provide opportunities to attain sustainable leadership.

Downtown Windsor

Windsor is home to an award-winning Downtown, which is focused on capturing the vibrancy and uniqueness that Windsor offers through local boutique shops, restaurants, cafes, and expansive open space. The success of the Downtown is anchored by the Town Green, which hosts a number of family friendly concerts, cultural events, and festivals year-round. The design and development of Downtown is guided by the Station Area/Downtown Specific Plan, creating this one-of-a-kind cultural and entertainment attraction. The policies in this section build upon the success of Downtown and the Town Green by encouraging the implementation of the policies outlined in the Station Area/Downtown Specific Plan.

Goal ED-2: Downtown Windsor

Reinforce the Downtown as the civic and cultural heart of Windsor

Policies

For Policies ED-2.1, 2.3, 2.4, 2.6, and 2.6, see Implementation Program ED-1: Economic Development Strategic Plan

ED-2.1 **Continue Downtown Enhancements.** The Town shall encourage retail diversity in the Downtown, including the establishment of anchor specialty retail shops, boutiques, art spaces, wineries/tasting rooms, restaurants, and entertainment uses, as well as, residential, office, and convenience shopping.

ED-2.2 **Public Realm.** The Town shall continue to invest in the public realm and emphasize civic and community uses in the Downtown area.

ED-2.3 **Boutique Hotel.** The Town shall encourage the development of a boutique hotel in Downtown to provide an opportunity for overnight stays in the heart of Downtown, for visitors to enjoy and explore Windsor's local business, restaurants, and nightlife.

ED-2.4 **Office Space Opportunities.** The Town shall strive to expand the Downtown employment base through increased opportunities for office development in appropriate locations within the Downtown, except where active uses are required by the Downtown/Station Area Specific Plan.

ED-2.5 **Capitalize on SMART Station.** The Town shall capitalize on the SMART commuter rail station in Downtown by actively pursuing the extension of SMART commuter rail service by 2021 and encouraging businesses and tourist serving uses that generate ridership to locate near to the SMART station.

ED-2.6 **Expand Downtown Attractions.** The Town shall continue to promote expanded amenities and attractions in Downtown and the Town Green, including restaurants, entertainment venues, and festivals/events.

ED-2.7 **Downtown Parking Strategies.** To ensure the continued economic success of Downtown, the Town shall develop and implement multiple parking strategies to increase the parking supply and manage parking demand.

Downtown Parking Strategy

Parking is one of the biggest issues in Downtown Windsor. The Transportation and Mobility Element contains policies to address Downtown parking issues as well as an implementation program to prepare and implement a Downtown parking strategy.

Parking management is addressed more comprehensively in the Transportation and Mobility Element.

Tourism

Windsor is surrounded by world class wineries in the Russian River Valley appellation and an abundance of outdoor recreational areas, including the Russian River, providing numerous activities for visitors and residents alike. Windsor's popular Downtown and Town Green, include boutique shops, restaurants, and year-around festivals geared towards families, highlighting Windsor's commitment to creating an inclusive environment for people of all ages, cultures, and socio-economic status. The policies in this section seek to continue to enhance and expand attractions in Windsor that serve visitors, making Windsor a premier family-oriented destination.

Goal ED-3: Tourism

Ensure Windsor's long-term success and economic sustainability by diversifying and expanding tourism attractions, highlighting the unique history and character of the Town

Policies

ED-3.1 **Family-Friendly Destination.** The Town shall continue to market Windsor as Sonoma County's premier family-friendly destination.

For Policy ED-3.1, see Implementation Program ED-1: Economic Development Strategic Plan

ED-3.2 **Destination Playground.** The Town shall develop a destination playground that would attract families from Windsor and beyond.

ED 3.3 **Increase Tourism Establishments.** The Town shall strive to attract more tourism-related establishments to Windsor.

For Policies ED-3.1, 3.2, 3.5, see Implementation Program ED-4: Tourism Marketing Strategy

ED-3.4 **Expanded Meeting Venues.** The Town shall encourage the development of additional meeting venues to support conferences or large community events.

ED-3.5 **Lodging Establishment Partnership.** The Town shall encourage outreach and collaboration with local lodging establishments to promote overnight stays for visitors and increase transient occupancy tax revenues.

For Policy ED-3.5, see Implementation Program ED-1: Economic Development Strategic Plan

ED-3.6 **Outdoor Recreation.** The Town shall strive to attract events that capitalize on the Town's parks and recreational facilities, affirming Windsor as a destination for recreation and healthy lifestyles. The Town shall seek events that have limited impacts, and which complement the Town's goals and desired image.

For Policies ED-3.6-3.9, see Implementation Program ED-4: Tourism Marketing Strategy

ED-3.7 **Special Events.** The Town shall encourage special events that benefit local businesses and contribute to the Town's overall economic success.

ED-3.8 **Wayfinding.** The Town shall continue to enhance its wayfinding program to make navigating easy for visitors.

ED-3.9 **Wine and Craft Beverage Tourism.** The Town strive to attract tourism centered on the wine industry, area wineries and wineries within the Russian River Valley appellation, craft beer and distilleries, such as urban wineries, tasting rooms, and beverage production tours.

For Policy ED-3.9, see Implementation Program ED-1: Economic Development Strategic Plan

ED-3.10 **Agritourism.** The Town shall promote local agriculture and farms, their methods, and the agricultural heritage that exists in Windsor.

ED-3.11 **Commitment to Agriculture.** The Town shall encourage tourism attractions that highlight the agricultural heritage of Windsor and the community's commitment to sustainable agriculture.

ED-3.12 **Green Tourism.** The Town shall promote green tourism opportunities such as bicycling tours, energy efficient bus tours, and electric vehicle rentals.

Partnerships and Collaboration

Partnerships and collaboration amongst the Town, business community, and local and regional organizations is key to economic success. Successful partnerships can lead to a unified community that focuses on fostering a business-friendly environment collectively advancing the Town. The Town enjoys beneficial and mutually-supportive partnerships with the Windsor Chamber of Commerce and Visitor Center, the Old Downtown Windsor Merchants' Association, Sonoma County Tourism, and Sonoma County Building Economic Success Together (BEST). Sonoma County also has a robust economic development and visitor attraction program that the Town can continue to coordinate with to support local growth and programs. These partnerships maximize the Town's regional economic influence, leverage the power of collaborative efforts, and support the Town's ability to both assist businesses as well as attract tourists.

Goal ED-4: Partnerships and Collaboration

Encourage partnerships and collaboration amongst the Town and business community, to highlight Windsor as the model for community leadership and innovation.

Policies

ED-4.1 **Building Local Business Leadership Capacity.** The Town shall continue to collaborate with local and regional business groups and associations to build alliances and develop strategies to enhance the presence, engagement, and involvement of local business leaders in local decision making and ownership of the business community's future.

ED-4.2 **Partnering with the County.** The Town shall continue to partner with Sonoma County on economic development proposals and initiatives that directly affect the Town.

ED-4.3 **Regional Collaboration.** The Town shall collaborate with local and regional economic development organizations to support the economy in Windsor and Sonoma County.

ED-4.4 **Public/Private Partnerships.** The Town shall encourage private sector-investment and reinvestment that creates the types of jobs for which residents are trained and qualified.

ED-4.5 **Partnering with the Latino Business Community.** The Town shall continue to support and partner with the Latino business community to foster its success and growth.

For Policies ED-4.4-4.5, see Implementation Program ED-1: Economic Development Strategic Plan

For Policy ED-4.5, see Implementation Program ED-3: Latino Business Outreach Strategy

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Transportation and Mobility

The Transportation and Mobility Element provides the framework for decisions in Windsor concerning the transportation system. An efficient circulation system must factor all modes of travel, providing ample connections creating links locally and regionally. The existing transportation system provides for the safe and efficient movement of people and goods through all modes of transportation. This is achieved through an extensive network of streets, pedestrian and bicycle trails and pathways, and public transit corridors, including the North Coast Rail Authority corridor, which will accommodate the planned extension of the Sonoma Marin Area Rail Transit (SMART) commuter rail.

In Windsor, one of the greatest transportation challenges is the bisecting of the Town by U.S. Highway 101. The Highway bisects the community north-south, creating inefficiencies in the circulation network and a barrier between the two sides of Town. This has led to limited crossing options for automobile flow and disconnect of pedestrian and bicycling trails and pathways. There are opportunities to make highway-related improvements that will improve circulation and connectivity.

The goals and policies in this Element address a balanced transportation network that will support and encourage walking, bicycling, and transit ridership; conserve energy resources; and reduce greenhouse gas emissions, while continuing to accommodate automobile travel. Emerging technologies and their impact on travel behaviors and the design and use of the transportation network must be considered as the Town moves forward with implementation of these goals and policies. The Land Use and Community Design Element contains additional policies that address connectivity between land uses and the provision of sidewalks, trails, bikeways, transit facilities, and roadways to serve new developments.

Street Classifications

Functional classification is the process by which streets and highways are grouped into classes, or systems, according to the type of service they are intended to provide. Each jurisdiction that owns or operates a network of streets adopts a set of terms used to define the function of each street. Rather than follow a conventional street hierarchy (i.e., arterials, collectors, and local streets), the Complete Street Design Guidelines establish multimodal roadway design criteria according to the context of the surrounding area. Street types in Windsor include:

Freeways. Freeways are highways serving regional and intercity travel. Traffic movement is the primary function of freeways. Accordingly, they have controlled and limited access, and grade separated crossings and medians are used to separate conflicting traffic flows. U.S. Highway 101 is a freeway.

Crosstown Streets. This road type performs the function of linking neighborhoods and providing movement across the Town, as well as convenient connections to U.S. Highway 101. In this role, they are designed to carry relatively high traffic flows. There are four types of Crosstown Streets as described below.

a. **Five-Lane Boulevards.** Five-Lane Boulevards serve as major routes across town, providing access to and from U.S. Highway 101 and linking neighborhoods to major destinations. They are designed to carry significant traffic volumes and facilitate transit and bicycle travel. At full build-out, street parking is not provided. The middle lane is typically a landscaped median that accommodates turning lanes.

b. **Three-Lane Boulevards.** Three-Lane Boulevards serve as major routes across town, in some places linking neighborhoods to major destinations. These streets carry mid-range traffic volumes and they are important links to all travel modes.

c. **Two-Lane Boulevards.** Two-Lane Boulevards serve as major routes across town, in some places linking neighborhoods to major destinations. These streets carry mid-range traffic volumes and they are important links to all travel modes.

d. **Rural Lanes.** Rural Lanes are a special category of crosstown street that incorporates design concepts that enhance the unique settings that surround Windsor.

Local Streets. Local streets serve local trips, with some streets providing access to individual properties and other streets providing connections between adjacent neighborhoods and/or to local destinations. The seven primary types of Local Streets are as follows:

a. **Connector Streets.** Connector Streets are local streets that provide convenient connections to local destinations, such as schools, parks, neighborhood centers, and retail services, as well as frequent connections to adjacent neighborhoods.

b. **Commercial Streets.** Commercial Streets are local streets used where there is a large number of commercial businesses.



c. **Industrial Streets.** Industrial Streets are two-lane local streets that provide direct access to various industrial businesses, with no other land uses on the street. Very low traffic volumes are common, with a high percentage of large trucks and truck-trailer combinations.

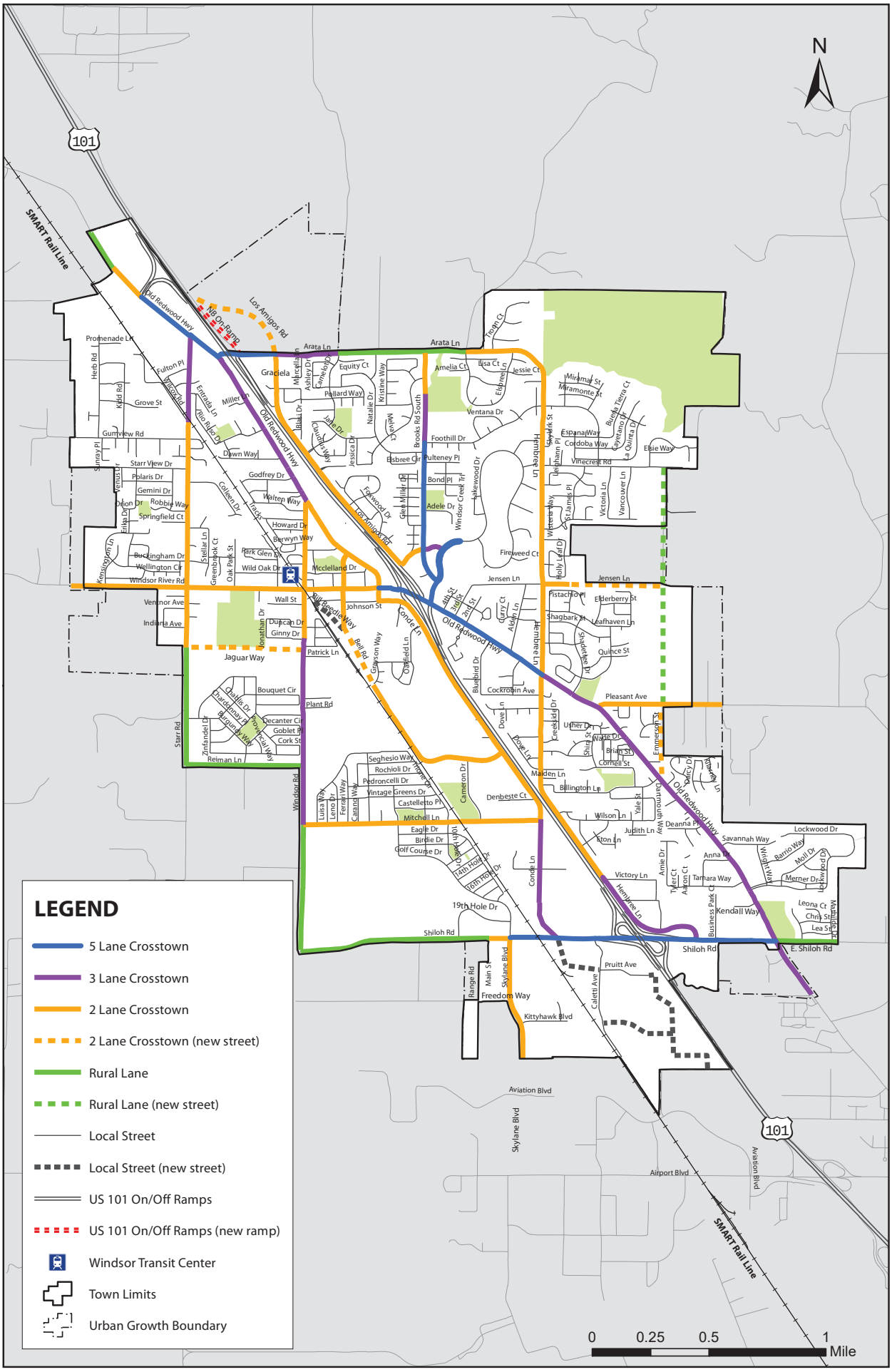
d. **Residential Streets.** Residential Streets primarily serve single family residences and are intended to operate at low speeds and volumes.

e. **Narrow Residential Street.** Narrow Residential Streets are similar to typical residential streets, but they do not include space for on-street parking. This parking arrangement requires that sufficient off-street parking or common parking is provided unless parking demand is low.

f. **Private Driveway.** Private Driveways serve a minimal number of lots as the primary connection to the public street system as well as to off-street parking areas.

g. **Alleys.** Alleys provide vehicular access to properties, especially service access. While parking is encouraged on local streets, it is generally discouraged in alleys.

The system of streets serving the Town of Windsor is shown in the Street Classification Map (Figure M-1). It is noted that while all streets are important in terms of supporting mobility, to maintain clarity on a page-sized map, the various types of Local Streets are not distinguished on the map.



3/2017

Figure M-1: Windsor 2040 General Plan Circulation System

Multimodal Circulation System

A multimodal approach to transportation creates an integrated transportation network that allows people to move about using multiple modes of travel (e.g., walking, biking, automobiles, bus service, and passenger rail). This approach has multiple benefits. It can lead to safer travel for all users regardless of mode of transportation; improve health by allowing people to walk or bike, or even combining these modes with public transit use; and also reduce automobile-related emissions and air pollution. While the goals and policies in this Element address all modes of transportation, the goal of this section is to address the links and connections between the various modes in Windsor.

Goal M-1: Multimodal Circulation System

Promote the development of an integrated, multimodal transportation system that balances the circulation and mobility needs of pedestrians, bicyclists, public transit, automobiles, and goods movement.

Policies

M-1.1 **Multimodal Transportation System.** The Town shall continue to implement a multimodal transportation system that connects residents to activity centers throughout and near town, such as commercial centers and corridors, employment centers, the SMART train stop, the airport, schools, parks, recreation areas, and other attractions.

M-1.2 **Trip Generation Reduction for Applicable Developments.** The Town shall consider appropriate reductions to the trip generation for projects with a multimodal system approach that increases transit ridership, biking, and walking, in order to reduce air pollution, energy consumption, and greenhouse gas emissions.

M-1.3 **Development of Pedestrian, Bicycle, and Transit Facilities.** The Town shall encourage the development of facilities and services (e.g., secure long-term bicycle parking, street lights, street furniture and trees, transit stop benches and shelters, and street sweeping of bike lanes) that enable bicycling, walking, and transit to become more widely used modes of transportation and recreation.

M-1.4 **Multimodal System Additions.** The Town shall require all new development that proposes or is required to construct or extend streets to develop a transportation network that complements and contributes to the town's multimodal system, maximizes connections, and minimizes barriers to connectivity.

Complete Streets

Land development and street improvement projects have over the last ten years begun to place a greater emphasis on the design of facilities serving pedestrians, bicyclists, and transit uses, a design approach also known as" complete streets." "Complete Streets" can be defined as follows: A design principle that balances the safety and convenience of everyone using the road. Windsor facilitates the use of alternative modes of transportation and system improvements through complete streets. Careful planning and coordinated development of complete streets infrastructure can provide long-term cost savings for the Town by reducing road construction, repair, and maintenance costs. Complete streets also create the opportunity to improve overall public health by encouraging healthy active lifestyles, increasing roadway safety, reducing pollution and greenhouse gas emissions, and providing economic benefits to property owners and business.

Goal M-2: Complete Streets

Provide "complete streets" with facilities, and amenities that meet the needs of all users, regardless of their age or ability, or whether they are walking, bicycling, taking transit, or driving.

Policies

M-2.1 **Complete Streets Design Guidelines.** The Town shall ensure that the concepts and design standards/guidelines in the adopted Complete Street Design Guidelines are considered during review of new development proposals, when constructing new streets, and when modifying existing corridors in order to ensure accessibility for all.

M-2.2 **Complete Street Practices.** The Town shall continue to work towards making complete streets a routine part of everyday transportation decision-making.

M-2.3 **Safe and Comfortable Streets.** The Town shall design streets to enhance Windsor's identity, to be safe and convey a sense of security, and to be comfortable and convenient for all travel modes including motor vehicles, pedestrians, and bicyclists.

For Policies M-2.4 see Implementation Program M-5: Underused Right-of-Way

M-2.4 **Managing Transportation in the Right-of-Way.** The Town shall balance the needs of all travel modes when planning transportation improvements, including pedestrian and bicycle trails and pathways.

For Policy M-2.5 see Implementation Program M-4: Prioritizing Complete Street Upgrades

M-2.5 **Complete Street Infrastructure.** The Town shall incorporate appropriate complete street infrastructure, including technologies supporting automated vehicle travel as industry standards are developed and facilities supporting increased use of "on-demand" car-sharing and ride-sharing services, into transportation planning, funding, design, approval, and implementation processes and projects.

M-2.6 **Complete Street Urban Design Considerations.** The Town shall consider the land use and urban design context of adjacent properties in both residential and non-residential districts as well as urban, suburban, and rural areas when designing complete streets.

M-2.7 **Complete Street Priority Areas.** The Town shall prioritize complete streets improvements (e.g., bicycle, pedestrian, vehicle, and transit facilities) at and along U.S. Highway 101 interchanges, including Shiloh Road, Arata Lane, and Central Windsor.

For Policy M-2.7 see Implementation Program M-4: Prioritizing Complete Street Upgrades

M-2.8 **Review Transportation Facilities for Development Proposals.** The Town shall consider on-site and off-site transportation facility improvements during the review of development proposals to ensure that connected facilities are provided for all modes of transportation.

M-2.9 **Multimodal Level of Service.** The Town shall consider applying a multimodal level of service standard in Windsor.

For Policy M-2.9 see Implementation Program M-1: Multimodal Level of Study

M-2.10 **Bicycle and Pedestrian Connectivity.** The Town shall ensure that commercial and residential development, including affordable housing projects, provides convenient and direct connections to the nearest existing bikeways, pedestrian ways, and public transit facilities.

M-2.11 **American with Disabilities Act.** The Town shall continue to implement the Americans with Disabilities Act when designing, constructing, or improving transportation facilities.

Streets and Roadways

Street design is a key determinant in a community's livability. Streets are the public spaces that connect our homes, schools, businesses, civic buildings, recreation areas, daily necessities, and virtually all other destinations. They form the great majority of the circulation system. Streets provide access, but also define a sense of place, individual neighborhoods, and ultimately the community. The Town is served by an extensive network of crosstown streets such as Old Redwood Highway, Shiloh Road, Windsor River Road, Hembree Lane, Conde Lane, Arata Lane, Starr Road, and Windsor Road. U.S. Highway 101, which bisects Windsor, serves local and regional traffic between northern California and the San Francisco Bay Area. The Town's street and roadway network provides connections to destination points within Town, including commercial areas, employment centers, and schools, which are distributed throughout the community. The Town categorizes streets according to both function and typology. Street improvements are designed to minimize environmental and neighborhood impacts and accommodate vehicular traffic, pedestrians, and bicyclists.

Goal M-3: Streets and Roadways

Provide an interconnected street network that is accessible and friendly to all modes of travel.

Policies

M-3.1 **Connected Network.** The Town shall strive to create a more connected transportation network by eliminating "gaps" in roadways, bikeways, and pedestrian networks; increasing transit access; and removing natural and manmade barriers to accessibility and connectivity.

M-3.2 **Private Development Street Connections.** The Town shall encourage private developments (e.g., office parks, single-family subdivisions apartment complexes, retail centers) to provide internal complete streets that connect to the existing public roadway system and provide a transition to existing and planned transportation facilities. Bicycle and pedestrian connectivity from the private street to the nearest public street(s) shall also be provided.

M-3.3 **Private Street Design.** The Town shall require that private streets meet Town standards for the structural design of the pavement and shall include measures for low impact design (LID)

M-3.4 **Street Design.** The Town shall encourage streets to be designed or upgraded in ways that support walkable and bikeable environments and to be consistent with the Town's Complete Street Design Guidelines.

M-3.5 **Design Standards.** The Town shall implement the design standards for both public and private travel corridors from the Complete Street Design Guidelines and Windsor Station Area/Downtown Specific Plan that address landscaping and tree management, building setbacks, and existing character.

M-3.6 **Rural Lanes Designation**. The Town shall retain certain streets as Rural Lanes in order to conserve their particular character and beauty. New development along Rural Lanes shall be configured in terms of lot size, setbacks, and design standards per the Complete Street Design Guidelines so that traffic speeds are reduced.

M-3.7 **Street Connections in New Developments.** The Town shall promote street designs in new developments that provide convenient connections to local destinations and to adjacent neighborhoods. Travel should be dispersed among several streets rather than a few high-volume local streets that divide neighborhoods and discourage walking.

For Policies M-3.8 and M-3.9, see Implementation Program M-15: Transportation Capital Improvement Program

M-3.8 **Street Retrofitting for Connectivity.** The Town shall encourage the retrofitting of existing streets to be more consistent with the Town's desires for an interconnected street network of complete streets that are pedestrian-oriented. This would include reducing the extent of pavement on residential streets by adding contiguous planting strips.

For Policy M-3.9 see Implementation Program M-14: Pavement Management Program

M-3.9 **Pavement Management Program.** The Town shall maintain and implement the Pavement Management Program (PMP) which is set to provide the guidance to apply for grant funding through MTC to maintain and rehabilitate the Town's roads.

M-3.10 **Pavement Condition Index (PCI).** The Town shall continue to provide street maintenance to sustain high Pavement Condition Index (PCI) levels in order to maintain high quality roads.

For Policy M-3.11 see Implementation Program M-16: Bridge Assessment

M-3.11 **Bridge Maintenance.** The Town shall continue to maintain the bridges throughout town and develop a plan for roadway and hydraulic capacity for the bridges to address future development.

M-3.12 **Traffic Management.** The Town shall strive to address traffic operations, including congestion, intersection delays, and travel speeds, while balancing neighborhood livability and safety concerns.

M-3.13 **Slowing Residential Traffic.** The Town shall "calm", or slow, traffic in residential neighborhoods through application of a variety of techniques that have the effect of slowing through traffic without compromising safety, emergency access, and reasonable flows as presented in the Town's Neighborhood and Traffic Management Calming Program.

M-3.14 **Traffic Calming.** The Town shall implement traffic calming measures in the downtown and accident-prone hotspot locations, as well as near schools, the library, and other public facilities, as appropriate to improve safety.

M-3.15 **Street Tree Placement.** To the extent feasible, the Town shall line streets with trees to create a more attractive, comfortable pedestrian environment, while maintaining clear sight lines in order to reduce the risk of accident or injury due to site impediments.

M-3.16 **Level of Service Application.** The Town shall maintain level of service standards that define the minimum acceptable operating characteristics for intersections and streets. A level of service D (LOS D) is defined as the minimum acceptable level of congestion during the weekday morning and evening peak periods for high-volume facilities such as freeways, crosstown streets, and signalized or all-way stop-controlled intersections. This standard should apply at all these locations except the following intersections, which are regional gateways to the Town's commercial and civic areas, and where a Level of Service E is tolerated by the Town and considered acceptable:

- Old Redwood Highway/U.S. Highway 101 Northbound off-ramps/Lakewood Drive
- Old Redwood Highway/U.S. Highway 101 Southbound ramps
- Old Redwood Highway/Conde Lane/Windsor River Road

At side-street stop-controlled unsignalized intersections, levels of service shall be determined for both controlled movements and for the overall intersection. Controlled movements operating at LOS E or LOS F are allowable if: 1) the intersection is projected to operate at LOS C or better overall, and 2) the projected traffic volume on the controlled movement is 30 vehicles or less per hour on approaches with single lanes, or on multi-lane approaches, 30 vehicles or less per hour per lane. If an intersection is operating at LOS E or F without project-generated traffic added, the project's impact shall be considered less-than-significant if it does not cause operation to fall from LOS E to LOS F and it increases average delay for the intersection as a whole by 5 seconds or less. Level of service standards shall not apply to minor intersections comprised of only local streets.

Guidelines for consideration and implementation of neighborhood traffic calming, including selection of appropriate devices and techniques are provided in the Town's Neighborhood Traffic Management and Calming Program from 2013.

Level of Service is a measure used to rank traffic and congestion on a roadway using a series of letter designations ranging from A to F as a rating scale. Generally, an intersection or roadway with a rating A represents free flowing traffic without congestion, while a rating of F represents a very congested roadway or intersection.

M-3.17 **Queuing.** Intersection queuing shall be evaluated in tandem with LOS. Projected 95th percentile queues in left-turn pockets do not exceed the available stacking length. A queuing impact shall be considered significant if:

a) The 95th percentile queue length can be contained within the available stacking length without the project, and the project causes the queue to exceed the stacking length; or

b) The queue length exceeds the available stacking length without the project and the project increases the 95th percentile queue by more than 10 feet, or approximately one-half a car-length.

Exceptions to this policy may be granted by the Town Engineer, where there is sufficient block length to accommodate projected queuing or physical constraints that make it infeasible to construct the improvement that would be necessary to achieve adequate stacking length, such as geometrics, a lack of right-of-way, adjacent slopes or hills, and soil conditions.

For Policy M-3.18 see Implementation Program M-2: Vehicle Miles Traveled (VMT) Program

M-3.18 **Vehicle Miles Traveled (VMT) Standard.** The Town shall consider the applicability of using transportation performance metrics such as Vehicle Miles Traveled (VMT) and associated thresholds for measuring transportation system impacts provided in the California Environmental Quality Act (CEQA) guideline amendments adopted for the implementation of SB 743 (Steinberg, 2013), as well as for making General Plan consistency determinations and developing transportation financing programs.

For Policy M-3.19, see corresponding Land Use and Community Design Policies LU-12.1, LU-13.1, and LU-14.1

M-3.19 **Circulation Plan from Applicants.** Within the North of Arata Lane, Eastern Edge Residential, and Shiloh Road East areas, the Town shall require the preparation of a coordinated circulation plan by project applicants that demonstrates an interconnected local street network that integrates with the larger Townwide street network, and emphasizes direct connections to parks, schools, and neighborhood centers.

For Policy M-3.20, see Implementation Program M-6: Traffic Reduction Targets

M-3.20 **Residential Through-Traffic.** The Town shall discourage fast, through-traffic through or across residential neighborhoods.

M-3.21 **Emergency Access on Streets.** The Town shall work with the Fire District to address street design and the accessibility required for emergency vehicles, with the Town's desire for narrower pedestrian-friendly streets.

For Policy M-3.22, see Implementation Programs M-7: School Traffic Congestion Plan

M-3.22 **Congestion Surrounding Schools.** The Town shall actively engage with the Windsor Unified School District (WUSD) to consider school operational practices that would reduce local traffic congestion that is currently experienced throughout the WUSD cluster school system during peak hours. The Town shall encourage a school traffic congestion plan that would reduce congestion caused by school traffic, particularly during student drop-off and pick-up times. The Town shall also work with WUSD in the planning and design of future, proposed schools to provide adequate facilities for site-generated traffic and parking.

M-3.23 **Interchange Funding.** The Town shall work with State transportation agencies in the planning and implementation of planned infrastructure improvements at the Shiloh Road, Central Windsor, and Arata Lane Interchanges.

For Policy M-3.23, see Implementation Program M-8: Grant Funding and M-9: Program Prioritization

M-3.24 **Impact of Driverless Vehicles on Streets.** As driverless vehicle technology evolves, the Town shall consider the impacts of this new technology on signage, speed limits, signal timing, and roadway design standards.

M-3.25 **Five Land Boulevards.** Full build-out of five-lane boulevards will only occur when necessary to maintain acceptable levels of service along the Town's transportation network. In their interim condition prior to full build-out, the full width necessary to accommodate five-lane boulevards shall be dedicated to the Town; however, the fewest number of lanes necessary to maintain acceptable levels of service will be required and any excess right-of-way may be improved with pedestrian facilities, street parking, bicycle lanes, and parklets,

Walkable and Bikeable Community

Windsor's climate and geographical location provide an excellent year-around setting for both walking and bicycling (as well as other non-motorized modes such as skateboarding). The Town's expanding bicycle network integrated with recreation trails, paths, and sidewalks have created an interconnected network for both bicyclists and pedestrians. Windsor is striving to reach its goal of closing all gaps in the network, particularly on all crosstown streets, with priorities given to locations near schools and other key destinations.

The Town has demonstrated a commitment to creating a bicycle and pedestrian friendly environment with the formation of the Bicycle and Pedestrian Advisory Committee (BPAC), which is formed of Town staff and community members. This committee plays a direct role in advocating for a cohesive and integrated bicycle and pedestrian network, while providing outlets for education to the community, and seeking the necessary grant funding to complete infrastructure projects. In 2012 the Town of Windsor was nationally recognized as a "Bicycle Friendly Community" by the League of American Bicyclists, receiving a bronze award. The Town focuses not only on providing adequate infrastructure for a walkable and bikeable community, but also on education and encouragement. Policies in this section provide further support for an efficient and safe bicycle and pedestrian system that will improve connectivity and accessibility throughout Town.

Goal M-4: Walkable and Bikeable Community

Provide a safe, efficient, and accessible bicycle and pedestrian system throughout Town. (New Goal, Consultants)

Policies

M-4.1 **Bicycle and Pedestrian Master Plan.** The Town shall regularly update and implement the Windsor Bicycle and Pedestrian Master Plan.

For Policy M-4.1, see Implementation Program M-11: Windsor Bicycle and Pedestrian Master Plan

For Policy M-4.2 see Implementation Program M-5: Underused Rights-of-Way

M-4.2 **Trail Network.** The Town shall expand its network of trails throughout the town, wherever feasible, through public open spaces and easements for recreational enjoyment and for a vehicle-free route to parks, schools, and neighborhoods through walled subdivisions.

M-4.3 **Trail Accessibility.** The Town shall require trails to be within a short walk of most residents in order to harbor active lifestyles and offer opportunities to appreciate open space.

For Policy M-4.4, see Implementation Program M-10: Sidewalk Maintenance and Repair Program

M-4.4 **Pedestrian and Bicycling Gaps.** The Town shall encourage closing the gaps in the sidewalk and bicycling network to ensure continuous pedestrian and cycling access within town, particularly the gaps in connection due to the bisecting of U.S. Highway 101.

M-4.5 **Bicycle Infrastructure Planning.** The Town shall consider the needs of bicyclists of all types (commuters, recreational riders, children, and families) in planning, developing, and maintaining a bikeway network that is safe and convenient.

M-4.6 **Bicycle Safety Improvements.** The Town shall improve bicycle safety by expanding the use of separated bicycle lanes, green bicycle lanes, and adequate lighting, particularly around schools and in other areas where bicycle safety is a concern.

M-4.7 **Bicycle Detection at Intersections.** The Town shall require that all signalized intersections include bicycle detection and are properly marked and operational for use by bicyclists.

M-4.8 **Bicycle and Pedestrian Interchange Safety.** The Town shall require that bicycle and pedestrian connectivity and safety are addressed at the three Highway 101 interchange locations in Town.

M-4.9 **Bicycle and Pedestrian Crossing.** The Town shall continue to pursue a pedestrian bridge or tunnel crossing at Highway 101 and Old Redwood Highway.

M-4.10 **Bicycle and Pedestrian Crossing Safety.** The Town shall develop safe and convenient bikeways and pedestrian crossings that reduce conflicts between pedestrians, bicyclists, and motor vehicles on streets, multi-use trails, and sidewalks.

M-4.11 **Bicycle Parking.** The Town shall continue to require adequate bicycle parking facilities at schools, parks, shopping centers, and places of employment in both commercial and industrial areas.

M-4.12 **Temporary Bicycle Parking for Events.** The Town shall require that adequate temporary bicycle parking be made available at events and festivals to encourage alternative modes of transportation to and from events, helping to alleviate potential congestion.

For Policy M-4.13, see Implementation Program M-12: Windsor Safe Routes to School

M-4.13 **Bicycle Signage Infrastructure.** The Town shall install wayfinding signage, markers, and stencils on off-street paths, on-street bikeways, local roads, and State Routes to improve way finding for bicyclists, assist emergency personnel, and heighten motorist awareness.

M-4.14 **Safe Routes to School.** The Town shall continue to coordinate with the School District on implementation of the Safe Routes to School program to ensure a safe pedestrian and bicycling network to and from local educational facilities for all.

M-4.15 **SMART Trail.** The Town shall work with Sonoma Marin Area Rail Transit on the implementation of the SMART Trail which will extend a multi-use path adjacent to the SMART corridor, connecting bicyclists and pedestrians north and south from the multi-modal transit station into neighboring jurisdictions.

For Policy M-4.15, see Implementation Program M-21: SMART Commuter Rail Coordination

M-4.16 **Bicycle and Pedestrian Education.** The Town shall continue to provide programs that educate the community about bicycle and pedestrian safety as well as the availability of facilities for and benefits of walking and biking.

For Policy M-4.16, see Implementation Program M-13: Bicycle and Pedestrian Education

Public Transit

Sonoma County Transit (SCT) provides a fixed bus route system within and around Windsor. This includes local service as well as daily intercity service from Santa Rosa to Cloverdale. SCT also offer paratransit for residents who are unable to use a fixed system due to a disability. Future public transit in Windsor will include the Sonoma Marin Area Rail Transit (SMART) commuter rail, that will ultimately run from Cloverdale at the northern end of Sonoma County to Larkspur in Marin County where the Golden Gate Ferry connects to San Francisco. Ride sharing programs, such Uber, Lyft, and other companies, have also recently expanded transportation options. Policies in this section ensure that Windsor will be well-served by public transit options.

Public Transit in Windsor includes bus service provided by Sonoma County Transit (SCT) and the planned extension of the Sonoma Marin Area Rapid Transit (SMART) commuter rail.

Goal M-5: Public Transit

Provide opportunities for a reliable and integrated transit system for Windsor residents, visitors, and employees to circulate about Town and connect to the broader region without reliance on the automobile.

Policies

M-5.1 **Transit Oriented Development.** The Town shall encourage higher density mixed land uses within walking distances of existing and future transit stops.

M-5.2 **Expansion of Bus Service.** The Town shall support expansion of local bus service through Sonoma County Transit, consistent with funding resources, to link residences with key local destinations, such as employment centers and the airport, and shall support the continuation of paratransit service to satisfy needs of qualified users.

M-5.3 **Safe Routes to Transit.** The Town shall continue to implement a safe routes program that prioritizes pedestrian and bicycle access to transit stops and stations.

M-5.4 **Bicycle Accommodations on and near Transit.** The Town shall encourage local and regional transit agencies to accommodate bicycle parking at transit stops and bicycle storage on transit vehicles to ensure adequate capacity to meet demand.

M-5.5 **Developer Constructed Transit Facilities.** The Town shall require developers to construct, when appropriate, transit facilities including drop-off and parking facilities for ride-sharing and car-sharing services, bicycle parking, bus turnouts, shelters, and benches.

For Policy M-5.6, see Implementation Program M-21: SMART Commuter Rail Coordination

M-5.6 **SMART Train Coordination.** The Town shall continue to work with SMART on the timing and operation of rail transit, including service of the stop in Downtown Windsor, and shall continue to coordinate with Sonoma County Transit to provide additional service to the rail station at such time rail service is initiated.

Parking

Windsor residents and visitors generally want to have parking readily available on their neighborhood streets, at commercial centers, and at transit stations. On-street parking is provided on most roadways in both residential and commercial areas of the town. As the visitor population increases due to tourism, festivals, and events, the demand for parking is becoming a central focus, and is seen as influencing the local economy. Policies in this section support the provision and management of parking, recognizing that parking provision should be balanced with other Town objectives; such as encouraging transit uses, bicycling, and walking, as well as reducing greenhouse gas emissions and air pollution.

Goal M-6: Parking

Provide a comprehensive parking system Townwide that serves the needs of residents and businesses, while supporting alternative modes of transportation.

Policies

M-6.1 **Adequate Townwide Parking.** The Town shall strive to ensure adequate parking throughout Town, while continuing to promote alternative modes of transportation.

For Policies M-6.2 – M-6.6, see Implementation Program M-19: Review Parking Standards

M-6.2 **Parking Lot Design.** The Town shall strive to enhance the appearance of parking lots through consideration of their location, design, landscaping, and lighting. Whenever possible, parking lots should be located away from the street, landscaped, and use directional lighting or other techniques to minimize impacts on any surrounding residential areas. Parking lots shall meet Town standards for the structural design of the pavement and shall include measures for low impact design (LID) (e.g., permeable pavement).

M-6.3 **Reducing Heat Island Effect in Parking Lots.** The Town shall encourage parking lots to incorporate measures for reducing the heat island effect (e.g., using trees and vegetation, solar arrays to create shade, light-colored surfacing materials).

M-6.4 **Parking Off-Sets.** The Town shall encourage developers and employers to offer programs (e.g., transit passes or other transit enhancements) to reduce parking demand and shall consider reducing parking requirements where such programs are in place or planned.

M-6.5 **Reducing Off-Street Parking in Areas of Critical Width.** The Town shall consider removing or restricting existing on-street parking in order to facilitate traffic flow and accommodate bicycle lanes if insufficient width exists otherwise and all other appropriate street modifications are determined to be infeasible. A study shall be performed prior to taking such an action to determine the adequacy of the parking supply that would remain to serve the existing and/or projected demand.

M-6.6 **Parking Standard Reductions.** The Town shall consider eliminating or reducing minimum parking standards for private vehicles in transit-oriented developments, mixed-use developments, affordable housing developments and developments in high density areas based on demonstrated need that is supported by a professionally-prepared parking study, and/or provided adequate off-site parking is available.

M-6.7 **Downtown Parking.** The Town shall consider creative and flexible solutions to manage the Downtown parking supply and demand, including parking demand created by visitors to the Downtown and riders of the SMART commuter rail service, recognizing that a balance of public and private efforts is needed to address Downtown parking issues. Management solutions to be considered should include review of current parking requirements for private development projects in the Downtown area, increasing the supply of on- and off-street public parking facilities, and implementation of time-based parking controls.

For Policy M-6.7, see Implementation Program M-18: Downtown Parking Study

M-6.8 **Alternative Fuel Vehicle Parking.** The Town shall support parking for Electric Vehicles (EVs), carpools, and hybrids, including the development of local charging stations in both public and private parking lots and large commercial parking lots.

M-6.9 **Parking Around Schools.** The Town shall work with the Windsor Unified School District to ensure that school sites provide adequate parking to avoid the use of off-site parking where the supply is inadequate to meet demand or is already impacted by other uses in the area.

For Policy M-6.9, see Implementation Program M-20: School On-Site Parking

M-6.10 **Impact of Driverless Vehicles on Parking Demand.** As driverless vehicle technology evolves, the Town shall consider the impacts of this new technology on parking demand and consider changes to parking requirements, as appropriate.

Aviation

In Sonoma County, the primary airport for commercial and goods movement is the Charles M. Schulz-Sonoma County Airport. Even though the airport is not located within Windsor town limits, its proximity less than two miles directly south of town greatly affects the community. It provides opportunities for regional air travel and contributes to the local economy. The airport also creates some safety considerations, as flight paths cross over developed areas in the town. The policies in this section support the continued use of general aviation services at the airport. Policies in the Land Use and Community Design Element and Public Health and Safety Element focus on airport safety and compatibility with adjacent land uses.

Goal M-7: Aviation

Promote the continued use of aviation services at the Sonoma County Airport. (New Goal, Town Staff and Consultants).

Policies

M-7.1 **Plan for Continued Use of Aviation Services.** The Town shall work with the Charles M. Schulz-Sonoma County Airport (STS) to promote the continued use of airline services that meet the needs of residents and the business community.

M-7.2 **Efficient Ground Connections.** The Town shall promote efficient ground connections to air transport facilities.

M-7.3 **Address Airport Impacts.** The Town shall continue to actively monitor and consult with the Charles M. Schulz-Sonoma County Airport to address airport noise and other impacts to residents and businesses.

Goods Movement

Goods movement in Windsor is key to stimulating the local and regional economy. The Town is situated along U.S. Highway 101, which is the primary north-south truck route serving northern California and the San Francisco Bay Area. Windsor has designated truck routes within Town limits that effectively allow for the transportation of goods, without disrupting the circulation system and causing delays and safety concerns. Freight service in the region is overseen by the North Coast Railroad Authority, which suspended freight service through Windsor in 2011. Freight service along the rail line is anticipated to resume as repairs are completed. The policies in this section promote the efficient transportation of goods through a multitude of modes, while promoting economic growth and overall safety.

Goal M-8: Goods Movement

Encourage an efficient network for goods movement for commercial and industrial properties, while limiting congestion and impacts on surrounding residential neighborhoods.

Policies

M-8.1 **Planning for Goods Movement.** The Town shall encourage proper planning for goods movement to commercial and industrial properties. Crosstown streets that provide access to commercial and industrial development shall be designed to accommodate commercial vehicles.

M-8.2 **Truck Routes.** The Town shall maintain its truck routes map as needed to ensure the needs of businesses are met while minimizing potential adverse impacts to the rest of the Town.

M-8.3 **Off-Peak Deliveries.** The Town shall encourage business owners to schedule deliveries during off-peak traffic periods in residential, commercial, or mixed-use areas.

M-8.4 **Rail Crossings.** The Town shall coordinate with the California Public Utilities Commission to address safety concerns and crossing conditions at at-grade rail crossings.

M-8.5 **North Coast Rail Authority Coordination.** The Town shall coordinate with the North Coast Rail Authority on any future resumption of freight rail through the Town, expansion of the rail line, and/or the addition of rail spurs to support industrial uses in the town.

For Policies M-8.1 - M-8.3, see Implementation Program M-17: Truck Route Review

Funding Mechanisms

In Windsor, similar to any community, there must be an adequate and sufficient source of funding to implement and construct transportation infrastructure projects. These projects usually require regional collaboration and multiple funding sources, such as Federal and State grants and local ballot measures. In Windsor and Sonoma County, funding mechanisms have varied to support new and existing infrastructure maintenance, such as Measure M in 2004, which supported a quarter cent sales tax for transportation improvements. The policies in this section encourage coordination and collaboration to attain the necessary funding for transportation infrastructure in order to adequately serve the needs of the Town.

Goal M-9: Funding Mechanisms

Obtain adequate funding to maintain existing infrastructure and implement future transportation projects.

Policies

M-9.1 **Federal and State Funding.** The Town shall identify, develop, and prioritize transportation projects that are eligible for Federal and State funds. Such projects can include freeway and highway improvements (including interchanges and over/underpasses, Town streets, public transit, and bicycling and pedestrian infrastructure.

M-9.2 **Local and Regional Funding.** The Town shall continue to seek funding through local and regional measures for transportation facility maintenance and improvements.

M-9.3 **New Transportation Infrastructure Costs.** The Town should identify those transportation infrastructure improvements that are necessary to accommodate future growth envisioned by the General Plan. The cost for providing needed infrastructure should be shared by new development through Traffic Impact Mitigation Fees.

M-9.4 **Review of Improvement Costs.** The Town shall continue to review and adjust its transportation needs and the costs of those improvements on a periodic basis.

M-9.5 **Bicycle and Pedestrian System Funding.** The Town shall work with Federal, state, regional, and local agencies and any other available public or private funding sources to secure funding for the bicycle and pedestrian system.

Regional Coordination

Transportation systems are rarely focused solely within in a single community's boundaries, but typically require coordination between surrounding jurisdictions to ensure an interconnected and efficient system for travelers. In the case of Windsor, regional coordination is key to the overall success of transportation since many of the facilities, such as U.S. Highway 101 and the future SMART rail service, are operated by outside agencies. The policies in this section seek to improve regional transportation coordination to ensure an efficient system for all.

Goal M-10: Regional Coordination

Encourage continued coordination amongst local and regional transportation organizations to further opportunities for expanded transportation infrastructure and funding within Windsor and Sonoma County.

Policies

M-10.1 **Regional Transportation Coordination.** The Town shall continue to coordinate its transportation planning with regional agencies (i.e., Caltrans, Metropolitan Transportation Commission, and Sonoma County Transportation Authority) and nearby jurisdictions.

M-10.2 **Regional and Countywide Transportation Plans**. The Town shall continue to support regional and countywide transportation plans (e.g., Plan Bay Area, Sonoma County Comprehensive Transportation Plan) that make alternatives to automobile use a transportation system priority.

M-10.3 **Connecting Regional Transportation Systems.** The Town shall work with the Metropolitan Transportation Commission, Caltrans, Sonoma County Transit, SMART, and adjacent communities to improve Town roadways, pedestrian ways, bicycle facilities, and transit corridors to connect with neighboring and regional transportation networks and contribute to a regional multimodal transportation system.

M-10.4 **SMART Train Connectivity.** The Town shall work with adjacent communities, Sonoma County Transit, and SMART to assess transit options and provide facilities and services that efficiently move local and regional transit riders within and beyond Windsor.

For Policy M-10.4, see Implementation Program M-21: SMART Commuter Rail Coordination

M-10.5 **Windsor Bicycle and Pedestrian Master Plan Coordination.** The Town shall work with Sonoma County Transportation & Public Works, Regional Parks, Water Agency, SCTA, Sonoma Marin Area Rail Transit (SMART), and others to close existing facility gaps and ensure the Bicycle and Pedestrian Master Plan system is implemented, constructed, and maintained.

M-10.6 **Coordination on Transportation GHG Reduction.** The Town shall coordinate with the Sonoma County Transportation Authority (SCTA) and Regional Climate Protection Authority on regional transportation initiatives that help the Town and County achieve its greenhouse gas emission reduction goals.

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Public Facilities and Services

The Public Facilities and Services Element guides the overall provision of community facilities and services in Windsor. The Town is committed to providing safe, reliable and efficient services and utilities to all residents and businesses. The Town of Windsor embraces the concept of sustainability and leads by example by adopting sustainable practices in its municipal operations. The Town follows prudent fiscal policies and practices to ensure sufficient resources in times of economic downturn and other challenges. The Town also will continue to maintain adequate administrative service facilities in order to ensure efficient and convenient delivery of services to the community. Law enforcement and fire protection services implement health and safety standards to ensure a safe community for all, while building on successful partnerships with the Town and residents. Further enhancement of the parks and recreation system, accessibility to social services, and education at Windsor's distinguished schools, ensure a more active, healthy, and engaged community. The Environmental Resources Element contains additional policies related to energy efficiency and greenhouse gas reduction in municipal operations.

General Public Facilities and Services

The Town of Windsor and other agencies and organizations maintain a variety of public facilities and provide many public services to meet the needs of residents and businesses, including community facilities and recreation, water supply and delivery, wastewater collection and treatment, stormwater drainage, solid waste collection and recycling. Policies in this section guide the overall provision of public facilities and services in Windsor. Maintaining necessary levels of service with adequate funding for all facilities is paramount to meet the demands of existing and future residents and businesses.

Goal PFS-1: General Public Facilities and Services

Ensure the provision of adequate and efficient facilities and services that maintain service levels, are adequately funded, accessible, reliable, and strategically allocated.

Policies

PFS-1.1 **Capital Improvement Program.** The Town shall maintain the Capital Improvement Program (CIP) to ensure the implementation of the General Plan and the adequate and timely provision of public facility and municipal utility improvements.

For Policy PFS-1.1, see Implementation Program PFS-1: Capital Improvement Program

PFS-1.2 **High-Quality Service.** The Town shall continue to offer professional, high-quality service that meets the needs of residents and businesses.

PFS-1.3 **New Technology in Town Facilities.** As financially feasible, the Town shall incorporate new technology into public buildings and operations on an ongoing basis to increase productivity, reduce operating costs, enhance customer service, improve communication with residents and facilitate access to Town services.

PFS-1.4 **Efficient, Cost Effective Operations.** The Town shall continue to function efficiently in all its operations and activities and use revenues in a cost-effective manner.

PFS-1.5 **Sustainable Practices.** The Town shall serve as a role model to businesses and institutions regarding purchasing decisions that minimize the generation of waste, recycling programs that reduce waste, energy efficiency and conservation practices that reduce water, electricity and natural gas use, and fleet operations that reduce gasoline consumption.

PFS-1.6 **Energy Efficient Buildings and Infrastructure.** The Town shall continue to improve energy efficiency of Town buildings and infrastructure through efficiency improvements, equipment upgrades, and installation of clean, renewable energy systems to achieve climate action goals and reduce operating costs.

PFS-1.7 **Priority for Infrastructure.** The Town shall give high priority in capital improvement programming to funding rehabilitation or replacement of critical infrastructure that has reached the end of its useful life or has capacity constraints.

PFS-1.8 **Public Facility Master Plans.** The Town shall maintain and implement public facility master plans to ensure compliance with appropriate regional, State, and Federal laws; the use of modern and cost-effective technologies and best management practices; and compatibility with current land use policy.

PFS-1.9 **Public Facility Clustering.** The Town shall promote the clustering of public and quasi-public facilities (e.g., schools, parks, libraries, child care facilities, community activity centers), the joint-use of these facilities, and agreements for sharing costs and operational responsibilities among public service providers.

Water System

Water is a vital resource that allows a community to flourish and perform basic daily operations. The Windsor Water District provides potable water to the majority of residences and businesses within Town Limits, with the exception of a few older developments and mobile home parks that maintain private wells. The Town's potable water supply has been provided primarily from its wells in the Russian River Well Field, through a Sonoma County Water Agency (SCWA) Russian River water right, and a connection to the SCWA's aqueduct from which the Town purchases wholesale water. The Town owns five off-river groundwater wells, providing both potable and raw water. One of the five wells, the Esposti irrigation well, is active and the remaining four wells are inactive. The Town is a leader in the use of recycled water for irrigation of agricultural fields, recreational facilities, and landscaping in select residential neighborhoods. The Town also provide recycled water delivery to the Geysers Geothermal fields. Conservation efforts both locally and statewide are important to ensure a sustainable supply of clean drinking water. The policies in this section provide the basis for an efficient and reliable water supply system that adequately serves existing and future residents.

Goal PFS-2: Water System

Maintain the Town's water system in order to adequately serve existing residents, businesses, and future development.

Policies

PFS-2.1 **Water Master Plan.** The Town shall continue to maintain, implement and periodically update the Master Plan to ensure the reliability and efficiency of the Town's water distribution system.

For Policy PFS-2.1, see Implementation Program PFS-2: Water Master Plan

PFS-2.2 **Urban Water Management Plan.** The Town shall maintain the Urban Water Management Plan to adequately estimate projected water demands and supplies over the planning horizon for average and drought year conditions; and shall implement water supply projects to provide for a reliable supply during all water conditions.

For Policy PFS-2.2, see Implementation Program PFS-3: Urban Water Management Plan

PFS-2.3 **Water Supply and Infrastructure.** The Town shall ensure there is adequate water supply and infrastructure in place or that will be available prior to approving any new development.

For Policy PFS-2.3, see Implementation Program PFS-1: Capital Improvement Program

PFS-2.4 **Cost of New Infrastructure.** The Town shall require that costs of improvements to the water system that are necessary for new developments are financed by the property owner and/or developer, based on determination of nexus of impacts created.

PFS-2.5 **Recycled Water.** The Town shall continue to support the beneficial reuse of recycled water and the joint use of facilities including reservoir, distribution mains, and pumping facilities for the use of recycled water when such joint use benefits the environment.

PFS-2.6 **2020 Water Conservation Targets.** The Town shall achieve a 20 percent reduction in per-capita water use by 2020 consistent with the State's 20x2020 Water Conservation Plan.

PFS-2.7 **Water Conservation Enforcement**. The Town shall continue to enforce Town ordinances that prohibit excess water runoff and waste through applicable penalties and fees.

PFS-2.8 **Conservation Efforts.** The Town shall continue to require the use of water-conserving plumbing fixtures, such as low-flow toilets and showerheads, and water-efficient dishwashers and washing machines in all new development.

PFS-2.9 **Water Efficient Landscaping.** The Town shall require new development to incorporate and implement a whole systems approach to design, construction, installation and maintenance of the landscaping so as to result in water conserving, climate-appropriate landscapes, improved water quality and the minimization of natural resource inputs.

PFS-2.10 **Water Rights.** The Town, through the Windsor Water District shall continue to apply for its own Russian River water right that is currently under the Sonoma County Water Agency's (SCWA) water right with the State of California.

PFS-2.11 **Sustainable Groundwater Management Plan.** The Town and/or Windsor Water District shall participate as a Groundwater Sustainable Agency to develop and implement a plan to meet the requirements of the Sustainable Groundwater Management Act (SGMA).

For Policy PFS-2.12, see Implementation Program PFS-4: Water Shortage Contingency Plan

PFS-2.12 **Water Shortage Contingency Plan.** The Town shall provide a contingency plan to serve as a resource in the case of water supply interruption due to drought or other factors causing water shortage.

For Policy PFS-2.13, see Implementation Program PFS-5: Carbon-Free Water Plan

PFS-2.13 **Carbon-Free Water System.** The Town shall commit to the goal of operating a carbon free water system by 2030 and shall achieve this goal by implementing a work plan to diversify its energy portfolio and reduce its energy and fuel needs through efficiency and renewable energy production.

PFS-2.14 **Individual Meters for Multifamily Development.** The Town shall require new, multifamily residential development to install individual water meters for each residential unit and for each non-residential building.

PFS-2.15 **Water Service Outside UGB.** The Town, through the Windsor Water District, shall ensure that water service to areas within and outside of the Town's Urban Growth Boundary are consistent with the Town's Urban Water Management Plan and predicated on implementation of best management practices including, but not limited to, use of recycled water where available, water efficient landscaping, and other water efficiency measures, as feasible and appropriate, to ensure maximum water conservation and best use of the Town's limited potable water supply.

Wastewater and Water Reclamation System

Windsor Water District owns and operates a sewer collection system, a Wastewater Treatment Plant and reclamation facilities that serve users within the Town limits, agricultural users in the county, and the Geysers pipeline. The wastewater is collected through the sanitary sewer system and is then treated, recycled and/or discharged to Mark West Creek, a tributary to the Russian River. The policies outlined in this section are set to ensure an operational and adequate wastewater and reclamation system for existing and future development.

Goal PFS-3: Wastewater and Water Reclamation System

Operate and maintain the Town's sanitary sewer system, wastewater treatment plant and reclamation facilities to provide adequate capacity for existing residents, businesses and future development.

Policies

PFS-3.1 **Wastewater System Capacity.** The Town shall provide sufficient wastewater conveyance, storage, and pumping capacity for peak sewer flows and infiltration.

For Policy PFS-3.1, see Implementation Program PFS-1: Capital Improvement Plan and Implementation Program PFS-6: Wastewater Treatment Master Plan

PFS-3.2 **Wastewater Treatment Master Plan.** The Town shall maintain and implement the Master Plan for Wastewater Treatment, Storage, and Disposal to acknowledge the rate, amount, and location of development projected for Windsor.

For Policy PFS-3.2, see Implementation Program PFS-6: Wastewater Treatment Master Plan

PFS-3.3 **Collection System Master Plan.** The Town shall maintain and implement a Master Plan for a sewer collection system network that provides for sanitary sewer flows, including inflow and infiltration, from existing residents, businesses and future development.

For Policy PFS-3.3, see Implementation Program PFS-8: Collection System Management Plan

PFS-3.4 **Wastewater Treatment Plant Capacity.** The Town shall continue to monitor wastewater treatment capacity to ensure compliance with the Town's NPDES waste discharge permit and to provide sufficient treatment capacity for new development.

For Policy PFS-3.4, see Implementation Program PFS-1: Capital Improvement Plan and Implementation Program PFS-6: Wastewater Treatment Master Plan

PFS-3.5 **Wastewater Treatment Standards.** The Town shall ensure that treated wastewater complies with the Town's NPDES waste discharge permit regarding reclamation, recycled water landscape irrigation and land application.

PFS-3.6 **Wastewater Reclamation and Beneficial Reuse.** The Town shall continue to maximize the beneficial uses of treated wastewater to the extent practicable, in accordance with the standards and policies of the Regional Water Quality Control Board (RWQCB).

For Policy PFS-3.3-3.6, see Implementation Program PFS-6: Wastewater Treatment Master Plan

PFS-3.7 **Trunk Sewer Plan.** The Town shall implement and update as necessary, the Trunk Sewer Plan for Wastewater Collection to reflect the rate, amount, and location of development projected for Windsor.

For Policy PFS-3.7, see Implementation Program PFS-1: Capital Improvement Plan and Implementation Program PFS-10: Trunk Sewer Plan

For Policy PFS-3.8, see Implementation Program PFS-7: Sanitary Sewer Management Plan

For Policy PFS-3.9, see Implementation Program PFS-1: Capital Improvement Plan

PFS-3.8 **Sanitary Sewer Management Plan.** The Town shall maintain and implement a Sewer System Management Plan (SSMP), which will serve as a reference and guidelines for the Town's sanitary sewer system management practices for the purpose of reducing and preventing sanitary sewer overflows to *Waters of the State*.

PFS-3.9 **Collection System Remedial Measures.** The Town shall implement the measures identified in the Settlement Agreement regarding the sanitary sewer system and flow equalization ponds.

PFS-3.10 **Recycled Water Plan.** The Town shall maintain and implement a Recycled Water Plan to expand recycled water use as a potable offset, throughout the Windsor Water District including the east side of town; to provide for additional recycled water storage.

PFS-3.11 **Cost of New Infrastructure.** The Town shall require that costs of improvements to the wastewater and water reclamation system that are necessary for new development are financed by the property owner or developer, based on determination of nexus of impacts created.

PFS-3.12 **Soil Investigations for Septic Systems.** For new Rural Residential (RR) development or other residential development projects not connected to the sewer system and requiring the use of septic tanks or alternative wastewater disposal systems, the Town shall require that a soil investigation be submitted for review and approval that demonstrates the capability of the underlying soils to support the use of septic tanks or alternative wastewater disposal systems.

Stormwater Management



Stormwater drainage is essential for limiting excess water runoff and discharge into waterways. The Town does not operate a separate drainage system that treats stormwater. Instead, runoff from impervious surfaces is channeled directly into local waterways. In an effort to reduce runoff and water quality impacts to the waterways, the Town encourages Low Impact Development (LID) and Best Management Practices (BMPs) as mitigation. The policies in this section promote the mitigation of stormwater runoff through collection, drainage, and sustainable practices. Additional policies to protect water quality are covered in the Environmental Resources Element.

Goal PFS-4: Stormwater Drainage

Improve the Town's stormwater drainage system to reduce excess runoff, reduce impacts to water quality, and protect environmentally sensitive areas.

Policies

PFS-4.1 **Stormwater Management Plan.** The Town shall maintain and implement a Stormwater Management Plan, which is designed to protect water quality through implementation of best management practices for stormwater runoff from development.

For Policy PFS-4.1, see Implementation Program PFS-11: Stormwater Management Plan and Implementation Program PFS-12: Best Management Practices (BMP)

PFS-4.2 **Flood Control.** The Town shall develop and implement a Storm Drain Master Plan for the storm drainage system network that provides for sufficient capacity for stormwater runoff from existing and future development and addresses flooding in low-lying areas.

For Policy PFS-4.2, see Implementation Program PFS-13: Storm Drain Master Plan

PFS-4.3 **Low Impact Development.** The Town shall provide requirements for Low Impact Development (LID) techniques for reducing pollutants in stormwater from new development and reconstruction projects and implement LID in conjunction with the policies specified by the State Water Resources Control Board (SWRCB) and National Pollutant Discharge Elimination System (NPDES) Permit regarding stormwater runoff, treatment and collection.

Low Impact Development (LID) is a design approach intended to manage stormwater runoff. LID emphasizes conservation and use of on-site natural features to protect water quality using bio-swales, rain barrels, and vegetated buffers.

PFS-4.4 **Education on Stormwater Runoff Effects.** The Town shall encourage educational opportunities for citizens regarding stormwater runoff, its impacts to water quality, and strategies to mitigate impacts.

PFS-4.5 **Construction Activities and Grading Effects on Water Quality.** The Town shall develop and implement policies that support erosion control and reduce water quality impacts resulting from grading and construction activities.

For Policy PFS-4.5, see Implementation Program PFS-14: Construction Activities and Grading Guidelines



PFS-4.6 **Improve Creek Health.** The Town shall develop and implement policies that support maintaining creek hydraulic capacity and improve creek health by reducing impacts from development, formal landscaping in creek embankments, and trash and debris accumulation near creek areas.

Solid Waste and Recycling

The Town, through its franchise hauler, provides solid waste, recycling, and composting services for residential, commercial, and industrial areas, with weekly curbside pickup. Hazardous waste collection and disposal is provided by the Sonoma County Waste Management Agency. Currently (2017) all waste is disposed at the Healdsburg Transfer Station before processing. The policies in this section promote the reduction of solid waste, quality of service provided by local waste management, and a greater emphasis on recycling.

Goal PFS-5: Solid Waste and Recycling

Curtail excess waste entering local landfills through waste management and recycling.

Policies

PFS-5.1 **Waste Management.** The Town shall continue to improve its solid waste management system through emphasis on waste prevention, reuse, recycling, composting, and disposal.

PFS-5.2 **Waste Collection.** The Town shall continue to provide convenient and cost-effective waste collection.

PFS-5.3 **Reduce Municipal Solid Waste.** The Town shall reduce municipal solid waste generation by employing a wide range of innovative techniques, including electronic communications to reduce paper usage and buying products with less packaging or in bulk, where feasible.

PFS-5.4 **Curbside Collection.** The Town shall encourage the community to participate in single family residential and multi-family residential annual curbside collection opportunities.

PFS-5.5 **Hazardous Materials.** The Town shall eliminate hazardous waste from entering local landfills.

PFS-5.6 **Recycling Collection.** The Town shall require all projects, except for single family residential, to provide sufficient and accessible space for the storage and collection of recyclable materials and organic waste separate from, and in addition to, space for refuse storage and collection.

PFS-5.7 **Recycling Outreach.** The Town shall implement recycling and proper waste disposal outreach and education to residents, local schools, and businesses.

PFS-5.8 **2020 Recycling Target.** The Town shall support efforts to recycle at least 75 percent of solid waste by 2020 (AB 341) and shall work with the Town's franchise waste hauler and regional waste authorities toward a goal of 90 percent waste reduction.

Law Enforcement

The Windsor Police Department plays a critical role in keeping the community safe, currently through staffing levels (2016) providing protection with 23 full time employees, 17 sworn officers, including three sergeants, one chief. Windsor's law enforcement has been staffed through an agreement with the Sonoma County Sheriff's Office since the Town's incorporation; the most recent 10-year contract extension is for provision of services through 2018. The policies in this section are meant to strengthen the partnership between the Police Department and residents, ensure an adequate number of officers for the town's population, and improve on the safety of Windsor residents, businesses, and visitors.

Goal PFS-6: Law Enforcement

Provide high quality public safety services to ensure a safe community for all in Windsor.

Policies

PFS-6.1 **Staffing Benchmark.** The Town shall strive to ensure that law enforcement operations are expanded as the Town's population increases by establishing benchmark standards for evaluating the quality of law enforcement services on an annual basis.

PFS-6.2 **Safety Education.** The Town shall continue to educate the public about crime prevention through programs like the Neighborhood Watch Program within residential areas, the Business Watch Program within commercial and industrial areas, and the Park Watch Program within the community and regional parks.

PFS-6.3 **Guidelines for Crime Prevention Through Environmental Design.** The Town shall develop guidelines for incorporating components of Crime Prevention Through Environmental Design during review of new development applications to minimize opportunities for crime to occur.

For Policy PFS-6.3, see Implementation Program PFS-15: Guidelines for Crime Prevention Through Environmental Design

PFS-6.4 **Law Enforcement Partnership with Schools**. The Town shall continue to maintain a strong partnership with local schools through programs such as the School Resource Office and the Windsor Youth and Family Services.

PFS-6.5 **Community Engagement.** The Town shall encourage law enforcement to work cooperatively with businesses, community-based organizations, and other government agencies to preserve the overall quality of life in the Town of Windsor.

Fire Protection and Emergency Services

The Windsor Fire Protection District (WFPD), which provides fire protection and emergency medical services in Windsor, is a subsidiary of the Central Fire Authority of Sonoma County. The WFPD provides fire response and emergency medical service to a majority of the town, with the exception of the Shiloh Road area, which is served by Rincon Valley Fire District – also part of the Central Fire Authority of Sonoma County. WFPD has two fire stations located within Town Limits strategically placed on either side of U.S. Highway 101. The District is comprised of one Fire Chief, one Fire Marshal, six fire captains, and six engineer firefighters. The policies in this section are meant to ensure an adequate number of firefighters to serve the town's population, and improve on the safety of Windsor residents, businesses, and visitors.

Goal PFS-7: Fire Protection and Emergency Services

Provide high quality fire and emergency response to prevent the loss of life, injury, and property.

Policies

PFS-7.1 **Insurance Services Office (ISO) Rating.** The Town shall seek to maintain the existing Insurance Services Office (ISO) rating of 3 within Town limits.

PFS-7.2 **Fire Response Time Goal.** The Town shall strive to maintain a five-minute fire suppression response time throughout the Sphere of Influence.

PFS-7.3 **Interagency Coordination.** The Town should coordinate with Windsor Fire Protection District and with Rincon Valley Fire Protection District regarding the provision of fire suppression services.

PFS-7.4 **Application Review.** To minimize fire hazards, firefighting personnel should be routinely involved in the review of new development applications. In particular, the Town should review development applications for the adequacy of emergency access, street widths and turning radii, fire hydrant locations, fire flow requirements, and water storage and pressure needs.

PFS-7.5 **Fire Prevention.** The Town shall require all development to provide onsite fire suppression measures and/or management of surrounding vegetation to provide minimum clearance between the structure and the vegetation.

PFS-7.6 **Emergency Response Coordination.** The Town shall continue to provide for a coordinated approach to paramedic-level emergency using firefighters and paramedics.

PFS-7.7 **Operational Area Emergency Partnership. The** Town shall continue to coordinate with the Sonoma County Operational Area Emergency Council to develop and ensure emergency preparedness procedures and guidelines for the region.

PFS-7.8 **Emergency Center Siting.** The Town shall ensure critical facilities such as fire, police, and emergency response facilities, not be sited in areas subject to ground rupture and severe ground shaking from earthquakes, and flooding during a 100-year storm, unless there are no practicable alternative sites.

Franchise Utilities

Utility service is a daily necessity that Town businesses and residents rely on for gas, electric, and telecommunication services. The Town has made great strides through partnerships with local and regional utility providers to ensure an efficient system to adequately serve the community. The policies in this section seek to build upon these partnerships to create a safe and resilient utility network for future residents of the Town. Policies related to energy conservation are included in the Environmental Resources Element.

Goal PFS-8: Franchise Utilities

Provide a safe, adequate, and reliable utility network.

Policies

PFS-8.1 **Undergrounding.** The Town shall require that utility distribution and transmission lines for all new development be placed underground except for high voltage power lines and except in those specific areas where undergrounding of existing overhead lines for the entire area is deemed by Council to be impractical. See also Policy PHS-4.9.

PFS-8.2 **Transmission Line Placement.** The Town shall encourage the use of existing transmission corridors for new lines, except in the case of electrical transmission lines over 500 kV, which for safety reasons shall be separated from existing corridors by at least 500 yards.

PFS-8.3 **Community Choice Aggregation (CCA).** So long as a local CCA entity is viable, The Town shall continue to participate in the regional Community Choice Aggregation Program to provide customers a choice of power providers and green energy options.

Parks and Recreation

Windsor has an abundance of high quality recreational areas, facilities, parks, streetscapes and open spaces. The Town has 19 parks totaling over 110 acres and has access to three regional parks owned and operated by Sonoma County. Approximately 45 acres of athletic fields, turf and landscapes in 6 parks are irrigated with recycled water. The Parks and Recreation Department oversees all park development, operations and maintenance, including recreational programs and special events. The policies in this section seek to build upon the success of Windsor and its recreational opportunities by promoting adequate accessibility, siting, and development standards for parks and recreation programs to ensure a robust and sustainable parks and recreation system for all residents and visitors. The Environmental Resources Element contains additional policies to promote appropriate public access to creeks, wetlands, and other natural areas.

Goal PFS-9: Parks and Recreation

Provide a high quality and diversified park system, including recreational programs and cultural events, to enrich the quality of life for all Windsor residents and visitors.

For Policy PFS-9.1, see Implementation Programs PFS-1: Capital Improvement Program, PFS-16: Parks and Recreation Master Plan, and Implementation Program PFS-17: State Grants for Parkland Acquisition

For Policy PFS-9.2, see Implementation Program PFS-17: State Grants for Parkland Acquisition

For Policy PFS-9.3, see Implementation Program PFS-1: Capital Improvement Program

For Policy PFS-9.6, see Implementation Program PFS-17: State Grants for Parkland Acquisition

Policies

PFS-9.1 **Parks and Recreation Master Plan.** The Town shall maintain, implement and periodically update the Parks and Recreation Master Plan, to ensure the recommended parks, facilities and programs are funded and adequately serving the population.

PFS-9.2 **Park System.** The Town shall strive to provide high quality, integrated and functional system of parks.

PFS-9.3 **Connectivity.** The Town shall encourage the connection of parks, including County parks, creek network, recreation facilities, and schools via off-street bicycle and pedestrian trails.

PFS-9.4 **Accessibility.** The Town should ensure equitable and convenient access to parks and open space within a 5-minute walk for all Windsor residents.

PFS-9.5 **Park Standard**. The Town shall provide five acres of parkland per 1,000 population, in which 2.5 acres should be dedicated to neighborhood parks and 2.5 acres dedicated to community parks, in order to meet the community's needs for active and passive recreation.

PFS-9.6 **Park Facilities.** The Town shall encourage the development of facilities that foster active participation, are accessible, and affordable.

PFS-9.7 **Special Service Facilities.** The Town shall provide special service facilities that serve a single recreation function, the recreational needs of a special population, and/or indoor recreational facilities. These facilities should be on or adjacent to parks or existing school sites. Other facilities desirable in Windsor include, but are not limited to:

a. Aquatic Center, pool, or splash pad

b. Multi-use Recreation Center or Gym

c. Trails, Walking, and Biking Paths

d. Restrooms

e. Dog Parks

f. Tennis Courts/Pickleball

g. Scooter, BMX Area, or additional Skate Park

h. Community Gardens

PFS-9.8 **Park and Recreation Programming.** The Town shall continue to build and sustain partnerships to provide program expansion, use of existing spaces for activities, share resources and pursue opportunities for joint programming related to wellness programs, nutrition, health, and sports exercise.

For Policy PFS-9.9-9.10, see Implementation Program PFS-17: State Grants for Parkland Acquisition

PFS-9.9 **Park Service Areas.** The Town shall strive to prioritize the provision of additional park space in underserved areas with a goal of a service area between ¼ to ½ mile.

PFS-9.10 **Park Level of Service.** The Town shall strive to maintain existing resources at a desired service level for community purpose.

PFS-9.11 **Park Siting.** The Town shall require any new sites being considered for development as a park should meet the following usability standards:

a. The topography and land configuration should be suitable to accommodate the park's proposed uses.

b. The site should have or be able to handle safe pedestrian and bicycle access.

c. The site should be visible from the street to enhance enjoyment of the park by people driving by and to facilitate informal surveillance by nearby residents to deter crime.

d. Noise generated by park use should be mitigated to avoid disturbing adjacent residents.

e. Lighting should be designed to limit light and glare impacts on adjacent residents.

f. New parks should be buffered from adjacent residents through the use of fences, landscaping, or other means., to prohibit undesired access to private property.

g. Where possible, park perimeters should be adjacent to a public road so that nearby development can provide eyes on the park. Locating park perimeters adjacent to blank walls, garages, and rear yard fences should be avoided because they do not provide the eyes on the park needed for public safety.

PFS-9.12 **Park Dedication.** The Town shall require a dedication of land and/or contribution of in-lieu fees to meet the park requirements for all new residential subdivisions in Windsor. The total contribution shall be equivalent to the provision of 5 acres of land for each 1,000 persons projected to live in the proposed development. Land area for park dedication shall be based on net acreage excluding any streets. Any park or recreation facility constructed as part of a private development and intended solely for use by residents of the development, is not considered a public park, and the property owner/developer will still be required to contribute in-lieu park fees or land. Privately owned parks shall be maintained by property owner/developer.

PFS-9.13 **Joint School Facilities.** The Town shall encourage new parks to be located next to school sites in order to maintain and expand Master Joint Use Agreement with the Windsor Unified School District to allow for joint use of combined school/park facilities.

PFS-9.14 **Park Revenue.** The Town shall secure annual adequate funding for park maintenance, while considering revenue-generating opportunities in developing and managing park and recreation facilities.

PFS-9.15 Trail Maintenance. The Town shall encourage the establishment, maintenance, and long-term security of continuous trails and sites for related amenities.

PFS-9.16 Park Maintenance. The Town shall continue to increase maintenance efficiencies for parks and facilities.

For Policy PFS-9.17, see Implementation Program PFS-1: Capital Improvement Program

PFS-9.17 Creekside Development. The Town shall encourage appropriate creekside areas be developed for linear parks, recreation, trails, and other public uses consistent with public safety and neighborhood security and taking into consideration a design that would minimize water quality impacts to sensitive areas.

PFS-9.18 Access to Public Waterways and Wetlands. The Town shall encourage public access to stretches of publicly owned creeks as well as privately-owned wetlands, where appropriate and consistent with sound resource management practices. Such access should include walking and biking trails and interpretative markers wherever possible.

PFS-9.19 Community Engagement. The Town shall continue to solicit community participation from all ages and socio-economic demographics in evaluating and planning park and recreation facilities, major renovations, program expansions, and services.

PFS-9.20 Keiser Park Master Plan. The Town shall implement the Keiser Park Master Plan, based on community input, to accommodate an Aquatics Center, multi-generational Community Center, and expansion of parkland.

PFS-9.21 Landscape and Lighting District Escalation Clause. The Town shall incorporate escalation clauses in all future landscape and lighting districts to keep pace with inflation and maintain the service level required to sustain buildings and facilities.

PFS-9.22 Landscape and Lighting District Assessment. The Town shall reassess the long-term viability of Landscape and Lighting Districts without escalator clauses and how the deficit will be addressed. As part of the assessment, the Town shall consider seeking modification of existing Landscape and Lighting Assessment Districts to include escalation clauses and one-time adjustments to address costs of new community facilities.

PFS-9.23 Creation of HOA's for Park Maintenance. The Town shall work with Community Development to encourage the formation of HOAs and assessment districts in new developments to provide maintenance of new neighborhood parks and landscaping.

Education and Libraries

The Town of Windsor is served by the Windsor Unified School District (WUSD) which operates eight schools, including two charter schools. There is also a private school located in the Town. The WUSD employs over 450 people, including over 230 teachers. The Windsor Regional Library is one of 13 branches within the Sonoma County Library system and provides education activities, reading, and writing programs for children and adults. Policies in this section support the continued partnership between the Town and the WUSD, the development of new schools for existing and future growth areas, and the replacement of the existing Windsor Regional Library with a facility suited to meet the current and projected demographics and needs of its service area.

Goal PFS-10: Education and Libraries

Provide Windsor with distinguished schools, programs, and learning opportunities.

Policies

PFS-10.1 **WUSD Partnership.** The Town shall continue to confer with and work jointly with the Windsor Unified School District to ensure the adequacy of sites for schools.

PFS-10.2 **School District Siting and Design Criteria.** The Town shall encourage the Windsor Unified School District to consider the following siting and design criteria in the development of new schools:

a) centrally located within or adjacent to residential neighborhoods and within the projected attendance area to minimize walking distances and the number of students who would have to cross a major street to reach the school;

b) located with direct access to an existing or planned Crosstown Street, as well as direct or indirect access to a second road with approximately 50 percent of the perimeter adjacent to a public road whenever possible;

c) conveniently and safely accessible by pedestrians and bicyclists; and

d) use of recycled water, solar panels, and other methods for conserving water and energy;

The Town shall encourage the School District to take into account the EPA School Siting Guidelines when considering the location and design of new schools

Windsor is a member of the Sonoma County Library Joint Powers Authority (JPA) and owns the Windsor Regional Library building, which is leased, staffed, and operated by the JPA and serves Windsor as well as Larkfield and Wikiup.

PFS-10.3 **School District Facility Planning.** The Town shall continue to forward all residential development proposals to the School District for review with regard to school capacity and potential school sites. For any proposed development project, if the School District reports that any school serving that project will be unable to accommodate students from the development project, as shown on a School Facility Plan approved by the School District's governing board and filed with the Town Clerk, then the project shall not be considered for approval by the Planning Commission until a report prepared by the Town's Community Development Director is presented to the Commission and Town Council disclosing potential impacts on the School District and future availability of schools and school sites, including financing ability, to serve the project.

PFS-10.4 **New Library.** The Town shall encourage the replacement of the existing Windsor Regional Library in Downtown adjacent to existing public facilities, parks, schools, and/or the government center through the Library JPA facilities maser planning process, in order to concentrate community activity and cultural attractions near the Civic Center and co-locate uses for cost-effective and efficient use of parking and civic infrastructure.

Arts and Culture

Windsor has an eclectic history centered on agriculture and its rural roots as a small farming community. While Windsor has evolved into a diverse town thriving on innovation and ingenuity, it has preserved its history and culture. The Town has embraced its heritage through public art, music, educational programs, and cultural events. The policies in this section promote the continuation of art, music, and cultural events in Downtown and throughout the community, and the development of public and civic spaces for the community to come together and celebrate its heritage.

Goal PFS-11: Arts and Culture

Provide Windsor residents and visitors access to the arts, music, and cultural events and programs.

Policies

PFS-11.1 **Special Events.** The Town shall continue to encourage community and regional events and festivals on the Town Green, Keiser Park and other public facilities that highlight the culture and heritage of Windsor.

PFS-11.2 **Community Public Art.** The Town shall encourage high quality public art throughout Town business areas including Downtown, in addition to public spaces, parks, and trails.

PFS-11.3 **Art in Parks.** The Town shall encourage opportunities for art, interpretive elements, and education in parks, to the extent feasible.

PFS-11.4 Civic Center. The Town shall encourage the development of a multi-purpose community event space in the heart of Downtown Windsor to host community meetings, cultural events, community theater, and art and music programs as outlined through the Civic Center Visioning Study.

PFS-11.5 Cultural Institutions and Programs. The Town shall continue to encourage outreach and partnerships with community organizations, art and cultural groups, and local businesses to attract cultural institutions and art programs.

PFS-11.6 Public Art in New Development. The Town shall encourage private commercial development to include public art.

PFS-11.7 Community Engagement. The Town shall encourage community engagement in public art selection (i.e., Public Art Advisory Committee).

PFS-11.8 Historical Resources. The Town shall continue to preserve and maintain public historic structures such as the Hembree House Museum and Cunningham House.

Social Services

Windsor supports the provision of social services, including child care, food banks, shelters, and employment assistance. This is to ensure residents have access to the best possible care. This is achieved through partnering with local and regional non-profit organizations focusing on enriching the lives of those who live in Windsor. The policies in this section promote continued outreach to provide access to quality health and services.

Goal PFS-12: Social Services

Encourage health and social services to be accessible to all residents.

Policies

PFS-12.1 Support Social Services. The Town shall support and encourage Sonoma County and non-profit organizations to provide essential social services and shall ensure that populations in need of social services, including seniors, are aware that services and resources are available in the community by assisting in publicizing information on available programs.

PFS-12.2 Childcare Facilities. The Town shall encourage the development of childcare facilities, both family day care homes and child care centers (recreation and licensed), that are conveniently accessible to residents in all neighborhoods.

PFS-12.3 Childcare in Non-Residential Areas. The Town shall encourage the development of childcare facilities within commercial and light industrial land use areas to meet the child care needs of employees and residents.

For Policy PFS-12.2-12.3, see Implementation Program PFS-18: Childcare Facilities

PFS-12.4 **Program Development.** The Town shall encourage Sonoma County, the North Sonoma County Healthcare District as applicable, Windsor Wellness Partnership, and non-profit organizations to develop programs and facilities that meet unserved social needs, with particular emphasis on general medical and health, the homeless, childcare, and elderly care.

PFS-12.5 **Providing Employment.** The Town shall encourage Sonoma County and non-profit organizations to cooperate with appropriate institutions and agencies to provide job opportunities for economically, physically, and socially disadvantaged residents.

PFS-12.6 **Support Volunteer Programs and Local Service Clubs.** The Town shall support volunteer programs and local service clubs and use volunteer services as a community engagement and outreach tool.

Environmental Resources

The Town of Windsor places a high value on environmental resources and is committed to the protection of its open space, agricultural lands, wildlife and habitat, water, air, mineral resources, and scenic vistas. The Town is also home to significant cultural and historical resources that enrich the lives of residents by connecting the Town to its history. This Element addresses the preservation and protection of environmental and cultural resources. It also expresses the Town's greenhouse gas (GHG) emission reduction goals and outlines policies that will guide the Town's efforts to reduce GHG emissions and curtail the impacts of climate change. The Land Use and Community Design Element, Public Facilities and Services Element, Public Health and Safety Element contain additional policies related to open space and agricultural land preservation, energy efficiency, climate change adaptation, and the protection of water resources.

Open Space

Open space is any area of land or water that is essentially unimproved and designated as such for the preservation of natural resources, the managed production of natural resources, outdoor recreation, and public health and safety. The major open space resources in and around Windsor include extensive acres of agricultural lands, the surrounding oak-dotted hillsides and ridgelines, and the Russian River and its tributaries. Within the Town are natural waterways with quality creekside vegetation and habitat, significant stands of oak woodlands, vernal pools with sensitive plant species, limited areas of prime agricultural soils, and scenic views toward the rolling hillsides. Open Space is a highly valued resource by Windsor Residents and has potential use for many different purposes, including wildlife habitat, food production, tourism, floodplain management, scenic value, and recreation. The intent of this section is to wisely manage open space areas, permitting access where no destruction will occur to the natural or cultural value of an area, and encouraging public education and participation in the protection of natural and cultural resources.

Goal ER-1: Open Space

Preserve open space land for the continuation of commercial agricultural and productive uses, the protection and use of natural resources, the enjoyment of scenic beauty and recreation, and the protection from natural hazards.

Policies

ER-1.1 **Open Space Preservation.** The Town shall seek to preserve open space resources (i.e., productive farmlands, outdoor recreation areas, biological habitats, visually prominent landforms, Alquist-Priolo Special Study Zones, and flood hazard areas) through avoidance of development in these areas.

ER-1.2 **Sensitive Habitat Preservation.** The Town shall encourage the preservation of sensitive environmental habitat areas, such as oak woodlands, productive farmlands, riparian (creekside) corridors, and important wildlife movement corridors through measures such as clustering development and conservation easements.

ER-1.3 **Reducing Development in Significant Threat Areas.** The Town shall ensure that areas that pose significant threats to public health and safety, such as steep slopes, regulatory floodways, and the Alquist-Priolo Special Study Zone, are pre-dominantly maintained as open space.

ER-1.4 **Open Space Regional Coordination.** The Town shall continue to encourage and coordinate with Sonoma County, the Sonoma County Agricultural Preservation and Open Space District, and the Sonoma Land Trust in the preservation of open space resources outside the Town.

For Policies ER-1.3, 1.4, 1.5, and 1.8 see Implementation Program ER-1: Interjurisdictional Coordination

ER-1.5 **Community Separators.** The Town shall generally support the Sonoma County designations of community separators on the Town's northern and southern periphery by excluding these areas from the Town's proposed Sphere of Influence, unless the Town has substantial evidence to suggest that these areas should be removed from the community separators.

ER-1.6 **Access to Open Space Resources.** The Town shall strive to ensure that the public has adequate accessibility to experience and appreciate open space resources.

ER-1.7 **Open Space Protection Techniques.** The Town shall employ a variety of techniques to protect open space resources, including land acquisition, conservation easements, dedications and property owner/developer exactions, and impact mitigations. Expenditure of public funds should be considered only when the primary intent of the open space is for a public land use that will benefit the entire community and where future development may preclude the use of large areas deemed appropriate for recreational opportunities.

ER-1.8 **Potential Visual Impacts from Development in Unincorporated Areas.** The Town shall continue to review development proposals within the unincorporated portion of its Planning Area that occur within the County's Scenic Landscape Units, the community separators, and along ridgelines and to request appropriate design refinements or mitigations for visual impacts triggered by the development proposal.

Agricultural Lands

Agricultural lands add to the quality of life in Windsor and contribute to the small-town character and local economy. The Town is surrounded by large areas of productive farmlands capable of producing a wide variety of crops. Areas to the east and southwest of the town, as well as the Russian River floodplain, are extremely productive areas for premium wine grape vineyards. To the north, south, and east of the town, the predominant agricultural uses are pasture, grazing, and crop production. Because the majority of Windsor's high-quality farmland is located near developed areas, non-farm residences and other forms of urban development could be exposed to agricultural operations. Community opinion surveys have consistently found strong support for agricultural land preservation. The policies in this section are designed to encourage the continued operation of agricultural lands; in and around Windsor.

Goal ER-2: Agricultural Lands

Encourage the ongoing use of land for productive agriculture.

Policies

ER-2.1 **Agricultural Lands.** The Town shall encourage the County to limit use of State-designated important farmlands and prime soils outside the Urban Growth Boundary to agriculturally-based activities in recognition that prime agricultural land (defined as Class I and II soils by the U.S. Soil Conservation Service) is an irreplaceable natural resource.

ER-2.2 **Agricultural Buffers.** Proposed new development that would be adjacent to existing agricultural properties should include buffers onsite to protect the continued viability of the neighboring agriculture and to minimize adverse effects of agricultural operations. If the existing agricultural property lies outside the Urban Growth Boundary, then the onsite buffer should be permanent and composed of predominantly native and low water-using species, or other appropriate perimeter screening should be required. The Town should allow and encourage the productive use of buffers for appropriate uses, where legally permissible, such as bike trails, rather than requiring buffers to be idle open space. The size of the buffer will be determined by parcel specific review for all new development adjacent to agricultural property, with a width not to exceed 200 feet. If however, the existing agricultural property lies inside the Urban Growth Boundary and is anticipated to be converted to another non-agricultural use designation according to the General Plan, then the buffer would be temporary. When the interim agricultural area is converted to the nonagricultural use designation, the intermediate buffer area may convert to its underlying land use designation.

ER-2.3 **Disclosure of Agricultural Activity.** The Town shall continue to require that new development adjacent to commercial agricultural uses be informed of the routine practices and operations that are associated with agriculture. Avoiding any nuisances or impacts resulting from the agricultural activities should be the responsibility of the new, proposed development.

For Policy ER-2.3 see Implementation Program ER-3: Right to Farm Disclosure

ER-2.4 **Agricultural and Open Space Preservation.** The Town shall support and advocate efforts by the Sonoma County Agricultural Preservation and Open Space District, the Sonoma Land Trust and other public agencies or public-benefit organizations to acquire easements to preserve non-urban lands for open space and agriculture in the Windsor Planning Area.

Water Resources

Clean water is essential in sustaining present and future generations, as well as, fisheries, plants, and animals that are a part of the ecosystem. Policies in this section guide development and infrastructure practices to ensure protection of surface water and groundwater quality from runoff and pollution.

Goal ER-3: Water Resources

Protect, manage, and improve natural creek habitats and the quality of the Town's surface water and groundwater resources.

Policies

ER-3.1 **Preservation of Waterways.** Whenever possible, creeks should be conserved in, or restored to, their natural states to carry storm waters, to maintain a natural appearance, and to protect fisheries. Portions of the channels that have been significantly altered for flood control should still be used for urban open space.

ER-3.2 **Development Along Creeks.** The Town shall protect, preserve, and improve creeks by requiring that development activities along creeks be conducted using Low Impact Development (LID) principles, appropriate creek setbacks, and Best Management Practices that seek to minimize the discharge of sediments and urban pollutants into the waterways and that are consistent with the NPDES permit.

ER-3.3 **Creek Maintenance.** The Town shall manage and improve Windsor's natural creek system as an important natural, fishery, and visual resource by maintaining the creeks in their natural state, encouraging their incorporation into a trail system, and keeping them free and clear of debris, refuse and other man-made pollutants.

ER-3.4 **State and Federal Water Quality Programs.** The Town shall actively support its stormwater NPDES permit by developing and implementing programs for improving and maintaining water quality.

ER-3.5 **Coordination of Water Standards and Management.** The Town should actively support Federal and State laws pertaining to the Clean Water Act, Porter-Cologne Water Quality Control Act, and Sustainable Groundwater Management Act in attainment of water quality standards and management of surface water and groundwater.

ER-3.6 **Abandonment of Wells.** The Town shall continue to properly abandon municipal wells that are no longer serving back-up or monitoring roles and shall continue to cooperate with Sonoma County on the proper abandonment of private wells by private property owners in order to eliminate a potential pathway to contaminate the groundwater.

Air Quality

Air quality is an important environmental resource that influences public health, welfare, and quality of life. The term "air quality" refers to concentrations of various pollutants in the atmosphere within a specific location. Air quality conditions at a particular location are a function of the type and amount of air pollutants emitted into the atmosphere, the size and topography of the regional air basin, and the prevailing weather conditions. Air pollutants have the potential to adversely impact public health, the production and quality of agricultural crops, native vegetation, visibility, buildings, and other structures.

A small area within the Town of Windsor is within the North Coast Air Basin (NCAB) which is under the jurisdiction of the Northern Sonoma County Air Pollution Control District (NSCAPCD); however, the majority of Windsor is within the San Francisco Bay Area Air Basin (SFBAAB) and is under the jurisdiction of the Bay Area Air Quality Management District (BAAQMD). BAAQMD prepared the Bay Area 2010 Clean Air Plan (CAP) to improve Bay Area air quality and protect public health, the purpose of which was to reduce emissions and decrease ambient concentrations of harmful pollutants, reduce exposure to air pollutants, protect communities that are most heavily impacted by air pollution, and reduce greenhouse gas (GHG) emissions. While the BAAQMD imposes numerous regulations to deal with stationary and mobile sources of air emissions, there is more that the Town can do to benefit regional and local air quality. The purpose of this section is to coordinate the planning of land use, circulation, housing, and other Town policies in order to support regional efforts at improving air quality. Additional policies specifically related to the reduction of greenhouse gas emissions are addressed in a separate section, below.

Goal ER-4:

Comply with State and federal ambient air quality standards and participate in regional efforts to improve air quality.

Policies

ER-4.1 **Maintain Ambient Air Quality Standards.** The Town shall coordinate with the Bay Area Air Quality Management District (BAAQMD), the Northern Sonoma County Air Pollution Control District (NSCAPCD), and the California Air Resources Board (ARB) to meet State and national ambient air quality standards in order to protect all residents, regardless of geographic location, from the health effects of air pollution.

ER-4.2 **Development Review of Air Quality.** The Town shall require, through discretionary authority, that development proposals comply with Federal and State air quality standards or make findings that the project has overriding benefits to the community that outweigh nonattainment of the standards. If the development proposal is found to cause significant impacts, the Town may require an air quality study or implementation of mitigation measures.

ER-4.3 **Wood Burning Fireplace Replacement.** The Town shall promote the replacement of non-EPA certified fireplaces and woodstoves and encourage Town residents to participate in BAAQMD and NSCAPCD programs, such as the Wood Stove Rebate Program.

ER-4.4 **Town Vehicle and Equipment Fleet.** The Town shall continue to purchase low-emission vehicles and use clean alternative fuels as part of their fleet. When possible, the Town should replace gas and hybrid vehicles with electric vehicles.

ER-4.5 **Grant Funding for EV Charging Stations.** The Town shall pursue grant funding for the installation of EV charging stations throughout the community.

ER-4.6 **Residential EV Charging Stations.** The Town shall encourage the installation of EV charging stations in homes to increase the ability for the public to use zero-emission vehicles, lessening the impacts to air quality through pollution.

ER-4.7 **Zero-Emission and Low-Emission Vehicle Use.** The Town shall encourage the use of zero-emission vehicles, low-emission vehicles, bicycles and other non-motorized vehicles, and car-sharing programs by requiring sufficient and convenient infrastructure and parking facilities throughout the Town.

ER-4.8 **Collaboration for Businesses to Use Low and Zero Emission Vehicles.** The Town shall collaborate with local businesses, the County, BAAQMD, NSCAPCD, and State and Federal agencies to encourage the use of Super Ultra-Low Emission Vehicles (SULEV), Zero Emission Vehicles (ZEV), and Plug-in Hybrid vehicles and trucks, where feasible, to lessen air quality emissions.

ER-4.9 **Joint Commuting to Limit Pollution.** The Town should support current and emerging ride-sharing technology and participate in regional efforts to promote and offer carpooling, vanpooling, and other forms of high occupancy vehicles to limit the amount of pollution linked to daily commuter automobile use.

ER-4.10 **New Development Technology that Improves Air Quality.** The Town shall encourage new development to incorporate and accommodate emerging technology that reduces air quality impacts.

Greenhouse Gas Emissions

Greenhouse gas emissions contribute to climate change, which can have a local and global effect on weather, air quality, and food production, leading to potentially significant impacts. While other communities in the region generate a greater volume of greenhouse gas emissions and air pollutants, Windsor has a role to play in reducing regional greenhouse gas emissions and air pollutants. The largest source of greenhouse gas emissions in the Town is from transportation, specifically the use of passenger cars and light-duty trucks. Daily vehicle emissions come from traffic on U.S. Highway 101 and the large majority of Windsor residents who commute outside the town for work. The remainder of greenhouse gas emissions is primarily from building energy, which includes emissions related to the energy used to operate, heat, and cool homes and businesses.

The Town of Windsor has demonstrated a commitment to reducing GHG emissions. This General Plan contains GHG reduction targets that align with Assembly Bill 32 (AB 32) and Senate Bill 32 (SB 32), which call for communities in California to reduce emission levels to 1990 levels by 2020 (AB 32) and 40 percent below 1990 levels by 2030 (SB 32). The Town also continues to encourage smart growth development practices in accordance with Senate Bill 375 (SB 375) to reduce the vehicle miles traveled (VMT) to and from new development, while enhancing the connectivity with alternative modes of travel. The purpose of this section is to provide policies that support local, regional, and State efforts to reduce GHG emissions. Policies in the Public Health and Safety Element address the potential impacts caused by climate change and adaption policies to encourage resiliency.

Goal ER-5: Greenhouse Gas Emissions

Improve the sustainability and resiliency of Windsor through compliance with local, State, and Federal policies and standards that aim to reduce greenhouse gas (GHG) emissions in the community.

Policies

For Policy ER-5.1 see Implementation Program ER-6: Review of Town GHG Emissions Inventory

ER-5.1 **Community Greenhouse Gas Reduction.** The Town shall strive to reduce emissions by 25 percent below the 1990 community emissions level by 2020, and further reduce community emissions by:

- 40 percent below the 1990 level by 2030;
- 60 percent below the 1990 level by 2040; and
- 80 percent below the 1990 level by 2050 (New Policy, Town Staff and Consultants)

ER-5.2 **Municipal Services Greenhouse Gas Reduction.** The Town shall strive to reduce municipal emissions by 26.2 percent below the 2000 municipal emissions level by 2020, and further reduce municipal emissions by:

- 40 percent below the 1990 level by 2030
- 60 percent below the 1990 level by 2040
- 80 percent below the 1990 level by 2050 (New Policy, Town Staff and Consultants)

ER-5.3 **Greenhouse Gas Efficiency Target.** The Town shall ensure that all new development projects and Public Works Improvement projects would result in less than (*) metric tons CO2e per capita (including residents and employees) per year in order to ensure that the emissions targets for the years 2030 and 2050 in ER-5.1 and ER-5.2 would be achieved. **Note: Policy ER-5.3 is a placeholder "emissions threshold" policy that will be used to satisfy 5.1 and 5.2. The actual target will be set once the land use diagram has been confirmed and the associated impacts analyzed.*

ER-5.4 **Encourage Development Patterns that Reduce Greenhouse Gas Emissions.** The Town shall strive to reduce greenhouse gas emissions by encouraging compact, mixed-use, pedestrian/bicycle friendly, transit-oriented development that reduces vehicle miles traveled (VMT); promoting energy efficient building enhancements, construction practices, design, and site planning; improving the job-to-housing ratio; and other methods of reducing greenhouse gas emissions while maintaining a balance of housing types.

ER-5.5 **AB 32 and SB 32 Greenhouse Gas Assessment and Monitoring.** The Town shall continue to assess and monitor performance of greenhouse gas emissions (GHG) reduction efforts beyond the AB 32 designated 2020 goal, including progress towards meeting long-term GHG emissions reduction goals for 2030 (consistent with SB 32) and 2050, as well as the effects of climate change and associated levels of risk, in order to plan a community that is resilient and can adapt to changing climate conditions and its negative impacts.

ER-5.6 **Coordinate with BAAQMD and NSCAPCD.** The Town shall coordinate with BAAQMD and NSCAPCD to ensure projects incorporate feasible mitigation measures to reduce GHG emissions and air pollution, if not already provided for through project design.

For Policy ER-5.7 see Implementation Program ER-8: Review of Town Energy Consumption

ER-5.7 **Reduced Emissions for Town Operations.** The Town shall promote reduced idling, trip reduction, routing for efficiency, carpooling, walking/biking and electric vehicle use for its transportation needs for Town operations.

For Policy ER-5.8 see Implementation Program ER-4: Energy Information Program

ER-5.8 **Energy Conservation and Efficiency Programs.** The Town shall promote energy conservation/energy efficiency improvement programs for residential and commercial properties such as those offered by Sonoma County Energy Independence Program (SCEIP) and Property Assessed Clean Energy (PACE), that reduce energy demand which contribute to background levels of regional air emissions and GHG emissions.

ER-5.9 **Energy Conservation through Land Use.** The Town shall promote the creation of a land use pattern that reduces operational energy requirements, especially for transportation purposes, by:

a. Avoiding land use configurations and siting decisions that result in single-purpose automobile trips, and instead encouraging patterns that result in multi-purpose trips.

b. Promoting land use patterns that may be easily served by local transit and linked with regional transit.



c. Promoting land use patterns that provide employment opportunities for Windsor residents.

ER-5.10 **Energy Performance Standards.** The Town shall require new construction to meet targeted energy performance standards to advance Town greenhouse gas reduction and other sustainability goals and policies identified in the General Plan. The Town will allow new development to select from a range of options to achieve a minimum energy performance standard, including but not limited to:

- solar easements to guarantee access to increased renewable energy generation;
- installation of EV charging stations in homes and in commercial development to increase the ability for the public to use zero-emission vehicles;
- passive heating and cooling building design;
- solar roof and carport panels;
- cool roofs;
- Smart appliances;
- wind generation;
- installation of energy efficient appliances and fixtures; and
- other emerging technologies as they become available.

The Town shall work with affordable housing developers to assist in meeting the energy performance standards.

For Policies ER-5.10-5.11 see Implementation Program ER-5: Energy Conservation Performance Standards

ER-5.11 **Zero Net Energy Goals.** The Town shall strive to implement the State goal of zero net energy (ZNE) in all new residential construction by 2020 and ZNE in all new commercial construction by 2030.

ER-5.12 **Retrofitting Existing Buildings.** The Town shall actively encourage the retrofitting of existing buildings throughout Windsor in order to align those buildings more closely with the Town's energy performance standards.

For Policy ER-5.12, see Implementation Program ER-7: Energy Efficient Retrofit Program

ER-5.13 **Update Energy Policies and Programs.** The town shall regularly update and strengthen Town energy-related policies and programs for new and existing construction to reflect advances in technologies and practices.

ER-5.14 **Compliance with Energy Regulations.** The Town shall continue to enforce State energy regulations governing energy consumption and use of solar and other renewable energy resources in existing and new development.

ER-5.15 **Title 24 Application.** The Town shall require energy conservation standards for new residential construction, commercial construction, and within Town facilities, as contained in Title 24 of the California Code of Regulations, to be periodically reviewed to identify opportunities for adopting standards that more closely respond to local conditions, especially in the area of passive design, to reduce cooling loads.

ER-5.16 **Address Heat Island Effect in Parking Lots.** The Town shall require the planting of shade trees in parking lots to reduce the heat island effect.

ER-5.17 **Urban Shade Tree Planting.** The Town should expand urban shade tree planting by 500 trees to provide shade in both the public right-of-way and as part of development proposals.

ER-5.18 **Preservation of Trees.** The Town shall require the preservation of trees in parking lots and in the public right-of-way per development standards.

For Policy ER-5.19, see Implementation Program ER-7: Energy Efficient Retrofit Program

ER-5.19 **Energy Conservation Measures and Education.** The Town shall encourage energy conservation measures, such as insulation and weather-stripping, in existing structures through public education and financial assistance to low-and moderate-income families.

ER-5.20 **Windsor Serving as the Energy Conservation Model.** The Town government shall be in the forefront of energy conservation efforts locally and regionally by undertaking and publicizing energy efficiency and renewable energy resource programs such as Sonoma County Energy Independence Program (SCEIP) and Property Assessed Clean Energy (PACE) and requiring all new Town buildings to be demonstration buildings and models of emerging energy and water technologies.

ER-5.21 **Windsor Municipal Climate Action Plan.** The Town shall implement the objectives in the most current version of the Climate Action Plan.

Biological Resources

Vegetation, fish, and wildlife habitat have commercial, recreational, educational, and aesthetic values. As development pressures grow, the need for preservation of the valuable diversity of species becomes increasingly important. The area in and around Windsor contains several important habitats: oak woodlands, riparian communities, grasslands, and waters and wetlands, including vernal pools. These natural areas support multiple types of vegetation and habitats for numerous plant and animal species, including special status species such as the western pond turtle, Chinook salmon, California Tiger Salamander, California linderiella, Burke's goldfields, and many-flowered navarretia. The policies in this section guide the Town in the protection, enhancement, and restoration of natural areas so they can continue to be valuable habitat for a diverse array of native and protected animals and plants, while also allowing these areas to be used and enjoyed by residents and visitors.

Goal ER-6: Biological Resources

Protect unique and sensitive biotic features such as rare and endangered plant and animal species, dense oak woodlands, and vernal pools, and encourage sensitive design in these areas.

Policies

ER-6.1 **Protection of Biological and Ecological Resources.** The Town shall protect significant biological and ecological resources in Windsor, including:

a. Wetlands, in particular, high value wetlands

b. Rare, threatened, or endangered species

c. Vulnerable habitats

d. Vernal pools

e. Oak groves and woodlands

f. Riparian woodlands

g. Heritage trees

For Policy ER-6.1 see Implementation Program ER-9: Vernal Pool Mitigation

ER-6.2 **Sensitive Resources Inventory for New Development.** The Town shall require a detailed inventory of sensitive resources conducted by an independent, professionally qualified biologist, plant ecologist, arborist, or appropriately qualified specialist for development proposals in sensitive and vulnerable habitats. If sensitive resources are identified on the project site, proposals to protect them shall conform with applicable State and Federal regulations regarding their protection and may include avoidance of the resource, installing vegetative buffers, providing setbacks, clustering development onto less sensitive areas, preparing restoration plans, and off-site mitigation.

ER-6.3 **Biological Studies for Undeveloped Areas.** The Town shall require project applicants to provide a biological assessment for projects on undeveloped parcels, unless a biological assessment has previously been prepared for the specific site. The purpose of these assessments is to identify appropriate mitigation measures to avoid or minimize harm to these resources and to incorporate the recommended measures as conditions of approval.

ER-6.4 **Compliance with State and Federal Wetland Regulations.** The Town shall ensure that development projects that would fill wetlands or vernal pools conform with applicable State and Federal regulations regarding the protection of these resources.

ER-6.5 **Applicant Mitigation Obligation.** The Town shall ensure the protection or restoration of sensitive biological resources that is required as a condition or mitigation of a development project is closely monitored at the cost of the project applicant to determine compliance with the condition or mitigation and to evaluate the effectiveness of the measure.

ER-6.6 **Prohibition of Certain Activities in Riparian Habitats.** The Town shall prohibit dumping or disposal of refuse; confinement of livestock; and structural improvements except necessary water supply projects, flood control projects, fish and wildlife enhancement projects, trail projects, road and bridge projects, and utility projects in significant riparian areas.

ER-6.7 **Preservation of Oak Woodlands.** The Town shall encourage the preservation of oak woodlands and significant stands of oaks and heritage trees. Development plans should indicate preservation of these resources to the fullest extent feasible and restrict pavement and other encroachments within the root zones of oak trees to ensure their long-term survival. Should removal be necessary, the project applicant shall be required to plant replacement trees or removal can be done through the payment of an in-lieu fee.

ER-6.8 **Tree Protection During Construction.** The Town shall require proper measures be implemented to ensure the long-term survival of trees designated in the Tree Preservation and Protection Ordinance during construction activities. Fencing around individual trees or groups of trees shall be required to protect them from compaction and mechanical injury.

ER-6.9 **Ecological Education and Access.** Along creeks, wetlands, and vernal pools, the Town should encourage controlled public access, where appropriate, to educate the public regarding the area's natural resources and ecological processes.

ER-6.10 **Interpretative Learning along Waterways.** The Town shall encourage interpretive signage for education purposes in public access areas along streams and creeks.

ER-6.11 **Natural Area Acquisition.** The Town shall support Sonoma County and other open space organizations in efforts to acquire valuable ecological lands.

Cultural Resources

Cultural resources are prehistoric and historic elements or features of the environment that have been manufactured, affected, or altered by human forces. The Town has identified several cultural resources as being significant local resources. These resources include the homes of important early settlers, a cemetery, the Masonic Hall, Hembree House Museum and Cunningham House, and the Odd Fellows Hall. Native American cultural resources also exist within the region. Historical sites, buildings, and objects are reminders of the Town's unique heritage and its place in the development of the state and nation. This section is designed to cultivate cultural resource management programs that identify and protect these resources, consistent with the State and federal preservation programs.

Goal ER-7: Cultural Resources

Identify and preserve significant cultural or historical sites or structures by promoting public awareness of and support for historic preservation.

Policies

ER-7.1 **Historical and Cultural Heritage Inventory.** The Town shall continue to encourage efforts, both public and private, to preserve its historical and cultural heritage by maintaining the Historic Property Inventory, Historic Overlay zoning district, and provide incentives for participation in the Mills Act or other historic preservation incentive programs.

For Policy ER-7.1 see Implementation Program ER-11: Mills Act

ER-7.2 **Protection of Archeological and Historical Resources.** The Town shall strive to ensure that significant archaeological and historical resources are adequately identified and protected from destruction, through avoidance where feasible. Where resources are encountered after development begins, the developer shall prepare an assessment of appropriate actions to preserve or remove the resources, subject to review and approval of the actions by the Town. Where such resources are Native American, the developer shall prepare the assessment in consultation with appropriate Native America tribe(s).

For Policy ER-7.2 and ER-7.9 see Implementation Program ER-15: Paleontological Resources Studies

ER-7.3 **Protection of Native American Cultural Resources.** The Town shall encourage the identification, preservation, and protection of Tribal Cultural Resources, traditional cultural landscapes, sacred sites, places, features, and objects, including historic or prehistoric ruins, burial grounds, cemeteries, and ceremonial sites in consultation or coordination with the appropriate Native America tribe(s), and shall ensure appropriate treatment of Native American and other human remains discovered during a project.

ER-7.4 **Treatment of Remains.** If human remains are encountered, California Health and Safety Code Section 7050.5 states that no further disturbance shall occur until the County Coroner has made the necessary findings as to origin. Further, pursuant to California Public Resources Code Section 5097.98(b) remains shall be left in place and free from disturbance until a final decision as to the treatment and disposition has been made. If the County Coroner determines the remains to be Native American, the Native American Heritage Commission must be contacted within 24 hours. The Native American Heritage Commission must then immediately identify the "most likely descendant(s)" of receiving notification of the discovery. The most likely descendant(s) shall then make recommendations within 48 hours, and engage in consultations concerning the treatment of the remains as provided in Public Resources Code 5097.98.

ER-7.5 **Referral of Development Proposals.** The Town shall continue to require that development proposals be referred to the Northwest Information Center of the California Archaeological Inventory, Native American Heritage Commission (NAHC), local Native American Tribes, and Sonoma State University, for review and recommendations regarding supplemental field investigation.

For Policies ER-7.2, 7.3, 7.6, 7.9. 7.10 and 7.11 see Implementation Program ER-13: Artifact and Data Recovery and ER-14: Cultural Resources Study.

ER-7.6 **Compliance with SB18 and AB52.** The Town shall continue to comply with SB18 and AB52 by consulting with local Native American tribes on potential disturbance, recovery and preservation of tribal cultural resources, including development of strong consultation protocols with appropriate Native American tribe(s).

For Policies ER-7.1 and 7.7 see Implementation Program ER-12: Significant Cultural Resources Inventory

For Policy ER-7.9 see Implementation Program ER-10: Cultural Resources Information Program

ER-7.7 **Nomination of Eligible Properties.** The Town shall encourage property owners to nominate eligible properties for listing in local, State, and Federal registers of historic places.

ER-7.8 **Architectural Preservation of Significant and Historical Buildings.** The Town should encourage the reuse of architecturally interesting or historical buildings in a manner that preserves their historic architectural merit.

ER-7.9 **Coordination on Historical and Heritage Education.** The Town shall continue to coordinate with the County, the Northwest Archaeological Information Center, local historical societies, and appropriate Native American tribe(s) to advance public education efforts regarding the history and heritage of the area.

ER-7.10 **Historic and Cultural Development Review.** The Town shall require all discretionary proposals to consider the potential to disturb significant prehistoric and historic resources. If the preliminary reconnaissance suggests that significant resources or tribal cultural resources may exist, further survey and evaluation will be performed by a qualified professional. Where such resources are Native American, the appropriate Native American tribe(s) will participate with the qualified professional. Mitigation measures shall be required for any significant impacts identified for important cultural resources. Where tribal resources are involved, further consultation with the appropriate tribe(s) is required under AB52. These measures shall comply with the California Environmental Quality Act.

Mineral Resources

In an effort to maintain availability of sand, gravel, and crushed rock for long-term construction needs, the California Division of Mines and Geology (under the authority of the Surface Mining and Reclamation Act of 1975) has classified aggregate mineral zones throughout the state. The only designated mineral resource "sector" of regional significance close to Windsor is the middle reach area of the Russian River because of the continued extraction of construction grade aggregate and alluvial deposits. The policies in this section support reclamation efforts at the nearby Hanson Pits.

Goal ER-8:

The Town shall actively review and comment on proposals to reclaim, expand, or close mineral extraction sites along the Russian River.

Policies

ER-8.1 **Support Hanson Pits Reclamation Efforts.** The Town shall continue to support reclamation efforts at the Hanson Pits, along the Russian River, to limit adverse effects to the quality of groundwater obtained from the Town's nearby wells.

Scenic Resources

Views of the surrounding foothills and open space areas such as agricultural lands, community separators, creeks, and woodlands contribute to Windsor's scenic value. This natural setting, combined with Windsor's relatively compact development pattern, imparts a small-town, rural atmosphere that is experienced from a number of public vantage points throughout the town. Windsor has designated 16 roadways located within the Town's UGB and Planning Area for scenic protection as shown on Figure ER-1. The purpose of this section is to protect Windsor's scenic resources.

Goal ER-9:

Recognize and preserve significant views and landforms along major corridors and surrounding the community.

Policies

ER-9.1 **Town-Designated Scenic Corridors.** The Town shall continue to recognize its scenic corridors (also referred to as scenic routes), shown in Figure ER-1, which enhance the visual experience in Windsor. The Town may amend the General Plan to officially recognize additional scenic corridors based on the following criteria:

a. leads to a recreational area; or

b. exhibits unusual natural or man-made features of interest, such as close-up to mid-range views of rock outcroppings, waterways, or oak woodlands.

For Policy ER-9.1 see Implementation Program ER-15: Scenic Corridor Enhancements

For Policies ER-9.1 and 9.2 see Implementation Program ER-16: Scenic Corridor Design Standards

ER-9.2 **Development Guidelines along Scenic Corridors.** The Town shall ensure that development proposals along scenic corridors do not detract from public viewpoints, are protected, and are harmonious and subordinate to the natural features that comprise the scenic viewshed. The Town shall require developers include components of project design that shall be considered in making this assessment include building height, massing, orientation, color, building materials, rooftop appurtenances, storage areas, signage, lighting, and low-water landscaping. The purpose of detailed development review along these corridors is to ensure that development within the viewshed preserves and enhances attractive natural and man-made vistas.

ER-9.3 **Development Guidelines along Rural Lanes.** The Town shall require development along scenic public roadways, such as Rural Lanes, to preserve significant public views of the surrounding foothills as well as mature vegetation that contributes to the rural atmosphere.

ER-9.4 **Development Guidelines Along Scenic U.S Highway 101.** The Town shall require development along the scenic U.S. Highway 101 corridor to provide space for landscaping and avoid a monotonous visual barrier that conflicts with the objective of providing visual access to the distant hillsides and ridgelines.

ER-9.5 **Avoid Sound Walls.** The Town shall avoid the use of sound walls as much as possible, particularly along identified scenic corridors. Where sound walls are necessary, they shall be subject to design review to ensure attractive design.

ER-9.6 **Encourage Rural Development in Surrounding Hillsides.** The Town shall encourage the County to maintain existing low intensity rural development (maximum 10 acres/dwelling unit or agriculturally-related uses) along the hillsides that help define the physical setting of Windsor. These are currently designated by the County as Scenic Landscape Units and generally include:

a. In the northwest portion of the Planning Area, east-facing slopes between the Town limits and Eastside Road, at or above the 160-foot contour.

b. In the western and southern portions of the Planning Area, east facing slopes, between the Town limits and Eastside Road at or above the 180-foot contour.

c. In the northeast portion of the Planning Area, southwesterly facing slopes, between the 200-foot contour and the 400-foot contour.

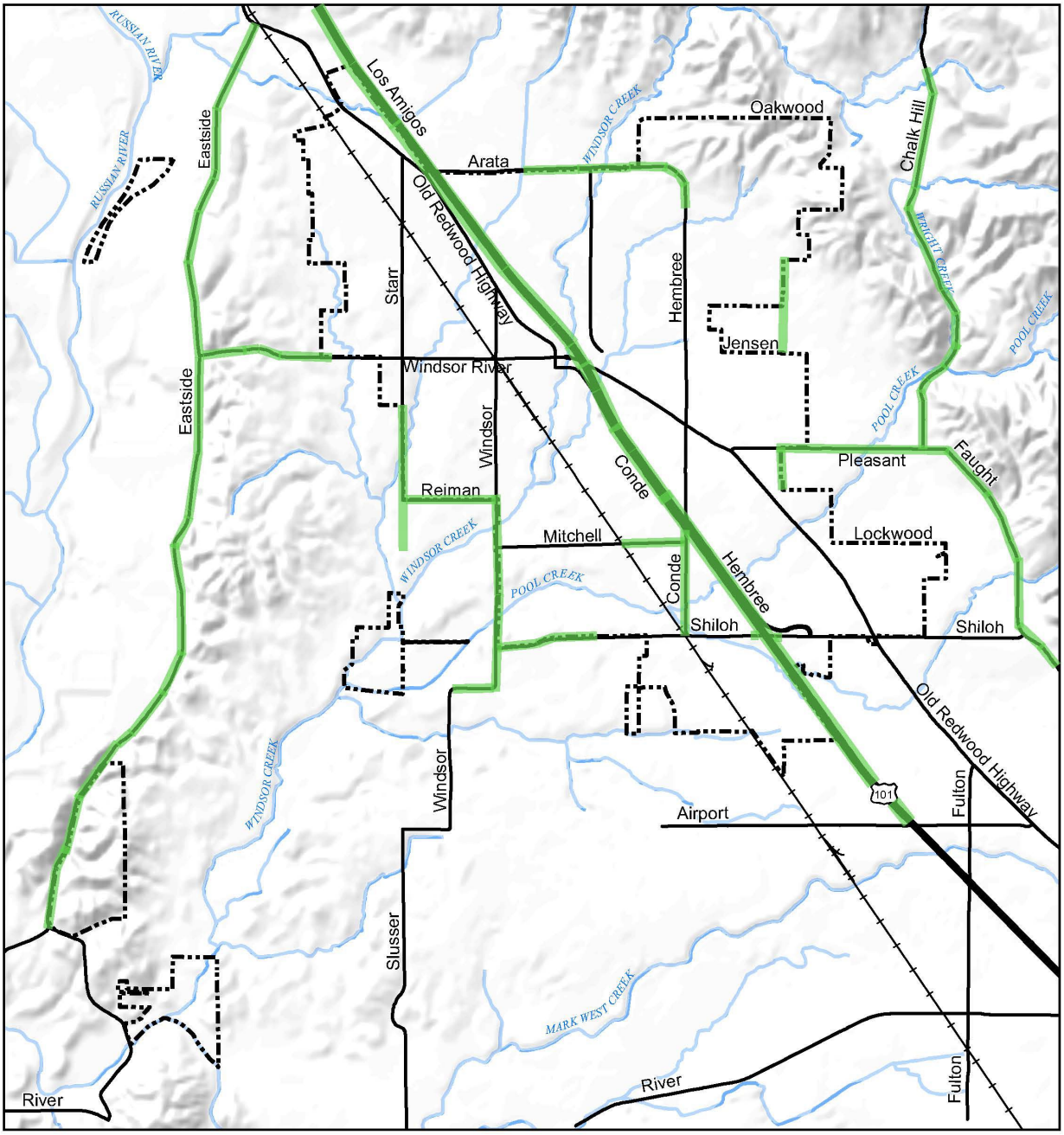


Figure ER-1: Scenic Corridors

Skyline ridges include those that define the horizon. Intermediate ridges are those with visible land behind them, which creates a backdrop to the ridge when viewed from within the town limits.

ER-9.7 **Discourage Development on Ridgelines.** The Town shall encourage the County to prohibit development on any skyline ridges in the Planning Area. The Town should support dedication of scenic easements from the property owner/developer for skyline ridges not intended for public access, in conjunction with any development that may occur on the remainder of the property.

ER-9.8 **Preservation of Natural Landmark Land-forms from Development.** The Town shall work closely with Sonoma County to ensure that visually prominent hillsides and ridgelines are protected and preserved by encouraging the County to restrict building envelopes and structures on intermediate ridges, hilltops, and landforms to preserve the natural topography and contour as much as possible.

ER-9.9 **Retaining Slope Contours with Development.** The Town shall require development proposed on slopes greater than 15 percent to maintain the natural contours of the site and to ensure mature vegetation is preserved as much as possible.





2040 General Plan

Public Health and Safety Element



TOWN OF WINDSOR

2040 General Plan

Public Health and Safety Element

Adopted August 16, 2023

Public Health and Safety

Purpose, Scope, and Content

The Public Health and Safety Element is a state-mandated General Plan element that must identify potential natural and human-created hazards that could affect the Town of Windsor's (Town's) residents, businesses, and services. The purpose of the Public Health and Safety Element is to establish a framework that anticipates these hazards and prepares the community to mitigate exposure to these risks.

The Public Health and Safety Element conveys the Town's goals, policies, and actions to minimize public safety hazards in and around Windsor. It identifies the natural and human-caused hazards that affect existing and future development, describes present and expected future conditions, and sets policies and standards for improved public health and safety. The Public Health and Safety Element also seeks to minimize physical harm to the buildings and infrastructure in and around Windsor to reduce damage to local economic systems, community services, and ecosystems.

Some degree of risk is inevitable because the potential for many disasters cannot be completely eliminated and the ability to predict such disasters is limited. The goal of the Public Health and Safety Element is to reduce as much as possible the risk of injury, death, property loss, and other hardships.

The Public Health and Safety Element serves the following functions:

- Develops a framework by which safety considerations are introduced into the land use planning process.
- Facilitates the identification and mitigation of hazards for new development, and thus strengthens existing codes, project review, and permitting processes.
- Presents policies directed at identifying and reducing hazards in existing development.
- Strengthens earthquake, flood, inundation, and wildland fire preparedness planning and post-disaster reconstruction policies.
- Identifies how hazards are likely to increase in frequency and intensity in the future and provides policies to increase community resilience.

Safety is essential to the resiliency of any community. Windsor is susceptible to the effects of disasters, both natural and man-made, which can jeopardize the welfare of the Town and compromise the overall public health and safety of its citizens.

The Town is situated in the northern portion of the Santa Rosa Plain, which occupies a depression in the southern part of the Coastal Ranges, north of the San Francisco Bay. The Town is bounded on the east by the Mayacama Mountains, and on the west by the Russian River and is located between several major fault zones, including the San Andreas Fault west of Windsor, the Healdsburg-Rodgers Creek Fault Zone directly to the east, and the Mayacama Fault Zone to the

far east. Faults in the region are considered active and have the capability and history of producing major earthquakes, affecting Windsor directly with ground shaking and surface rupture.

Windsor is located within the Russian River Watershed, at the northern end of the Laguna de Santa Rosa sub-watershed (Laguna), the largest tributary of the Russian River. Windsor Creek and Pool Creek are the main streams that flow from the eastern foothills through the Town and into Mark West Creek, which is located at the northern end of the Laguna. The Laguna itself is the center of a significant floodplain that can pose a risk for flooding in Windsor during the rainy winter and spring months when severe weather commonly occurs.

In the last 50 years, the growing effects of climate change have increased the frequency of natural hazards, such as droughts, heat waves, and wildfires in and around Windsor. Human-caused hazards, such as a release of hazardous materials, also pose a threat to residents and property. Additionally, impacts from excessive noise can affect overall well-being. While these hazards are impossible to avoid, there are ways to educate, prepare, and mitigate the potential impacts to reduce the loss of property, injury, life, and other hardships.

Detailed information on many of the issues discussed in this Public Health and Safety Element is included in the Public Health and Safety Appendix.

Regulatory Framework

Under state law, all counties and incorporated communities in California must prepare a General Plan, which must address several topics, one of which is public health and safety. The Public Health and Safety Element addresses this topic in accordance with state requirements, which are laid out in California law, particularly Section 65302(g) of the California Government Code. State law requires that the Public Health and Safety Element address the following:

- Risks associated with a variety of hazards, including seismic activity, landslides, flooding, and wildfire.
- Map and assess the risk associated with flooding and wildfires, and develop policies in response to specific flood and wildfire hazards.
- Assess the risks associated with climate change, including the community's vulnerability to climate-related hazards, and develop policies to improve community adaptation.
- Map and assess areas that face evacuation constraints.

The Windsor Public Health and Safety Element does not exist in a vacuum but is instead one of several plans that address public safety and related topics. The Public Health and Safety Element must be consistent with these other plans to minimize conflicts between documents and ensure that the Town has a unified strategy to address public safety issues. The Public Health and Safety Element incorporates information, technical analyses, and policies from these other documents where appropriate to help support this consistency.

Other General Plan Elements

The Public Health and Safety Element is one of several elements of the Windsor General Plan, and crucial relationships exist between the Public Health and Safety Element and these other General Plan elements. For instance, the Land Use and Community Design Element diagrams and policies must consider the potential for various hazards identified in the Public Health and Safety Element and must be consistent with the policies to address those hazards.

Sonoma County Multi-Jurisdictional Hazard Mitigation Plan

The Town of Windsor has assisted in the preparation of a Multi-Jurisdictional Hazard Mitigation Plan (MJHMP), developed in accordance with the Disaster Mitigation Act of 2000 and Federal Emergency Management Act (FEMA) Local Hazard Mitigation Plan guidance. The MJHMP is a plan to identify and profile hazard conditions, analyze risks to people and facilities, and develop mitigation measures to reduce or eliminate hazard risks in Sonoma County. The MJHMP and Public Health and Safety Element address similar issues, but the Public Health and Safety Element provides a higher-level framework and set of policies, while the MJHMP focuses on more specific mitigation, often short-term actions. The Town's Public Health and Safety Element of the General Plan incorporates by reference the MJHMP, as approved by FEMA, ensuring a coordinated approach to public safety and qualifying the Town for additional funding opportunities (consistent with California Government Code Section 65302.6). Additional funding opportunities include being eligible for more disaster relief funding under the California Disaster Assistance Act. An active MJHMP may also make the Town eligible for state or federal grant programs or make the Town more competitive in grant applications. The MJHMP can be found on the Town's website at https://www.townofwindsor.com/843/Planning-Documents.

Climate Change Vulnerability

Changes to the global climate system are expected to affect future occurrences of natural hazards in and around Windsor. Many hazards are projected to become more frequent and more intense in coming years and decades, and in some cases, these trends have already begun. According to California's Fourth Climate Change Assessment[1] and the Town's Climate Resilience Plan,[2] Windsor can expect to experience various changes related to climate-related hazard events.

- Both droughts and floods are expected to become more frequent as precipitation is expected to occur in fewer, more intense storms due to climate change.
- Warmer temperatures are projected to cause an increase in extreme heat events, with extreme heat events rising from an average of four annually to as high as 23 annually.
- Climate change can increase the rates of infection for various diseases because many of the animals that carry diseases, such as mosquitos, mice and rats, and ticks, are more active during warmer weather. Warmer temperatures earlier in the spring and later in the winter can cause these animals to be active for longer periods, increasing the time that these diseases can be transmitted.
- Hotter, drier weather because of climate change is expected to lead to an increase in wildfires in the surrounding area and across Sonoma County. Continued dry conditions with above-normal temperatures through fall will leave fuel moisture levels lower than normal, increasing the potential for wildfire activity. Increased winds may result in more erratic fire behavior, making fires harder to control and increasing the likelihood that wildfires will travel into Windsor. Ember casting, which occurs when winds distribute embers far away from the main fire that can potentially spark new fires, exacerbates this risk. Furthermore, an extended wildfire season increases the likelihood that Diablo wind events coincide with wildfires, which can allow wildfires to spread more rapidly. Across the region, more frequent and intense wildfires may also

[1] Bedsworth, Louise, Dan Cayan, Guido Franco, Leah Fisher, Sonya Ziaja. (California Governor's Office of Planning and Research, Scripps Institution of Oceanography, California Energy Commission, California Public Utilities Commission). 2018. *Statewide Summary Report. California's Fourth Climate Change Assessment.* Publication number: SUMCCCA4-2018-013.

[2] Available at https://windsorready.com/summary.

create poor air quality for Windsor. Overall, Windsor residents, homes, and critical facilities are highly vulnerable to wildfires.

- Severe weather events, such as strong storms and high winds, may become more frequent and intense due to climate change. Climate change is expected to cause an increase in severe weather, such as intense rainfall and high winds. This may also contribute to an increased risk of landslides in the hills around Windsor. Although connection between climate change and severe weather is not as well established as other hazards, severe winds such as the Diablo winds, which tend to be most frequent during the fall and winter months, may coincide more frequently with wildfire conditions. This can cause fires to grow and spread more rapidly as well as Public Safety Power Shutoffs to occur to prevent wildfires from sparking.

Vulnerability Assessment Results

Under California law, the Public Health and Safety Element is required to include a vulnerability assessment that looks at how people, buildings, infrastructure, community services, and other key community assets may be affected by climate change. The Town prepared a Community Vulnerability Assessment (CVA) in 2021 as part of the Climate Resilience Plan.[2] The CVA identifies four primary hazards in Windsor: extreme heat, wildfire, drought, and flooding. The CVA also identified increased wildfire smoke, impacts to water quality, and changes to landslide risks as secondary impacts of these hazards.

The CVA analyzed the vulnerability of people, buildings, infrastructure, natural systems, and economic drivers in Windsor based on their sensitivity to the projected changes and their adaptive capacity (ability to respond to changes). Vulnerability is graded on a four-point scale from Low to Extreme. Low sensitivity and high adaptive capacity results in low vulnerability, while high sensitivity and low adaptive capacity translates to extreme vulnerability. This section summarizes key findings from the CVA.

Populations

In general, populations are scored at medium vulnerability, although communities of concern (including persons with disabilities, older adults, linguistically isolated persons, and lower-income households) are scored as high vulnerability. Wildfire is of particular concern, given the sensitivity that some populations have to wildfire smoke and limited evacuation routes out of the Town. Extreme heat is also an issue of substantial concern to some groups, including senior citizens, who face health impacts from very high temperatures.

Homes and Critical Facilities

Homes and critical facilities (schools, hospitals, fire stations, etc.) are scored as being highly vulnerable. Homes may be located in areas with higher exposure to hazards, while critical facilities are susceptible due to their importance to the community and potential lack of feasible alternative properties.

Infrastructure Systems

Infrastructure systems are scored as having medium vulnerability. They are susceptible to damage from wildfires, flooding, and landslides. Additionally, extreme heat can cause stress and damage to electricity networks. Although many infrastructure networks in the Town are redundant, chokepoints and other bottlenecks create vulnerable points in the system. It is also difficult, expensive, and time-consuming to relocate infrastructure networks to less vulnerable locations. Damage to infrastructure systems can create indirect negative effects throughout the Town, including affecting public health and safety and economic activity.

Natural Systems

Natural systems are scored as having medium vulnerability. While they are adapted to some natural conditions in the area, such as regular wildfire and drought events, changes to the frequency and intensity of natural hazards may exceed their tolerance of these events. Changing climate conditions and natural disasters can also increase the risk of invasive species, which may outcompete natural systems.

Local Economy

Windsor's economy is scored as having medium vulnerability. Tourism, agriculture, and viticulture are all susceptible to disruption from natural disasters, including secondary impacts such as wildfire smoke or loss of power. Long-term changes in natural hazards may cause visitors to be more concerned about visiting the Town. Many businesses may have a medium or high adaptive capacity, which can help improve resilience, but long-term economic stresses may remain.

For more details about the findings from the CVA, consult the full document, available as part of the Windsor Resilience Plan.

The 2021 Sonoma County MJHMP also includes a limited discussion of climate change vulnerability. This section of the MJHMP mentions three specific vulnerabilities that are unique to the Town of Windsor: (1) localized flooding, (2) spread of wildfire along riparian corridors, (3) narrow bridges that could impede emergency access and evacuation during hazard events, and (4) neighborhoods with only one point of access.

Localized Flooding

During rain and storm events, localized flooding occurs in several areas throughout Windsor, including Pool Creek at Windsor Road, Dawn Way near the intersection with Old Redwood Highway, and the intersections of Arata Lane/Highway 101, Shiloh Road/Caletti Avenue, and Shiloh Road/Highway 101 southbound on-ramp.

Wildfire Spread Along Riparian Corridors

Based on recent fires in the Town, riparian corridors have been identified as areas that can provide a pathway for the spread of wildfire through Windsor, especially if regular fuel management is not occurring in these areas. Most of the creeks in Windsor are bordered by residential development on both sides, placing people and homes at risk.

Narrow Bridges

Narrow, two-lane bridges are in several areas throughout Windsor, including Caletti Lane, Hembree Lane, Conde Lane, Windsor Road at Pool Creek, and Old Redwood Highway between Billington Lane and Deanna Place. The bridge on Caletti Avenue is a wooden bridge that serves as the access point for Windsor's industrial area. Hembree Lane and Old Redwood Highway are primary crosstown streets that provide access to Highway 101. Impeded access in these areas would limit emergency access and evacuation. Conde Lane is also a crosstown street that provides access to Highway 101 via Shiloh Road.

Single Point-of-Access Areas

Much of Windsor was developed when it was standard practice to develop neighborhoods with a curvilinear street design with cul-de-sacs, rather than on a grid system that provides multiple points of access and better connectivity. For some areas, because of the number of homes served by a single point of access, this could impede emergency access to these locations and evacuation if the access is blocked.

The Public Health and Safety Element includes goals, policies, and implementation programs to increase community resilience and help minimize impacts from these hazards.

Emergency Response and Preparedness

Windsor's Emergency Management Organization (EMO) leads emergency relief efforts during a major emergency or disaster. The Town of Windsor/Operational Area Emergency Operations Plan (EOP) addresses the planned response to extraordinary emergency situations associated with large-scale disasters, including,but not limited to, major earthquakes, wildland fires, and flooding affecting the Town of Windsor Operational Area.

The Town of Windsor uses SoCoAlert, a phone system issued by the County of Sonoma, to notify residents who are affected, threatened, or might be endangered by an emergency event or a disaster. The Town also uses Nixle, a community information service managed by Sonoma County Fire District and Sonoma County Sheriff's Office to send email and/or text message notifications related to public safety. Other systems include the Emergency Alert Systems (EAS) and the Emergency Digital Information System (EDIS). The EAS is a national public warning system commonly used by state and local authorities to deliver important emergency information. The EDIS is a wireless emergency and disaster information service operated by the State of California Governor's Office of Emergency Services and is an enhancement to the EAS. These systems are available in multiple languages. Local cellular towers can support many emergency communications and alert systems, but they may be vulnerable to damage or being overwhelmed during emergency events.

With advanced warning, evacuation can be effective in reducing injury and loss of life during a catastrophic event. Figure PHS-1 shows residential parcels with evacuation constraints. All parcels with an evacuation constraint are in at least one hazard-prone area and may have only one emergency evacuation route. The lack of multiple emergency access points limits roadway access for these properties, which may create difficulties if there is a need to evacuate. In preparation for wildfires and other disasters, the Town has an established evacuation zone map with standardized evacuation zones. The Town has four primary evacuation zones (i.e., WI-A, WI-B, WI-C, and WI-D), with several subzones among each respective primary zone. Figure PHS-2 shows the Town's evacuation zones. The Town's website has an interactive evacuation map lookup tool that allows residents to find possible evacuation routes based on their address and respective zone.

Figure PHS-3 shows the potential evacuation routes throughout the Town, which includes Highway 101 and key surface streets, such as the Old Redwood Highway. All evacuation routes in Windsor face a potential disruption from a flooding, wildfire, earthquake, or other hazard event, which may block roadways, damage the roadway surface, or collapse bridges and overpasses. In the event of widespread disruption to local evacuation routes, remaining evacuation routes may become congested, slowing down evacuation of the community or specific neighborhoods. This issue may be compounded since the primary evacuation route (i.e., Highway 101) for Windsor will also likely serve as an evacuation route for surrounding communities, and so potential disruptions may have regional effects.

Disaster Preparedness

The County of Sonoma is required under state law to prepare and maintain a Standardized Emergency Management System (SEMS) Multi-hazard Functional Plan. The California Governor's Office of Emergency Services has extensive guidelines outlining the requirements of the Sonoma County SEMS. The Department of Emergency Management is the lead agency for the Sonoma County Operational Area. The Sonoma County Operational Area consists of nine incorporated communities, including the Town of Windsor, Sonoma State University, the Sonoma County Junior College District, and other special districts within the county's geographical boundary. Under the State of California's SEMS, the Operational Area is the primary level of coordination for response

and recovery activities following an emergency or disaster. The Department of Emergency Management provides the umbrella under which all response agencies may function in an integrated fashion.

Automatic Aid/Mutual-Aid Agreements

The California Master Mutual-Aid Agreement has been adopted by the State's SEMS and is designed to ensure that adequate resources, facilities, and other support are provided to jurisdictions whenever their own resources are insufficient to cope with the needs of a given emergency. The Town of Windsor participates in the California Master Mutual-Aid Agreement. The California Office of Emergency Services Coastal Region (Mutual Aid Region II) serves the mutual aid region that encompasses Sonoma County. The Sonoma County Fire District also has automatic-aid agreements with CAL FIRE.

FIGURE PHS-1: RESIDENTIAL PARCELS WITH EVACUATION CONSTRAINTS

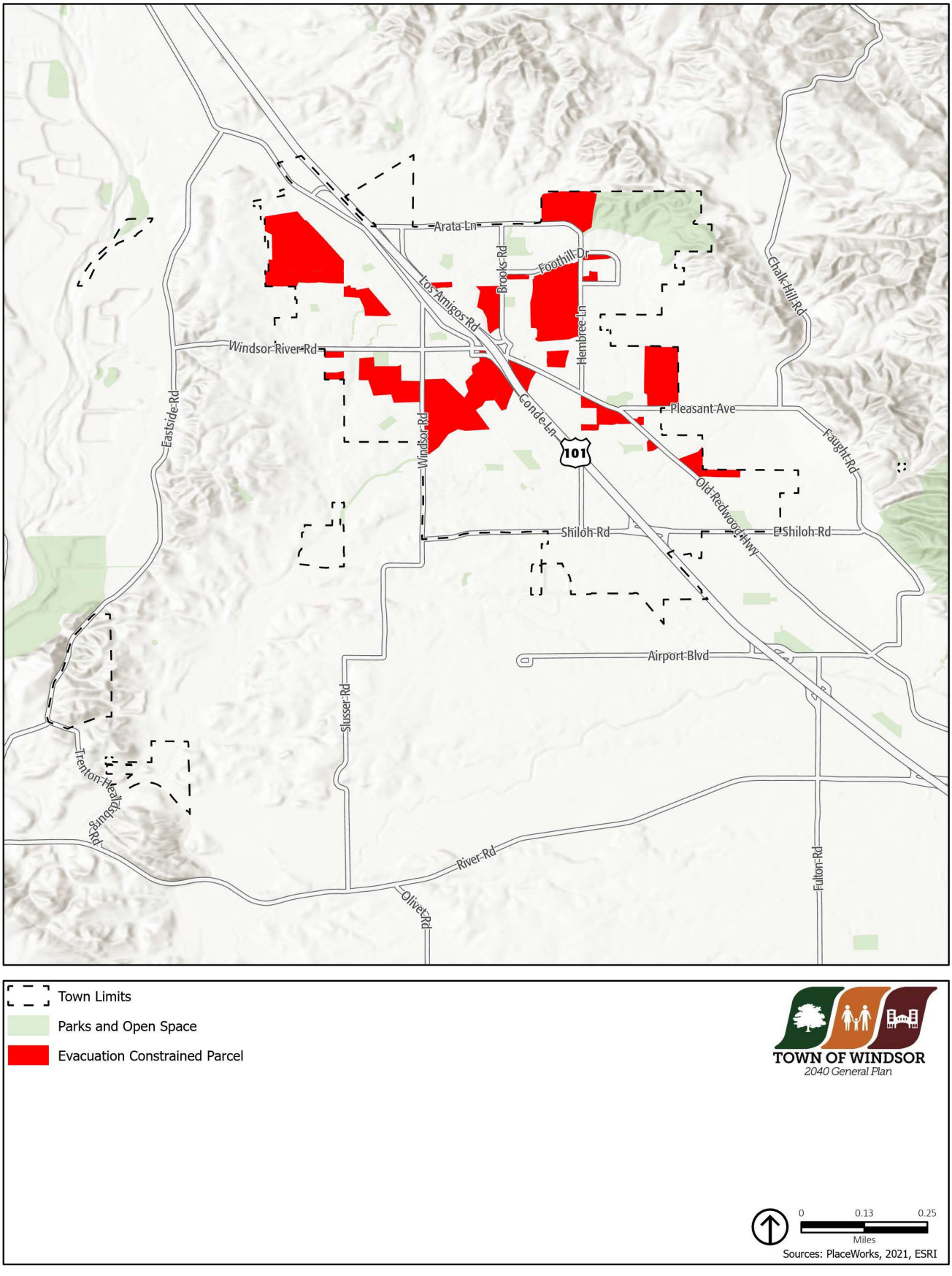


FIGURE PHS-2: EVACUATION ZONES

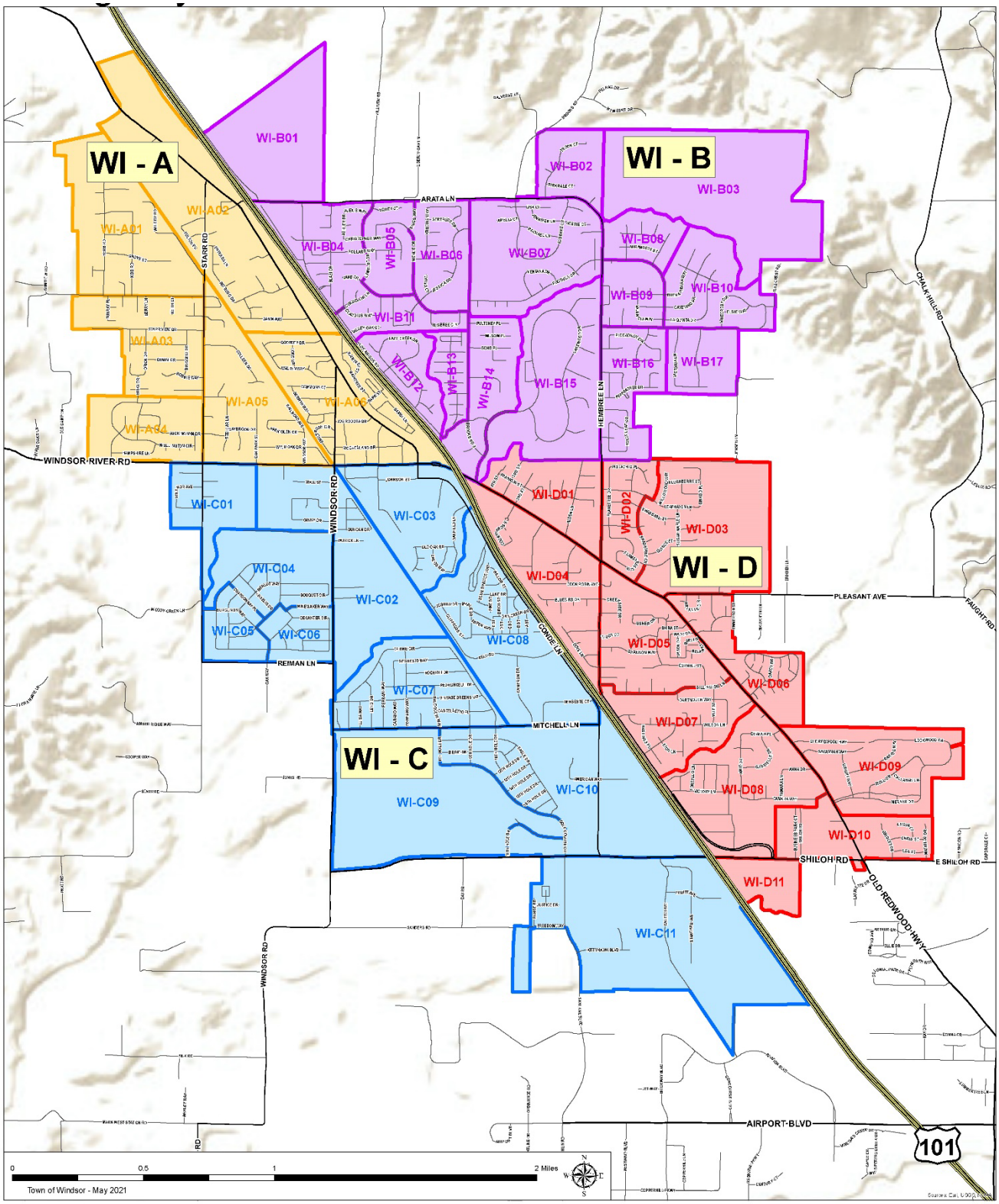
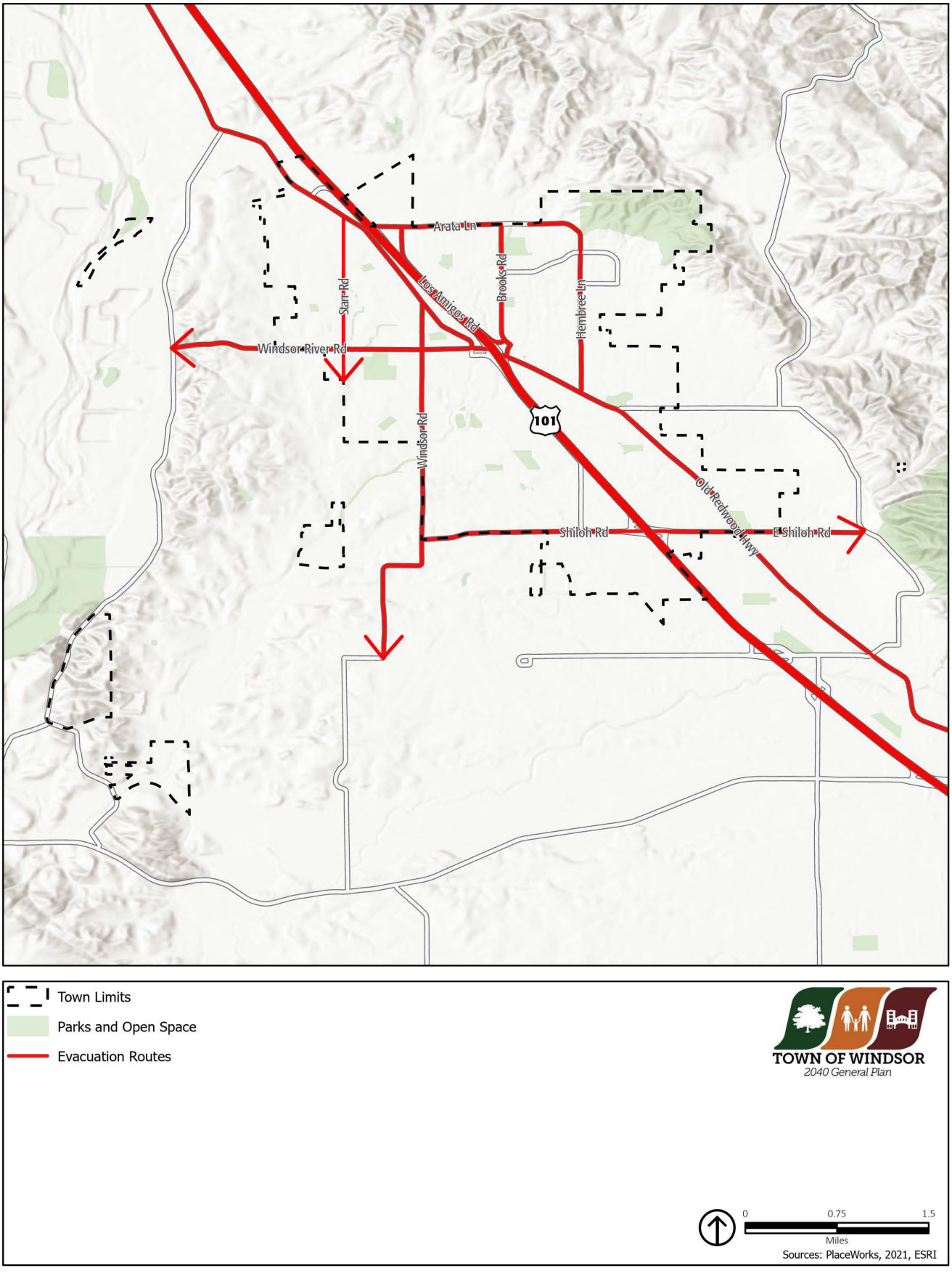


FIGURE PHS-3: EVACUATION ROUTES



The policies in this section are designed to increase the resiliency of the Town's residents and businesses to respond to and beprepared for potential emergencies.

Goal PHS-1: Emergency Response and Preparedness

Maintain a high level of emergency preparedness to respond to natural or human-caused disasters.

Policies

PHS-1.1 Hazard Mitigation Plan. In accordance with California Government Code Section 65302 g (4), the Town will continue to maintain a current, Federal Emergency Management Agency (FEMA)-approved Local Hazard Mitigation Plan that identifies the hazards, risks, and vulnerabilities to natural disasters and strategies on how to prevent, prepare, and mitigate potential impacts. This plan shall address climate change and adaptation strategies as required under this government code section. The hazard mitigation plan, most recently approved by FEMA in December 2021, is incorporated by reference into this Public Health and Safety Element, as permitted by California Government Code Section 65302.6, to ensure that emergency response and evacuation routes are accessible throughout the Town.

PHS-1.2 Locating Emergency Response Facilities and Infrastructure. The Town shall ensure that emergency response facilities and infrastructure are located to avoid hazardous areas (e.g., seismically prone areas and FEMA100-year flood zone) and designed to remain functional following a major natural or human-made disaster. When the location of emergency facilities and infrastructure in such areas cannot be avoided, effective measures should be implemented to minimize potential damage and public inconvenience

PHS-1.3 Emergency Vehicle Access. The Town shall require adequate primary and alternative access for emergency vehicles be provided to all new developments and be maintained for existing development.

PHS-1.4 Public Awareness for Action During an Emergency. The Town shall promote public awareness of possible natural and man-made hazards, measures that can be taken to protect lives and property, response plans, and evacuation routes. The public awareness effort should emphasize that during and immediately after an emergency individual readiness and self-sufficiency are critical.

PHS-1.5 Early-Warning and Notification Systems. The Town shall provide alerts about potential, developing, and ongoing emergency situations through extensive early-warning and notification systems that convey information to all residents, in multiple languages and formats to ensure it is widely accessible, including those with access and functional needs and limited English proficiency.

PHS-1.6 Disaster Operations Initiation. Following a major disaster, the Town shall work with Federal, State and Local agencies in ensuring
operations are initiated.

PHS-1.7 Emergency Training and Aid. The Town shall provide training for Town staff and elected and appointed officials in the event of an emergency, and shall participate in County and State mutual aid programs.

PHS-1.8 Redundant Communication Systems. Ensure that communication systems used by emergency responders and key Town staff have sufficient redundancy and resiliency to meet Town needs during and after a hazard event.

PHS-1.9 **Resilience Hub.** The Town shall work with community groups and facility owners to designate and equip a multi-hazard Resilience Hub to act as a shelter for community members during natural disasters and other extreme events, including during extreme heat events and periods of poor air quality from wildfires.

PHS-1.10 **Resilient Utility Systems.** The Town will work with local and regional utility providers, including Sonoma Clean Power, Pacific Gas and Electric Company, Sonoma Water, and others as appropriate, to harden existing infrastructure against natural disasters and ensure they can safely operate during hazardous events as much as possible, including undergrounding power lines to the greatest extent feasible.

PHS-1.11 **Building Hardening.** The Town will increase efforts to retrofit existing homes, critical facilities, and other buildings to be more resilient to impacts from natural disasters and other extreme events.

PHS-1.12 **Evacuation Access**. Work with community-based organizations, Sonoma County Transit, local school districts, and other relevant organizations to plan for and provide evacuation services for persons without reliable private vehicles or who may be unable to safely drive.

Seismic and Geologic Hazards

Seismic and geologic hazards are risks caused by the movement of different parts of the Earth's crust, or surface. These hazards include earthquakes and related hazards, such as surface rupture and liquefaction, as well as landslides. The ability to minimize risks associated with seismic and geologic hazards is essential to preserving life and property. Earthquakes occur along fault lines and in zones that are buried beneath the surface. Windsor is in a very seismically active region, where faults have the capability of producing strong ground shakingfrom a major earthquake, potentially causing significant damage.

Seismic Hazards

While Windsor is at risk from many natural and human-caused hazards, the event with the greatest potential for loss of life or property and economic damage is an earthquake. This is true for most of the Bay Area, since damaging earthquakes affect widespread areas and often trigger many secondary effects that can overwhelm the ability of local jurisdictions to respond. These secondary effects may include landslides, urban fires, dam failures, and toxic chemical releases.

The one fault in the Town is the Rodgers Creek-Healdsburg Fault, which extends from the northern edge of the San Pablo Bay northwest to Cloverdale, passing through northeastern Windsor in the process. The fault is likely an extension of the Hayward Fault, which runs along the eastern shore of the San Francisco Bay. Other major faults in the region could also cause earthquakes capable of creating damaging shaking in Windsor, which could result in substantial casualties and damage resulting from collapsed buildings, damaged roads and bridges, fires, flooding, and other threats to life and property. Figures PHS-4 and PHS-5 show the seismic-shaking potential in the region and locally around Windsor.

Most of the loss of life and injuries from earthquakes are from damage and collapse of buildings and structures. Building codes for new construction have generally been made more stringent following damaging earthquakes. However, in Windsor, structures built prior to the enactment of these improved building codes have generally not been upgraded to current standards and are vulnerable in earthquakes. Manufactured housing, particularly older manufactured housing, can be very susceptible to damage because the foundation systems are not often braced for earthquake motions.

Portions of the Town are susceptible to liquefaction, which is a potentially destructive secondary effect of strong seismic shaking. Liquefaction occurs primarily in saturated, loose, fine- to medium-

grained soils in areas where the groundwater table is within approximately 50 feet of the surface. Shaking causes the soils to lose strength and behave as liquid, resulting in property damage and structural failure. The closer to the surface the groundwater table is, the greater the liquefaction risk. Liquefaction-related effects include loss of bearing strength, ground oscillations, lateral spreading, and flow failures or slumping. Site-specific geotechnical studies are the only practical and reliable way of determining the specific liquefaction potential of a site; however, a determination of general risk potential can be provided based on soil type and depth of groundwater.

The high and very high liquefaction risk zones in Windsor are along the beds of Windsor Creek, Pool Creek, and Pruitt Creek. Much larger sections of the Town are in medium liquefaction zones, including the north and east parts of Windsor and a broader area along Windsor Creek. Figures PHS-6 and PHS-7 show the regional faults and liquefaction zones in Sonoma County and locally around Windsor.

FIGURE PHS-4: REGIONAL SEISMIC SHAKING POTENTIAL

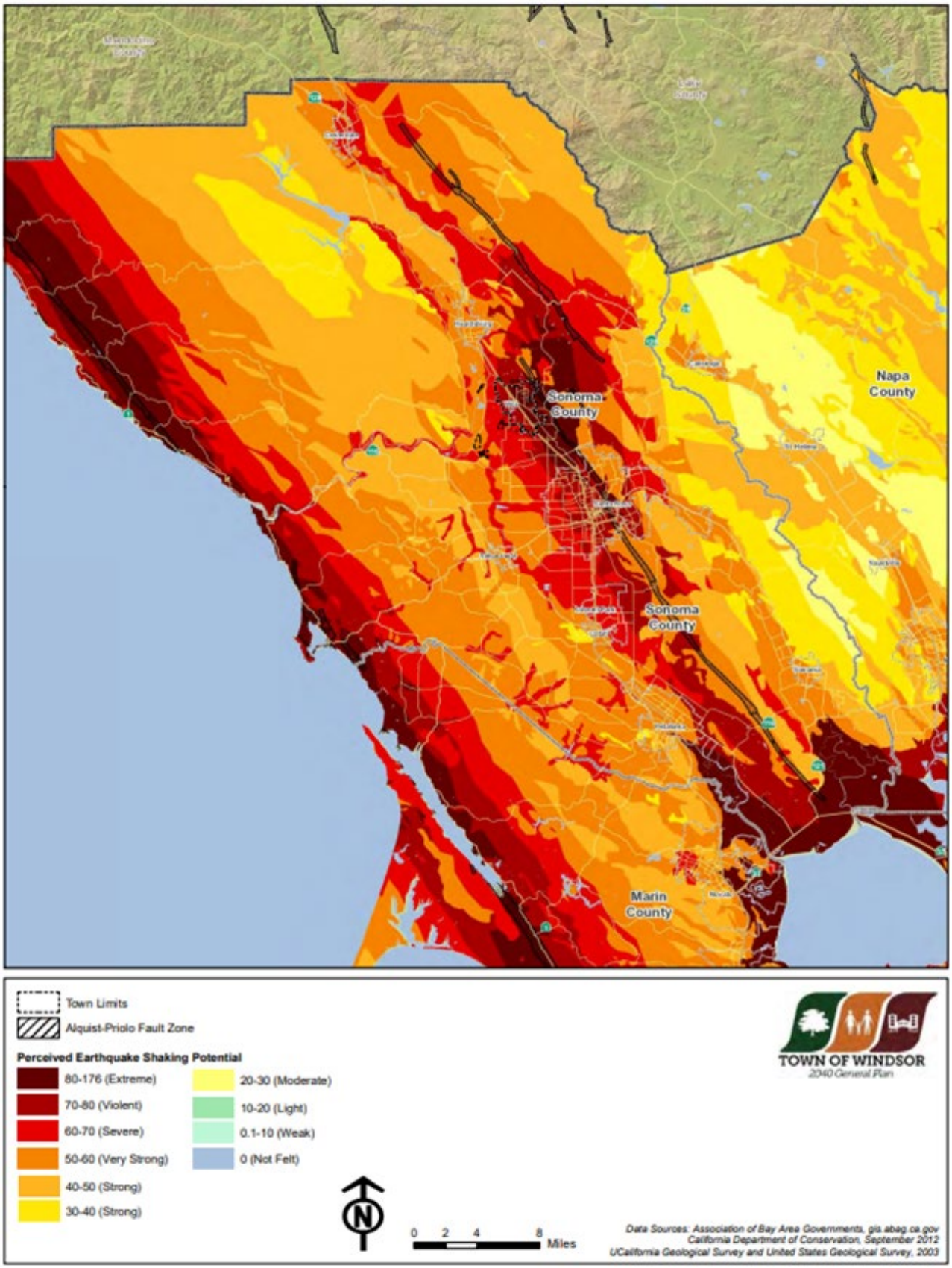


FIGURE PHS-5: LOCAL SEISMIC SHAKING POTENTIAL

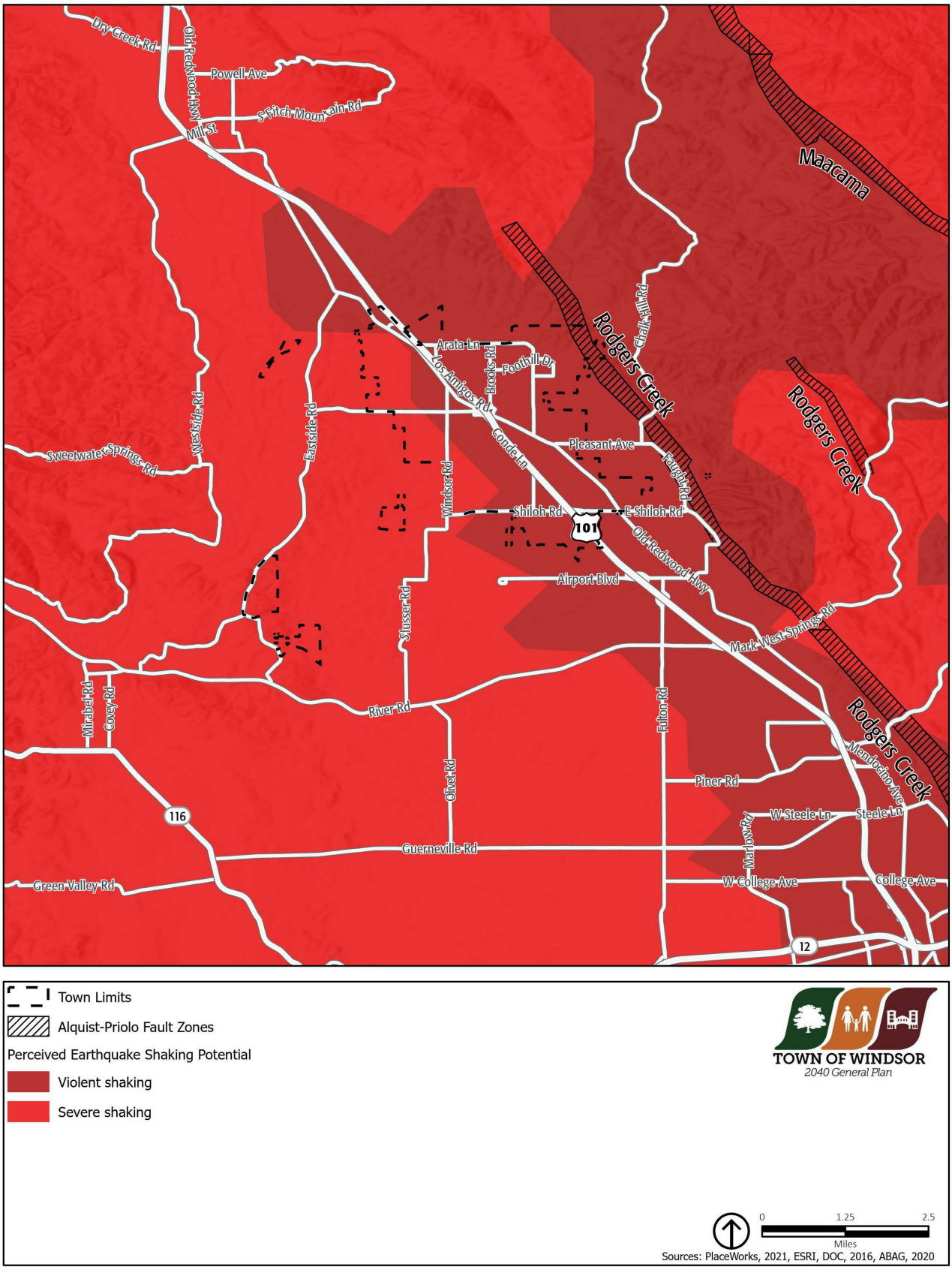


FIGURE PHS-6: REGIONAL FAULTS AND LIQUEFACTION ZONES

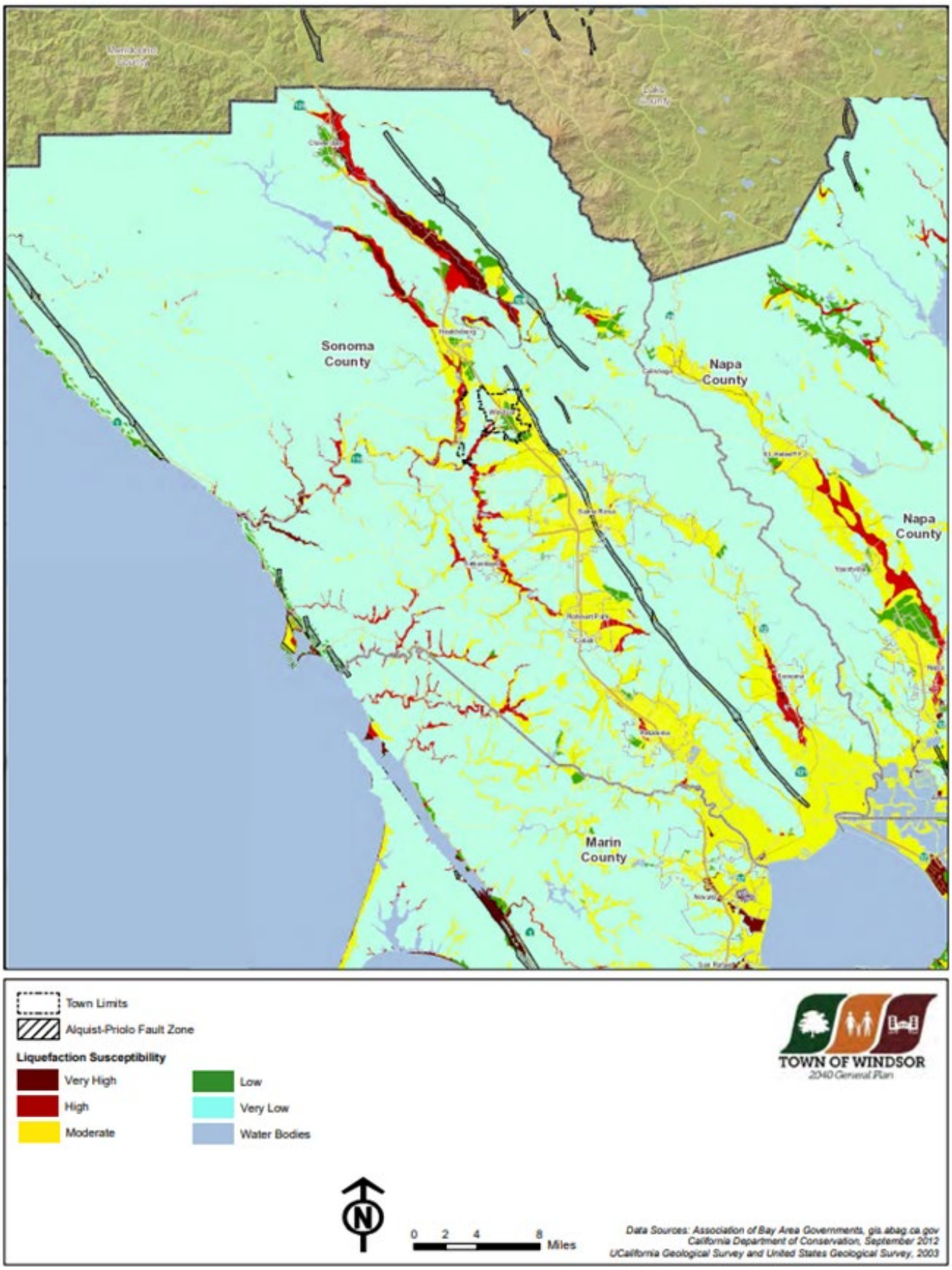
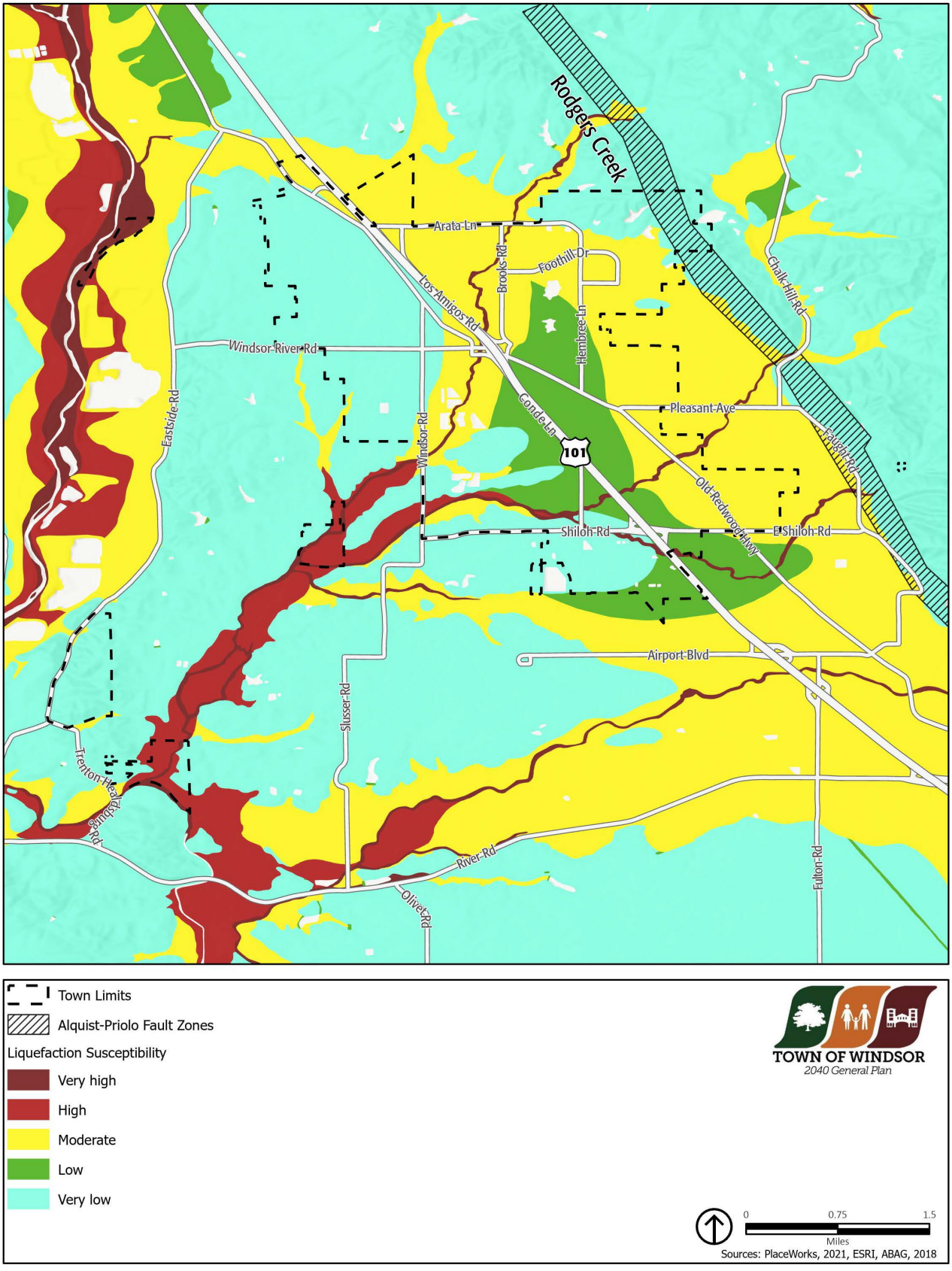


FIGURE PHS-7: LOCAL FAULTS AND LIQUEFACTION ZONES



Geologic Hazards

Geologic hazards, such as landslides and erosion, depend on the geologic composition of the area. Landslides and rock falls may occur in sloped areas, especially areas with steep slopes, and usually in areas of loose and fragmented soil. They often occur as a consequence of seismic activity or heavy rainfall, either of which may cause slopes to lose structural integrity and slide. Slope stability is dependent on many factors and interrelationships, including rock type, pore water pressure, slope steepness, and natural or human-made undercutting. Landslides are not a hazard of significant concern in Windsor. The substantive landslide risk within Windsor's limits is very small, limited to a section of Foothill Regional Park. Large sections of Windsor west of Highway 101 face a low but real landslide risk. There are areas of substantive landslide risk north, east, and southwest of the Town.

Windsor is susceptible to hazards related to erosion, or the geological process in which earthen materials are worn away and transported by natural forces such as water or wind, causing the soil to deteriorate. Eroded topsoil can be transported into streams and other waterways. Water erosion is the removal of soil by water and transportation of the eroded materials away from the point of removal. The severity of water erosion is influenced by slope, soil type, soil water storage capacity, nature of the underlying rock, vegetation cover, and rainfall intensity and period. The impact of soil erosion on water quality becomes significant, particularly as soil surface runoff. Highly erosive soils can damage roads, bridges, buildings, and other structures.

Past Occurrences

Several major earthquakes have occurred near Windsor in recorded history. The most recent major earthquake was the 2014 South Napa earthquake on the West Napa fault, centered approximately 36 miles southeast of Windsor. The earthquake had a magnitude (M_w) of 6.0, killed one person, injured approximately 200, and caused extensive damage in the southern Napa Valley region. Another major event in the region was the 1989 Loma Prieta earthquake, which killed 63 people, injured close to 3,800, and caused as much as $6 billion in damage. It was near Santa Cruz, 116 miles from Windsor, but was still sufficient to register V (moderate shaking) on the 10-point Modified Mercalli Intensity (MMI) scale. More recently, a M_w 4.4 earthquake occurred in September 2022 with an epicenter in Santa Rosa, with an MMI of IV (Light) in Windsor.

There is no recorded history of liquefaction events in Windsor, although it is possible that past earthquake events in the Town have resulted in liquefaction. Given that the areas of high or very high liquefaction potential are in creek beds, liquefaction events may have occurred in these areas but largely escaped notice because they did not affect buildings or infrastructure.

Windsor does not have a history of substantive landslide events. Geologic risks, such as landslides, are rare occurrences in Windsor. Landslides have occurred elsewhere in Sonoma County, including near Rio Nido, Monte Rio, and Healdsburg along the Russian River.

Potential Changes to Geologic and Seismic Risk in Future Years

Earthquakes are likely to continue to occur on an occasional basis and are likely to be small. Most are expected to cause no substantive damage and may not even be felt by most people. Major earthquakes, although rare, will almost certainly occur in the future. Earthquakes are the highest concern for the Town given the proximity to the Rodgers Creek-Healdsburg Fault, as well as the presence of several active faults in the region and liquefaction potential. The liquefaction risk in Windsor is expected to continue in the future. Given past trends, significant liquefaction events in the Town are likely to remain rare. The areas with the greatest risk of liquefaction are expected to remain in creek beds or immediately adjacent to them.

The risk of future substantive landslides in the Town is likely to remain low, given the absence of high landslide hazard zones in the Town of Windsor's limits. There is a possibility of small-scale landslides west of Highway 101. With significant rainfall, additional failures are likely in the community's limited landslide hazard areas and minor landslides will likely continue to impact the area when heavy precipitation occurs, as they have in the past.

While climate change is unlikely to increase earthquake frequency or strength, the threats from seismic and geologic hazards are expected to continue. Climate change is expected to result in more intense precipitation events, which may increase in the number of landslides or make landslides larger than normal. Increased wildfire frequency can destabilize hillsides due to loss of vegetation and changes in soil composition, which can contribute to greater runoff and erosion. The combination of more droughts and wildfires, along with an increased risk of extreme rainfall, is likely to cause more mudslides and landslides. Impacts from these conditions would compound landslide potential for the most susceptible locations.

The policies in this section promote community resiliency against potential seismic and geologic hazards and guide efforts to restore normal community operations and communications as quickly as possible following an earthquake or related geologic incident.

Goal PHS-2: Seismic and Geologic Hazards

Minimize the risk to lives and property due to geologic and seismic hazards.

Policies

PHS-2.1 Maintain Open Space in Hazardous Areas. The Town shall encourage the County to maintain the existing low intensity, rural land use designations and zoning in the following areas to limit exposure ofpeople and structures to hazards:

a. The northeastern portion of the Planning Area, and to the westin the transition area from the Santa Rosa Plain to the Russian River floodplain, where there is moderate or high potential for landslides.

b. The Alquist-Priolo Special Study Zone established for the Healdsburg-Rodgers Creek fault, where there is potential forground rupture.

PHS-2.2 Development on Steep Slopes. The Town shall discourage developmentin areas with slopes of 20 percent or greater to reduce the potential impacts of erosion and slope instability. New development proposed on slopes of 20 percent or greater shall provide an assessment of the site slope stability, susceptibility to landslide, and erodibility prepared by a certified engineering geologist. The Town shall require mitigation measures as necessary based on the site assessment.

PHS-2.3 Development Review for Hazards. The Town shall consider the potential danger to health, safety, and welfare of Windsor residents and businesses in its review of development applications and seek to have hazardous conditions mitigated to an acceptable level. When development is proposed in or near a known hazard area, a technical analysis (e.g., geotechnical report, flood analysis, structural engineering report) shall be completed.

For Policy PHS-2.4 see Implementation Program PHS-12: Building Code Amendments

PHS-2.4 Building Code Compliance. The Town shall continue to comply with and enforce the current California Building Standards Code, with appropriate local amendments.

PHS-2.5 Placement of County Infrastructure in Hazard Areas. The Town shall discourage the County from siting any facilities necessary for emergency services, major utility lines and facilities, manufacturing plants using or storing hazardous materials, high occupancy structures (such as multi- family residences and large public assembly

facilities), or facilities housing dependent populations (such as schools and convalescent centers) within the Alquist-Priolo Special Studies Zone.

PHS-2.6 Emergency Facilities Operation During an Earthquake. The Town shall require that facilities necessary for emergency services be capable of withstanding a maximum credible earthquake from any of the three active faults in the region and remaining operational to provide emergency response.

PHS-2.7 Geotechnical Hazards Report. For parcels that partially lie within seismically active areas that are designated with the extreme or heavy ground shaking intensity areas shown in Figures PHS-3 and PHS-4 or that are susceptible to liquefaction shown in Figures PHS-5 and PHS-6, the Town shall require a geotechnical hazards report, prepared by a certified engineering geologist or geotechnical engineer, to identify the most appropriatebuilding areas and corrective measures to minimize potential hazards. Recommendations from these investigations, or equivalent measures deemed acceptable by the Town, shall be incorporated as conditions of any project approval.

PHS-2.8 Earthquake Hazard Awareness. The Town shall promote increased public awareness regarding seismic safety and educate the community on how to prepare and plan for a seismic event.

For Policy PHS-2.8 see Public Information on Earthquake Preparedness

Flood Hazards

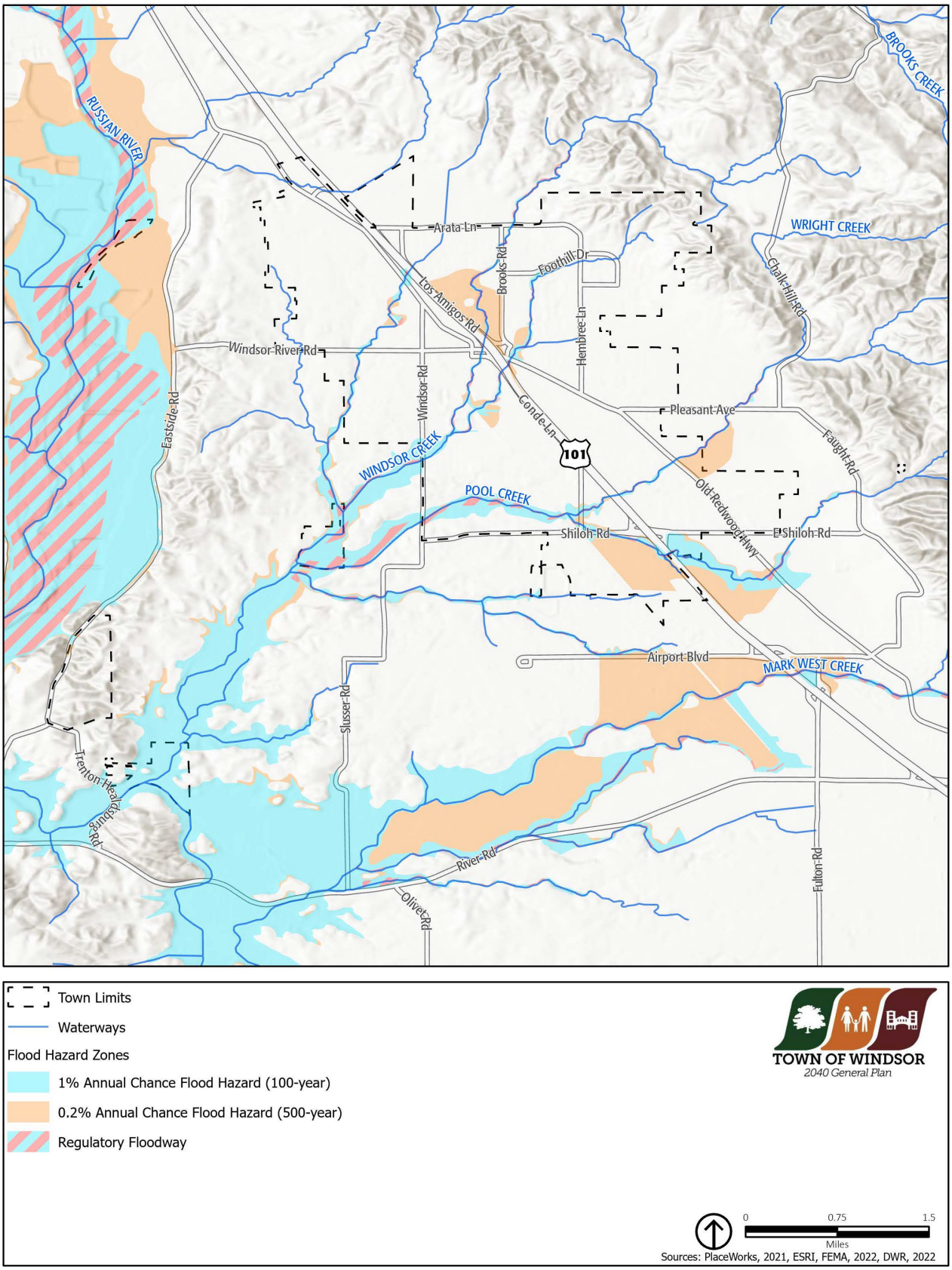
History highlights floods as one of the most frequent natural hazards impacting communities in Sonoma County. Floods are among the costliest natural disasters in terms of human hardship and economic loss nationwide, causing substantial damage to structures, landscapes, and utilities, as well as life and safety issues. Standing water can also cause damage to roads, foundations, and electrical circuits. Other problems connected with flooding and stormwater runoff include erosion, sedimentation, degradation of water quality, losses of environmental resources, and certain health hazards.

Historically, Windsor has been at risk of flooding primarily during the winter and spring months when stream systems swell with heavy rainfall. Flooding is more severe when prior rainfall has resulted in saturated ground conditions. There are seven creeks and streams within the Town of Windsor that increase thepotential for local and regional flooding during significant rain events. Flooding susceptibility in Windsor is primarily associated with Starr Creek, Windsor Creek, and Pool Creek. Occasionally, flash flooding from short-duration, high-intensity precipitation events (often during summer thunderstorms) may occur. Localized flooding also occurs in Windsor at various times throughout the year.

Areas at an elevated risk of flooding are generally divided into 100- and 500-year flood zones. A 100-year flood zone has a 1-percent chance of experiencing a major flood in any given year and a 500-year flood zone has a 0.2-percent chance of flooding in any given year. Figure PHS-8 shows the 100- and 500-year flood zones in and around Windsor.

Agencies responsible for flood control in Windsor include Sonoma County Water Agency (SCWA), the United States Army Corps of Engineers (USACE), FEMA, the Federal Insurance Administration (FIA), and the Department of Water Resources (DWR).

FIGURE PHS-8: FLOOD HAZARD ZONES



Dam Failure

A dam failure is an uncontrolled release of water from a reservoir through a dam as a result of structural failures or deficiencies in the dam. Dam failures can range from fairly minor to catastrophic and can potentially harm human life and property downstream from the failure. In addition, ecosystems and habitats are destroyed as a result of flood waters. Dam break floods are usually associated with intense rainfall or prolonged flood conditions, although they may also be caused by mechanical or structural defects or a combination of these factors.

The largest dam that poses an inundation risk to the Town is the Warm Springs Dam, which holds back Lake Sonoma and is approximately 16 miles northwest of the Town. The dam was constructed in 1982 and stands 519 feet tall. It can hold back a maximum of 381,000 acre-feet of water, or approximately 124 billion gallons. The dam is owned by the USACE and was built for flood-control and water supply purposes. The western half of Windsor lies within the inundation hazard area for the Warm Springs Dam. Other dams that pose an inundation risk to the Town are Airport Reservoir, Airport Storage Pond and Pond 2, Bosch No. 2, Donovan, Foothill Regional Park, Greeott, Lagunitas, and Shiloh Ranch Dams.

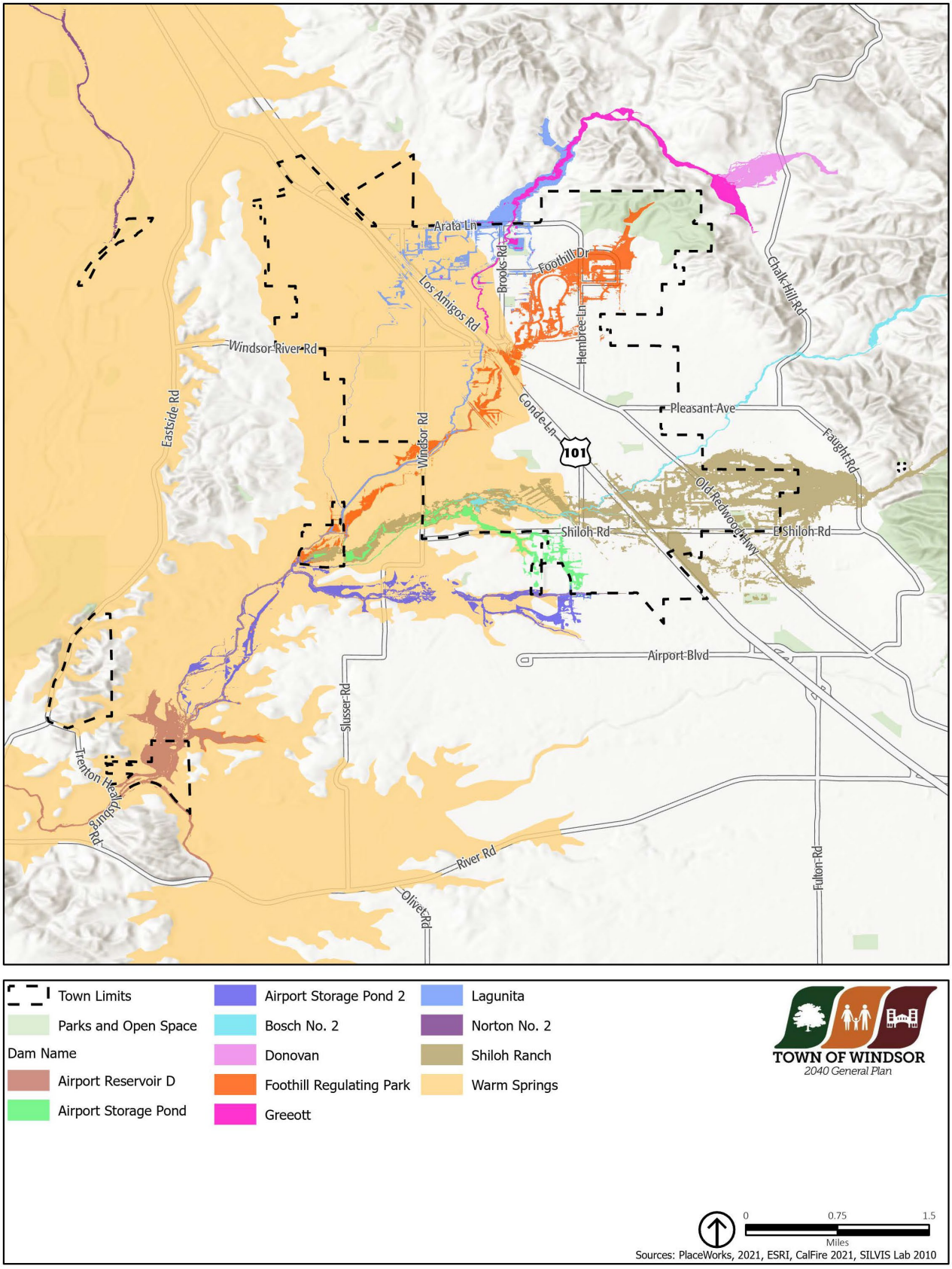
Failure of these dams is generally considered a very unlikely event, although such events are not unprecedented. Additionally, the older that dams get, the more potential exists for catastrophic dam failures. The Warm Springs Dam, and the much smaller irrigation reservoirs within Foothills Regional Park, have the potential to cause widespread flooding in Town in the unlikely event of dam failure. Areas in the Town that would be affected by inundation of these dams are illustrated in Figure PHS-9.

In a dam failure scenario, the greatest threat to life and property typically occurs in those areas immediately below the dam since flood depths and discharges generally decrease as the flood wave moves downstream. The primary danger associated with dam failure is the high-velocity flooding downstream of the dam and limited warning times for evacuation.

Past Occurrences

Floods are a regular feature in California and are the cause of the second-greatest number of disaster declarations in the state. Windsor has seen a series of major storms in the past, including during the wet season of 2005-2006. A series of storms from December 17, 2005, to January 12, 2006, caused extensive flooding throughout Northern California, especially around Windsor and in other communities in the Russian River basin. A single storm in January dropped almost 7 inches of rain at once, causing flooding in the southern part of the Town. Flooding in January 2010 knocked out power for over 4,500 Windsor residents and put the Windsor Golf Club under water. Another set of storms in late 2012 caused flooding in Windsor and surrounding communities. In February 2019, storms caused severe flooding along the Russian River, the Town of Windsor, and several other communities throughout the county. Flooding impacted a total of 578 commercial buildings and businesses throughout the county.

FIGURE PHS-9: DAM INUNDATION



Potential Changes to Flood Risk in Future Years

Likelihood of Future Occurrence

As land uses and climate conditions shift and as improvements are made to flood-control channels, the size of these flood zones is likely to change. The potential for a dam failure event in Windsor is likely to remain a risk in future years, although the odds of such events are expected to remain very low. The Warm Springs Dam, which poses the primary dam failure hazard in Windsor, was evaluated in 2006 and rated IV on the USACE's Dam Safety Action Class system. A rating of IV is considered low urgency and is the second-lowest rank in the five-point Dam Safety Action Class system. It means that the dam is inadequate and may not meet all essential engineering guidelines, but the risk of failure and the consequences of failure are low. The other dams around Windsor are not evaluated under the Dam Safety Action Class due to SCWA or private ownership, and the failure risk of these three dams is unknown.

Climate Change and Flooding

Although climate change may not change average precipitation levels significantly, scientists expect that it will cause more years with extreme precipitation events. This means that more years are likely to see particularly intense storm systems that drop enough precipitation over a short enough period to cause flooding. Because of this, floods are expected to occur more often in Windsor and climate change may expand the parts of the Town that are considered flood-prone. Climate change is also expected to increase the frequency and severity of droughts that cause soil to dry out and become hard. When precipitation does return, more water runs off the surface than is absorbed into the ground, which can lead to floods.

The policies in this section areintended to minimize the potential damage and risks associated with flooding.

Goal PHS-3: Flood Hazards

Minimize the risks to lives and properties due to flood hazards.

Policies

PHS-3.1 100-Year Flood Zone Protection. The Town shall require that all new development be required to implement protection measures when located in a 100-year flood zone.

PHS-3.2 Land Use Restriction in Flood Prone Areas. The Town shall continue to prohibit development in designated regulatory floodways (Figure PHS-7).Development is permitted in the floodway fringe with the approval of a development permit and appropriate mitigation measures.

PHS-3.3 Prohibition of Emergency Facilities in Floodplain. The Town shall prohibit facilities essential for emergencies and facilities for large public assembly from developing in a 100-year flood zone, unless the structure and access to the structure are sited and/or designed in a way to keep them free from flood inundation.

PHS-3.4 Floodplain Management. The Town shall support floodplain management over flood control structures for preventing damage from flooding except where the intensity of development requires a high level of protection and justifies the costs of structural measures. Where flood control structures are necessary, the Town shall require appropriate mitigation for loss of riparian vegetation and habitat.

For Policy PHS-3.4 see Implementation Program PHS-8: Flood Control Management

For Policies PHS-3.5-3.6 see Implementation Program PHS-7: FEMA 100-Year Flood Map

PHS-3.5 Floodplain Combining District. The Town shall continue to use the floodplain combining district of its Zoning Ordinance to specify the appropriate development regulations and to define the development review process for proposals within the floodways and within the 100- year flood zone in order to remain consistent with Muni Code Title 9: Flood Damage, Flood Control, and Drainage.

PHS-3.6 Appropriate Development in the Flood Hazard Areas. The Town shall use the FEMA Flood Insurance Rate maps as the defining minimum acceptable level of risk. Structural development within a Special Flood Hazard Area (SFHA) would only be permitted if the property owner/developer demonstrated with substantial evidence that the areas proposed for buildings do not encroach into the floodplain, that there are no practicable alternatives, and that effective mitigation measures have been incorporated to minimize potential public safety risks and to not increase the size of the SFHA.

PHS-3.7 Developer Improvement Costs. The Town shall require property owners/developers who benefit from the installation of drainage facilities that handle stormwater runoff from new development to install and/or pay their fair share cost of these improvements and maintenance of such improvements as the Town deems appropriate.

PHS-3.8 Dam Failure. The Town shall continue to coordinate with the County to maintain current Dam Inundation Maps and Dam Failure Plans.

PHS-3.9 Assessing Dam Inundation Risk. Coordinate with the Sonoma County Water Agency, the United States Army Corps of Engineers, and private dam owners to assess the dam inundation risk in Windsor and upgrade facilities and infrastructure at risk.

PHS-3.10 Structural Retrofits. The Town shall conduct structural retrofits of at-risk Town-owned infrastructure to protect against flooding.

PHS-3.11 Minimizing Flood Risk for New Development. The Town shall ensure that new development and infrastructure projects do not create or exacerbate flood risks elsewhere in Windsor or in neighboring communities.

PHS-3.12 Drainage Requirements for New Development. The Town shall require new developments to provide drainage improvements according to Town standards.

PHS-3.13 Flood Hazard Awareness. The Town shall increase public awareness of flood hazards and promote flood-control measures to avoid and reduce potential impacts from flooding.

Fire Hazards

Fire hazards include both wildfires and urban fires. California is recognized as one of the most fire-prone and consequently fire-adapted landscapes in the world. The combination of complex terrain, Mediterranean climate, and productive natural plant communities, along with ample natural ignition sources, has created conditions for extensive wildfires. Wildfire is a high concern for the Town of Windsor. Generally, the fire season extends from early summer through late fall of each year during the hotter, dryer months. Wildfire conditions arise from a combination of high temperatures, low-moisture content in the air and plant matter, an accumulation of vegetation, and high winds.

Wildfires

Vegetation, wind, temperature, humidity, and slope are all factors that affect how these fires spread. Windsor is surrounded by wildland, agriculture, and open space that contributes to its aesthetic quality and small-town charm. However, some of these natural resources also make the

Town vulnerable to wildfires. The climate of Windsor keeps the grass dry and more readily combustible during fire season. Seasonal drought conditions exacerbate fire hazards.

Wildfire potential for Sonoma County is typically greatest in the months of August, September, and October, when dry vegetation coexists with hot, dry winds, known as Diablo winds. These winds can quickly desiccate vegetation and other combustible materials and can push a fire down or up a slope at very high speeds. During these times, controlling a fire becomes far more difficult. Seasonal drought conditions exacerbate fire hazards.

Grassland fires are easily ignited, particularly in dry seasons. These fires are relatively easy to control if they can be reached by fire equipment. While brush-lands are naturally adapted to frequent small fires, fire protection in recent decades has resulted in heavy fuel accumulation on the ground. Brush fires, particularly near the end of the dry season, tend to burn fast and very hot, threatening homes and leading to serious destruction of vegetative cover. A brush fire that spreads to a woodland can generate a destructive crown fire, which burns materials at the top of trees and jumps from treetop to treetop. Crown fires can be very intense and difficult to contain. High-intensity fires increase the likelihood of a fire growing and spreading quickly. Furthermore, production of burning embers carried through the wind (also referred to as ember cast) can lead to spot fires beyond the immediate perimeter, and these are often the primary cause of ignition for structures. Ember cast and spot fires present one of the greatest fire risks to the Town of Windsor.

In Windsor, an oak woodland wildfire has the potential to spread rapidly and may be very difficult to contain due to the community's steep topography to the north and east, fuel load, and climatic conditions during the summer and fall.

Wildfire smoke consists of a mix of gases and fine particulate matter from burning materials. The pollutant of most concern from wildfire smoke is fine particulate matter ($PM_{2.5}$). $PM_{2.5}$ from wildfire smoke is damaging to human health because of its ability to deeply penetrate lung tissue and affect the heart and circulatory system. Although wildfire smoke presents a health risk to everyone, sensitive groups may experience more severe acute and chronic symptoms from exposure to wildfire smoke, such as children, older adults, or people with chronic respiratory or cardiovascular disease.

Wildland-Urban Interface Fires

The wildland-urban interface (WUI) is an area where buildings and infrastructure (e.g., cell towers, schools, water supply facilities) mix with areas of flammable wildland vegetation. Human-caused fires are the leading cause of wildland fires, and with thousands of people living near and visiting wildland areas, the probability of human-caused fires is growing.

In the WUI, efforts to prevent ignitions and limit wildfire loss hinge on hardening structures and creating defensible space through a multi-faceted approach, which includes engineering, enforcement, education, emergency response, and economic incentive. Different strategies in the defense and threat zones of the WUI help to limit the spread of fire and reduce the risk to people and property.

Structural Fires

Windsor is also at risk from structural fires, ranging from single-family detached homes and townhouses to apartments and tower blocks, or various commercial buildings, ranging from offices to shopping malls. These disasters are often due to faulty wiring or mechanical equipment, or combustible construction materials. The absence of fire alarms and fire sprinkler systems often exacerbate the damages associated with a structural fire. Structural fires are largely from human accidents, although deliberate fires (arson) may be a cause of some events. Older buildings that lack modern fire safety features may face greater risk of damage from fires. To minimize fire

damage and loss, the Town's Fire and Building Codes, based on the California Fire and Building Codes, sets standards for building and construction. It requires the provision of adequate water supply for firefighting, fire-retardant construction, and minimum street widths, among other things. Fire prevention awareness programs and fire drills are conducted to train residents to respond quickly and correctly to reduce injury and losses during fires.

Fire Hazard Severity Zones

CAL FIRE establishes Fire Hazard Severity Zones (FHSZs), designating each as moderate, high, or very high severity. There are no Very High Fire Hazard Severity Zones in the Town. However, areas adjacent to the Town that are susceptible to wildfires are also of concern as these conditions could exacerbate vulnerabilities within the Town. The area southeast of Windsor is considered a moderate fire hazard severity zone. There are also areas of moderate fire hazard severity along the Town's northeastern border. Figure PHS-10 shows the wildfire hazard severity zones and WUI in and around Windsor.

Residential development in the WUI, the introduction and proliferation of exotic species, accumulated fuel because of the exclusion of naturally occurring fire, and climate-change-driven compression of the historical rainy season exacerbate the fire problem. Taken together, these factors result in more people, property, critical infrastructure, and natural resources in harm's way on a more frequent basis. Though large-scale wildfires do not occur every year, wildfire incidents driven by extreme weather conditions have repeatedly been difficult to contain.

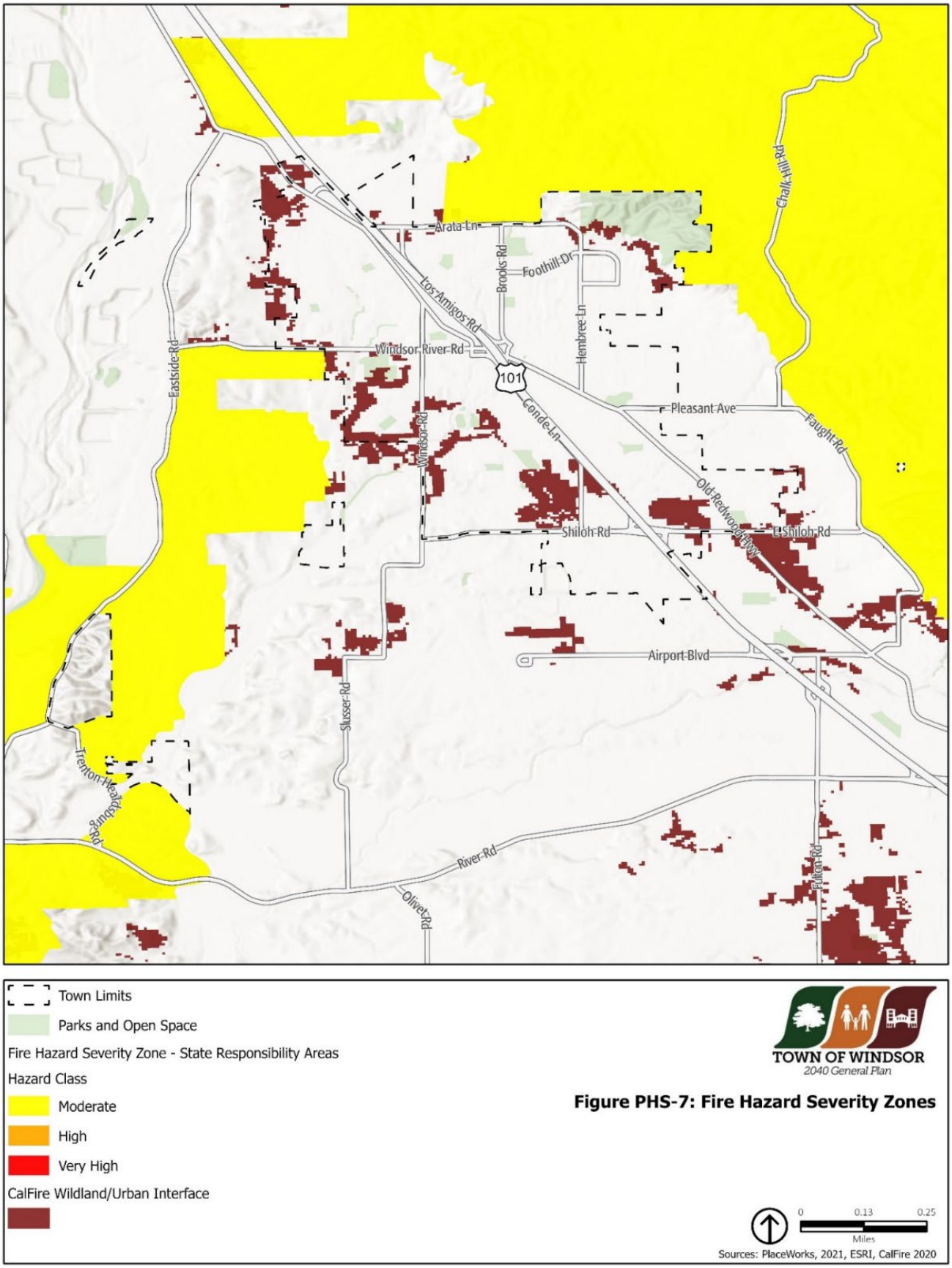
Research shows that home loss in wildland fires is primarily driven by two important factors:

- Embers cause 80 percent of wildland fire home ignitions. Many elements of homes are highly vulnerable to embers but can be retrofitted on existing homes to reduce risk of ignition
- The vegetative fuels within 100 feet of structures (the area referred to as defensible space)—Good defensible space, wherein vegetation has been reduced to reduce fire intensity and spread, is critical to reduce ignition.

Outside of the home and the 100-foot defensible space zone, surrounding wildland fuels can play a role in home destruction, as fire and embers can spread from nearby wildland areas into communities.

Although Windsor is outside of a mapped fire hazard severity zone, the close presence of these areas means that wildfires may still occur in the Town, although the chance of such events happening is somewhat lower.

FIGURE PHS-10: WILDFIRE HAZARD SEVERITY ZONES



Fire Protection

Fire protection in and around Windsor is provided by the Sonoma County Fire District (SCFD). SCFD is governed by a Board of Directors and provides services within Town of Windsor boundaries, as well as to surrounding rural and/or unincorporated areas. SCFD also has automatic-aid agreements with CAL FIRE. The Town of Windsor is signatory to the California Mutual Aid Fire Protection System. This agreement was established to aid with major emergency incidents anywhere in the state.

SCFD has two stations in the Town:

- 8200 Old Redwood Highway (Station 1)
- 8600 Windsor Road (Station 3)

Past Occurrences

There are no historical records of wildfires occurring in Windsor itself, although some wildfire events have occurred nearby. In October 2017, the Tubbs Fire forced residents in Windsor to evacuate. The fire became an urban conflagration fire, as embers from wildland areas carried across Highway 101 to ignite businesses and the community of Coffey Park, where approximately 1,300 homes were lost along with commercial buildings. The fire burned approximately 36,807 acres and 5,643 structures. At least 24 people in Sonoma County were believed to have been killed by the fire.

In October 2019, the Kincade Fire started northeast of Geyserville in the Mayacamas Mountains and burned 77,753 acres and 371 structures before it was fully contained on November 6, 2019. The fire threatened over 90,000 structures and caused widespread evacuations (198,785 residents) throughout Sonoma County, including the communities of Geyserville, Healdsburg, and Windsor.

On August 17, 2020, the Walbridge Fire resulted in the northwestern area of Windsor being under an evacuation warning. The Walbridge Fire was part of the Lightning Complex Fire, which started following a series of very hot days when thunderstorms hit California. Within the next 72 to 96 hours, over 12,000 lightning strikes were recorded over Northern California. These lightning strikes sparked up to 585 wildfires, many of which grew to be very large at a rapid pace due to parched brush. The Walbridge Fire burned approximately 55,209 acres and contributed to the loss of 303 structures within Sonoma County.

Potential Changes to Fire Risk in Future Years

Wildfire risk and smoke impacts from regional wildfires are likely to continue to be problematic due to the surrounding areas at risk. As urban development extends towards the foothills and into areas with highly flammable vegetation, the likelihood of accidental wildland fires becomesmore prominent. Wildland fires are difficult to suppress and can spread rapidly, requiring property owners and the public to be aware and ready to implement preventive measures in areas of high risk.

Changing climate conditions are expected to increase the fire risk in and around Windsor. Warmer temperatures brought on by climate change can exacerbate drought conditions. Droughts can kill or dry out plants, creating more fuel for wildfires. Warmer temperatures are also expected to increase the number of pest outbreaks, such as the western pine beetle, killing and weakening trees, and increasing fuel load. Warmer temperatures are also expected to occur during more of the year, extending the wildfire season, which is likely to begin earlier in the year and extend later than it has historically. While wildfire frequency around the Town is expected to remain relatively constant through the middle of the century, it is possible that the Windsor area may see up to a 20-percent increase in burnt areas by 2085.

Wildfires occurring later or earlier in the year are more likely to occur during Diablo wind events, which can cause wildfires to move more quickly and increase the likelihood of burning in the WUI areas. Severe weather events, such as high winds, may become more frequent and intense due to climate change. High winds can push flames quickly into new areas, contributing to rapid spread of wildfires and making them harder to control.

The policies in this section provide guidance for preventative measures and practices to avoid wildfires and support ongoing coordination between SCFD and CAL FIRE.

Goal PHS-4: Fire Hazards

Minimize the risks to lives and properties due to wildland fire hazardsthrough education and an understanding of the natural environment.

Policies

PHS-4.1 Fire Protection Design for New Development. New development adjacent to heavily grassed and semi-arid hillsides shall be designed to minimize fire hazards to life and property, including the use of firepreventive site design (i.e., defensible space), landscaping and building materials, and fire suppression techniques.

PHS-4.2 County Fire Hazard Reduction Programs. In areas beyond the Town limits designated as a high or very high Fire Hazard Severity Zone by CAL FIRE or in the wildland-urban interface, the Town shall encourage the County to undertake or continue programs to minimize fuel buildup around residences and other occupied structures. Such programs should include the establishment and maintenance of a fuel break between fire risk areas and urbanized areas.

PHS-4.3 Fire Suppression Requirements. The Town shall require additional mitigation for development projects unable to satisfy minimum fire flow requirements.

PHS-4.4 Fire Interjurisdictional Coordination. The Town shall encourage the County to incorporate any measures provided by the fire protection service providers as conditions of project approval for projects in unincorporated areas located within a moderate, high, or very high Fire Hazard Severity Zone or in the wildland-urban interface.

PHS-4.5 State Responsibility Lands. The Town shall generally avoid inclusion of lands within the State Responsibility Area in its Sphere of Influence, since annexation of these areas requires the Fire District to assume responsibility for wildland fire protection.

PHS-4.6 Project Review for Proposals in Fire Hazard Areas. The Town shall require that fire hazards be identified during project review by comparing the project site against the fire hazard maps prepared by Cal Fire. Project sites that lie within the moderate, high, or very high Fire Hazard Severity Zones or in the wildland-urban interface areas shall be subject to design modifications and conditions to minimize potential exposure to wildland fire and to allow adequate response, including rapid access by emergency responders and sufficient capacity for evacuation.

PHS-4.7 Weed Abatement. The Town shall continue to support the Fire District's efforts to maintain and implement a Weed Abatement program to prevent fire hazards created by vegetative growth.

PHS-4.8 Public Warning System. Explore implementation of a public siren and broadcasting system, to be used in combination with reverse calling and other methods as a means of alerting residents of imminent threats.

PHS-4.9 Priority Undergrounding. Prioritize undergrounding of utilities along emergency access and evacuation routes to make them more reliable and to minimize hazards from fallen power lines.

PHS-4.10 **Building Maintenance for Fire Safety.** The Town shall ensure that existing buildings are maintained to comply with the Town's Fire Safety Standard Ordinance.

PHS-4.11 **Mutual Aid and Inter-jurisdictional Coordination.** The Town shall maintain inter-jurisdictional cooperation and coordination, including automatic-aid agreements with fire protection/suppression agencies in Sonoma County.

PHS-4.12 **Fire Hazard Hardening.** The Town will ensure that its infrastructure, services, critical assets, and new buildings are hardened against fire hazards and that governance and public services continue to function during and after a fire hazard event.

PHS-4.13 **Shelter in Place.** The Town will identify and designate sites throughout the community that provide sheltering in place in the event of a wildfire. These sites are built to specific standards that allow residents who are unable to evacuate during a wildfire to remain inside an ignition-resistant structure until the emergency is resolved.

PHS-4.14 **Evacuation Routes.** Continue to identify and maintain evacuation routes to ensure adequate capacity, safety, and viability of those routes in the event of an emergency.

PHS-4.15 **Identifying Roadways in Fire Hazard Severity Zones and Wildland-Urban Interface.** Identify existing public and private roadways in fire hazard severity zones and the wildland-urban interface (WUI) that are not in compliance with current fire safety regulations, including road standards for evacuation and emergency vehicle access, vegetation clearance, and other requirements of Sections 1273 and 1274 of the California Code of Regulations (Title 14, Division 1.5, Chapter 7, Articles 2 and 3), to the extent resources are available.

PHS-4.16 **Establish Firebreaks.** Establish firebreaks around subdivisions in the North of Arata area and Jensen Lane area. These firebreaks shall also serve as roadways and access points in the event of an emergency and provide adequate access for fire and emergency vehicles and equipment.

Hazardous Materials

Hazardous materials are materials that pose a significant risk to public safety or human or environmental health. Hazardous materials include all toxic flammable, combustible,corrosive, poisonous, and radioactive substances, which possess the potential to bring harm to the public or the environment. They can be released through human error, malfunctioning or broken equipment, or as an indirect consequence of other emergencies (e.g., if a flood damages a hazardous material storage tank). Hazardous materials can also be released accidentally during transportation, as a consequence of vehicle accidents. Protection from hazardous materials is essential to providing a safe environment forresidents and visitors.

The improper use and disposal ofhazardous materials can contaminate soil and groundwater resources and compromise the health and quality of life of residents. Accidents involving the transportation of hazardous materials can also cause explosions or spills that endanger the lives and property of nearby residents and businesses.

Hazardous materials and waste within Windsor are managed by the Certified Unified Program Agency (CUPA), a local administrative agency within the County of Sonoma Hazardous Materials Division. The CUPA consolidates, coordinates, and makes consistent the regulatory activities of several hazardous materials and hazardous waste programs, including Hazardous Materials Management, California Accidental Release Prevention, Hazardous Waste Management, Underground Storage Tanks, Aboveground Storage Tanks, and Emergency Response.

Several state agencies monitor hazardous materials/waste facilities. Potential and known contamination sites are monitored and documented by the Regional Water Quality Control Board (RWQCB) and the Department of Toxic Substances and Controls (DTSC). A review of the leaking underground storage tank list produced by the RWQCB and the DTSC EnviroStor database indicates 10 cleanup sites and 16 leaking underground storage tank sites throughout the Town.

Most hazardous materials in the region are being transported on truck routes along major roadways, such as Highway 101 that pass through Windsor. The most vulnerable areas along this route are considered the on-/off-ramps and interchanges.

If a hazardous material spill poses an imminent public health threat, the Town will support local regulating agencies in notifying the public. The transport of hazardous materials/wastes and explosives through the Town is regulated by the California Department of Transportation (Caltrans). Highway 101 is open to vehicles carrying hazardous materials/wastes. Transporters of hazardous wastes are required to be certified by the United States Department of Transportation (DOT) and manifests are required to track the hazardous waste during transport. The danger of hazardous materials/waste spills during transport does exist and will potentially increase as transportation of these materials increase on Highway 101. The SCFD and the County of Sonoma Hazardous Materials Division are responsible for hazardous materials accidents at all locations within the Town.

Potential Changes to Hazardous Materials Risk in Future Years

Likelihood of Future Occurrence

Given that there have been four hazardous materials incidents in transport through the Town in the past 50 years, it is unlikely a hazardous materials incident will occur in Windsor on a frequent basis. Moreover, according to Caltrans, most incidents are related to releases of fluids from the transporting vehicles themselves and not the cargo, thus the likelihood of a significant hazardous materials release within the Town is more limited and difficult to predict.

Climate Change and Hazardous Materials

Climate change is unlikely to substantially affect hazardous materials transportation incidents. However, increases in the frequency and intensity of hazards, such as floods, landslides, earthquakes, wildfires, and severe storms, may create a greater risk of hazardous materials releases during these events.

The policies in this section establish strategies to minimize exposure to hazardous materials, including the implementation of best practices for the routine use, storage,transport, and disposal of hazardous materials.

Goal PHS 5: Hazardous Materials

Minimize potential health effects from the use, storage, transportation anddisposal of hazardous materials and waste.

Policies

PHS-5.1 Proper Storage and Disposal of Hazardous Materials. The Town shall require proper storage and disposal of hazardous materials to prevent leakage, potential explosions, fires, or the escape of harmful gases, and to prevent individually innocuous materials from combining to form hazardous substances, especially at the time of disposal.

PHS-5.2 Setbacks and Buffers. The Town shall review applications for commercialand industrial uses that involve the use, storage, transport, or disposal of hazardous materials to determine the need for buffer zones or setbacks to minimize risks to homes, schools, community centers, medical facilities, and other sensitive uses.

PHS-5.3 Hazardous Waste Disposal in Sphere of Influence. Due to the sensitivity of the Windsor Sphere of Influence area to seismic and flood hazards, and the reliance on groundwater for the Town's potable water supply, the Town shall not permit hazardous waste disposal facilities within the Sphere of Influence.

PHS-5.4 Hazardous Waste Disposal. The Town shall encourage the communityto dispose of toxic substances at the Central Disposal Site in Petaluma or through one of the Community Toxic Collection days.

PHS-5.5 Sensitive Uses. The Town shall require new developments that use or store hazardous materials and that are on sites in close proximity to creeks to include mitigation measures to prevent contamination of the creeks in the event of an accident or spill.

PHS-5.6 PG&E Gas Line Coordination. The Town shall coordinate with Pacific Gasand Electric (PG&E) to maintain public awareness and public safety in areas that are in proximity to high-pressure gas lines, while remaining sensitive to the needs of the community.

For Policy PHS-5.7 see Implementation Program PHS-13: Truck Route Evaluation

PHS-5.7 Maintain Truck Routes. The Town shall maintain designated truck routesfor the transportation of hazardous materials through the Town to limit potential impacts to public health and safety.

PHS-5.8 Rail Transport of Hazardous Materials. The Town shall coordinate with Sonoma Marin Area Rail Transit Authority (SMART), North Coast Rail Authority, and Northwestern Pacific Railroad Company on the notification of hazardous materials or waste being transported through Town and the potential impacts that these materials or wastes pose to the community.

PHS-5.9 Onsite Contamination Constraints. In future land use decisions, the Town shall consider the constraints imposed by the potential for site contamination by present or past activities that used, stored, or disposed of hazardous materials or wastes. The Town shall restrict any use that could allow human exposure to such contamination or shall requireremediation and/or mitigation efforts to reduce the health risks to acceptable levels prior to issuance of a building permit.

PHS-5.10 Hazardous Waste Remediation Coordination. The Town shall require and encourage sites that are found to be contaminated with hazardous materials or wastes to cooperate with the Regional Water Quality Control Board, the State Department of Toxic Substances Control, and other appropriate agencies in the cost-efficient and expeditious remediation of the sites for the intended uses shown in the Town's Land Use Diagram. The Town shall continue to monitor remediation progress on sites contaminated with hazardous materials or wastes.

PHS-5.11 Contaminated Sites. The Town shall do the following for known contaminated sites and for those that are discovered:

a. Support programs and funding determination of sitescontaminated with hazardous materials and for site cleanup.

b. Cooperate with Federal, State and Local agencies on their cleanupof sites contaminated with hazardous materials.

PHS-5.12 Underground Storage Tanks. The Town shall continue to encourageand support the local Fire Department, the Sonoma County Environmental Health Department under the CUPA program, and the Regional Water Quality Control Board to administer and enforce hazardous material regulations for the storage of hazardous liquids in underground storage tanks.

PHS-5.13 Hazardous Waste Management Planning. The Town shall continue to maintain and update the appropriate measures and policies in the Sonoma County Countywide Integrated Waste Management Plan: Household Hazardous Waste Element that are directly related to the Town.

PHS-5.14 Hazardous Materials Education. The Town shall educate the public on safety precautions and measures when handling and disposing of hazardous materials, including future modifications to local and regional hazardous material management.

For Policy PHS-5.14 see Implementation Program PHS-9: Public Information on Hazardous Materials

PHS-5.15 Emergency Plans for Businesses. The Town shall require businesses that use hazardous materials on the premises to prepare and implement a plan in the event of an emergency. The Plan shall identify an individual orindividuals who will serve as the emergency coordinator(s).

PHS-5.16 Legislative Support. The Town shall support legislation that would further reduce public risks associated with hazardous substances, reduce hazardous waste generation, aid in cleanup, or provide assistance for hazardous materials management.

PHS-5.17 Storage Container Hardening. The Town shall work with the Sonoma County Fire District to encourage hardening of hazardous waste storage containers to minimize increased risks from hazards such as floods, earthquakes, fire, and severe weather.

Airport Safety

The Charles M. Schulz-Sonoma County Airport (STS) is located less than one-halfmile south of Windsor. The airport is operated by the County of Sonoma Department of Transportation and Public Works and serves many different types ofaircraft including propeller aircraft, turbine aircraft, jets, helicopters, and hot air balloons. The airport currently covers approximately 1,048 acres and features two runways that have direct flight paths over Windsor. The Airport Land Use Commission (ALUC) oversees potential development and regulation that can affectairport expansion and the compatibility with surrounding land uses. The ALUC governs the Sonoma County Airport through the Comprehensive Airport Land UsePlan (CALUP). The CALUP promotes the safety and welfare of residents near the public use airports in the county, as well as airport users. The policies in this section support compatibility with the CALUP and minimize risks associated with the daily operations of the airport.

Goal PHS-6: Airport Safety

Minimize the risks to lives and property due to operations associated withthe Charles M. Schultz Airport.

Policies

PHS-6.1 Sonoma County Airport Land Use Compatibility Plan Criteria. The Town shall continue to establish noise and safety compatibility criteria in the Airport Safety (AS) overlay district consistent with the provisions ofthe Comprehensive Airport Land Use Plan for Sonoma County.

For Policy PHS-6.1-6.3 see Implementation Program PHS-10: Airport Safety Overlay Consistency

PHS-6.2 Development Proposal Review. The Town shall review development proposals and land uses within the "AS" overlay district for compliance with district regulations and modify or condition projects as necessary to maintain compliance.

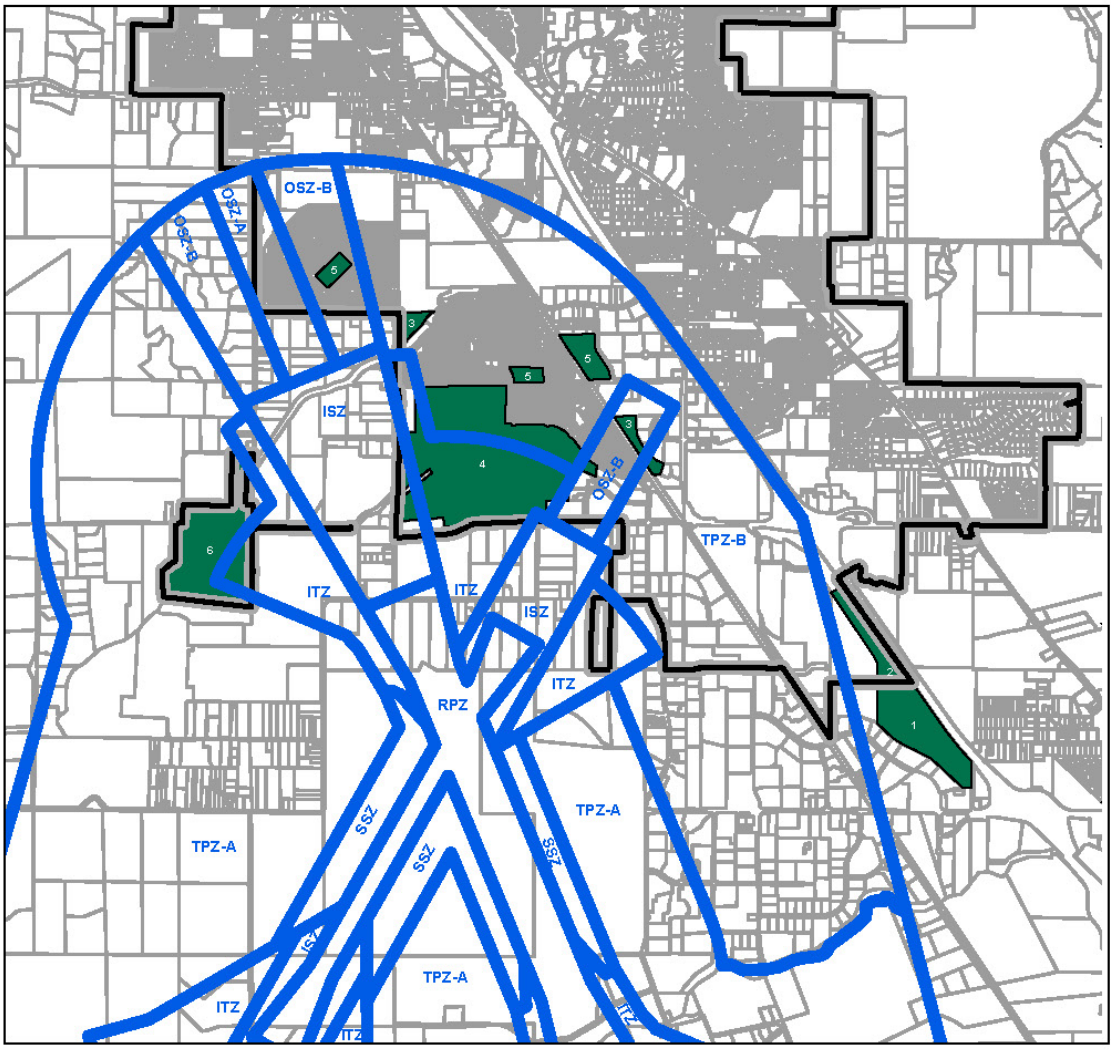
PHS-6.3 Sonoma County Airport Land Use Compatibility Plan Consistency. The Town shall strive for consistency between its policies, plans, and ordinances and the Airport Land Use Compatibility Plan.

PHS-6.4 **Airport Land Use Commission Review.** The Town shall ensure that all applicable plans, ordinances, and development applications are submitted to the Sonoma County Airport Land Use Commission (ALUC) for review, if required by State law.

PHS-6.5 **Airport Open Space Requirements.** Maintain designated airport open space areas, as shown in Figure PHS-11, to satisfy the open land area requirements of the California Airport Land Use Planning Handbook (Caltrans Aeronautics Division) and the Sonoma County Comprehensive Airport Land Use Plan for lands located within a designated "Traffic Pattern Zone" area.

PHS-6.6 **Airport Incident Report.** The Town shall monitor aviation-related incidents that impact the Town and consult with the Sonoma County Fire District and the Charles M. Schulz-Sonoma County Airport on potential safety and emergency response impacts resulting from increased airport operations.

FIGURE PHS-11: DESIGNATED AIRPORT OPEN SPACE AREAS



Designated Airport Open Space Areas

1: Vineyard
2: Open Space Easement
3: Wetlands
4: Golf Course
5: Park
6: Windsor Water District

Airport Safety Zones

ITZ: Inner Turning Zone
OSZ - A: Outer Safety Zone A
OSZ - B: Outer Safety Zone B
RPZ: Runway Protection Zone
SSZ: Sideline Safety Zone
TPZ - A: Traffic Pattern Zone A
TPZ - B: Traffic Pattern Zone B

Town of Windsor Boundary

Parcels

TOWN OF WINDSOR
2040 General Plan

0 625 1,250 2,500 Feet

Creation Date: September 20, 2016

Revision Date: Septermber 23, 2016

Source: Esri, Sonoma County GIS, and Geographic Technologies Group

Additional Hazards and Climate Change Adaptation

SB 379 requires the General Plan address climate adaptationand resiliency strategies based on a vulnerability assessment that identifies the risks that climate change poses to the local government. This requirement can also be met through a Local Hazard Mitigation Plan or other climateadaptation plan. The Town has prepared a Community Resilience Plan that contains a climate vulnerability assessment and strategies to address climate change adaptation. The Town's Local Hazard Mitigation Plan (LHMP) also includes some discussion of climate vulnerability. The LHMP is incorporated in the Public Health and Safety Element by reference. The Community Resilience Plan and LHMP fulfill the requirements of SB 379.

Global climate change refers to changes in the average climatic conditions on earthas a whole, including changes in temperature, wind patterns, precipitation, and storm severity. Potential climate change impacts in Windsor include increased frequency and severity of extreme heat days, increased drought caused by decreased rainfall, increased risk of wildfires, and decreased water availability. The Town has actively participated in and supported the effort to reduce greenhouse gas emissions. The policies in this section demonstrate the Town's dedication to respond and adapt toclimate change, including the effects of climate change on natural hazards not previously included in this Element. Policies in the Environmental Resources Element address the reduction of greenhouse gas emissions, which are the leading cause of climate change.

Drought

A drought is a long period when precipitation levels are well below normal. This makes less water available for people (especially if the local water supply depends on surface water) and natural systems.

The Town of Windsor may experience water shortages during drought conditions, which could lead to mandatory water use restrictions. Less snow falling in mountainous areas causes water levels in lakes and reservoirs to drop, which can affect recreation activities. Local ecosystems that are not well adapted to drought conditions can be more easily harmed by it. During drought events, the flow of water in creeks and streams is reduced, creating more slow-moving or standing water. This can concentrate sediment and toxins in the low water levels, causing harm to plants and animals. Many fish species also prefer specific stream flow speeds, especially for spawning and egg incubation, and changes to stream velocity as a result of drought conditions can affect reproduction. Droughts can also indirectly lead to more wildfires, and the stress caused by water shortages can weaken plants, making them more susceptible to pests and diseases.

The Town of Windsor manages its own water supply for the community and for a small number of people and businesses outside of the Town's limits. Approximately 85 percent of the Town's potable water supply comes from the nearby Russian River, while the remaining 15 percent is purchased by SCWA, which also sources most of its water from the Russian River and its tributaries. Thus, the Town's water comes entirely from local sources. This dependence on local water supplies means that Windsor's water supply will likely not be affected by droughts in other parts of the state, but that the Town is highly vulnerable to droughts that occur in the region.

Potential Changes to Drought Risk in Future Years

Based on historical information, the occurrence of drought in California, including Sonoma County, is cyclical, driven by weather patterns. Drought has occurred in the past and will occur in the future. Periods of actual drought with adverse impacts can vary in duration, and the period between droughts is often extended. Groundwater supplies are usually buffered from shorter-term drought conditions, although long-term chronic drought conditions can cause a decline in groundwater levels.

Although droughts are a regular feature of California's climate, scientists expect that climate change will lead to more frequent and more intense droughts statewide. Overall, precipitation levels are expected to stay similar, and may even increase in some places. However, the state's

current data say that there will be more years with extreme levels of precipitation, both high and low, as a result of climate change. This is expected to cause more frequent and intense droughts compared to historical norms. Higher air temperatures are expected to increase evaporation, causing more water loss from lakes and reservoirs, exacerbating drought conditions.

Extreme Heat

While there is no universal definition of extreme heat, California guidance documents define extreme heat as temperatures that are hotter than 98 percent of the historical high temperatures for the area, as measured between April and October of 1961 to 1990. Days that reach this level are called extreme heat days. In Windsor, the extreme heat threshold is 94 degrees Fahrenheit (°F). An event with five extreme heat days in a row is called a heat wave.

Health impacts are the primary concern with this hazard, though economic impacts are also an issue. The Centers for Disease Control and Prevention (CDC) recognizes extreme heat as a substantial public health concern. Historically, NOAA data indicates that about 175 Americans succumb to the demands of summer heat, although this number has increased in recent years. From 2004 to 2018, studies by the U.S. Department of Health and Human Services indicate that there is an average of 702 deaths annually that are directly or indirectly linked to extreme heat. Areas with lower extreme heat thresholds are not necessarily at lower risk, as persons and community assets used to cooler temperatures may be less prepared for extreme heat events.

Extreme heat events are dangerous because people exposed to extreme heat can suffer a number of heat-related illnesses, including heat cramps, heat exhaustion, and (most severely) heat stroke. Elderly persons, small children, persons with chronic illnesses, those on certain medications or drugs, and persons with weight and alcohol problems are particularly susceptible to heat reactions. Occupants of nursing homes and elder-care facilities are especially vulnerable to extreme heat events if power outages occur, and air conditioning is not available. In addition, individuals below the poverty level may be at increased risk to extreme heat if use of air conditioning is not affordable. Outdoor workers in construction or landscaping are also much more exposed to the elements than most people, so they are more susceptible to extreme heat conditions and the potential illnesses associated with very high temperatures.

Very high temperatures can harm plants and animals that are not well adapted to them, including natural ecosystems. Extreme heat can increase the temperature of water in lakes, streams, creeks, and other water bodies, especially during drought events when water levels are lower. In some cases, water temperatures may exceed comfortable levels for a number of plants and animals, causing ecological harm. Indirectly, extreme heat puts more stress on power lines, causing them to run less efficiently. The heat also causes more demand for electricity (usually to run air conditioning units), and in combination with the stress on the power lines, may lead to brownouts and blackouts.

Potential Changes to Extreme Heat in Future Years

Extreme heat tends to occur on an annual basis and is likely to continue occurring annually. As Windsor is in northern Sonoma County and at relatively low elevation, extremely high temperatures will continue to be a more common occurrence.

The warmer temperatures brought on by climate change are likely to cause an increase in extreme heat events. Depending on the location and emissions levels, the state Cal-Adapt database indicates the number of extreme heat days is expected to rise from a historical annual average of up to 13 by the middle of the century (2035 to 2064), and an average of up to 22 by the end of the century (2070 to 2099).

Overall, Windsor is expected to see an increase in the average daily high temperatures. Although the temperature increases may appear modest, the projected high temperatures are substantially

greater than historical norms. These increases also make it more likely that an above-average high temperature will cross the extreme heat threshold. As temperatures increase, Windsor community members will face increased risk of death from dehydration, heat stroke, heat exhaustion, heart attack, stroke, and respiratory distress caused by extreme heat.

Severe Weather

Severe weather is generally any destructive weather event, but usually occurs in Windsor as localized storms that bring heavy rain, hail, lightning, and strong winds. Severe weather is usually caused by intense storm systems, although certain types of strong winds can occur without a storm. The types of dangers posed by severe weather vary widely and may include injuries or deaths, damage to buildings and structures, fallen trees, roads and railways blocked by debris, and fires sparked by lightning. High winds, often accompanying severe storms, can cause significant property damage, threaten public safety, and have adverse economic impacts from business closures and power loss.

Wind events in particular pose several different types of threats. By themselves, the winds pose a threat to the health of people and structures in the county. Dust and plant pollen blown by the wind can create breathing problems. The winds can blow roofs off buildings and cause tree limbs to fall on structures. High winds also increase the threat of wildfires. Winds may dry out brush and forest areas, increasing the fuel load in fire-prone areas. Winds may spark wildfires by knocking down power lines or causing them to arc. If wildfires do start, high winds can carry burning embers further from the immediate perimeter and push flames quickly into new areas, contributing to rapid spread of wildfires and making them harder to control. When the heat generated by an intense wildfire is combined with wind, small burning embers can travel several miles away from the fire perimeter. This can also affect the air quality in Windsor and may disrupt regional infrastructure networks.

Potential Changes to Severe Weather in Future Years

According to historical hazard data, severe weather is an annual occurrence in Sonoma County. Damage and disaster declarations related to severe weather have occurred and will continue to occur in the future.

Climate change is expected to cause an increase in intense rainfall and strong winds, which is usually associated with strong storm systems. However, strong winds may still occur in the absence of storms. This means that Windsor could see more intense weather resulting from these storms in the coming years and decades, although such an increase may not affect all forms of severe weather. While average annual rainfall may increase only slightly, climate change is expected to cause an increase in the number of years with intense levels of precipitation. Heavy rainfall can increase the frequency and severity of other hazards, including flooding.

Goal PHS-7

Improve the sustainability and resiliency of the Town through continuedefforts to adapt to climate change and increased flooding, drought, and wildfire conditions.

Policies

PHS-7.1 Climate Adaption Resiliency. The Town shall strive to create a strong resilient community that can withstand potential man-made and natural disasters, economic instability, and the lack of access to resources causedby climate change.

PHS-7.2 Reduce Impacts of Climate Change. The Town shall support plans, standards, regulation, incentives, and investments to reduce the impacts of climate change on those populations most vulnerable to the impacts of climate change. The Town shall pursue an integrated

For Policy M-7.2 see ImplementationProgram PHS-11: Incorporating Climate Change Adaptation

approach that incorporates climate change and resilience into all relevant local government regional and sectoral, and policy-making processes.

PHS-7.3 Climate Resilience Plan. The Town will identify reliable and sustainable funding sources to implement the strategies in the Climate Resilience Plan and will update the Climate Resilience Plan regularly as needed to support a strong resilient community.

PHS-7.4 Resiliency to Climate Impacts. The Town shall use natural resources and infrastructure to absorb the impacts of climate-related hazards and associated natural hazards, as feasible.

PHS-7.5 Sustainable Design Practices. The Town shall encourage new developments and existing property owners to incorporate sustainable, energy-efficient, and environmentally regenerative features into their facilities, landscapes, and structures to reduce energy demands and improve on-site resilience. The Town shall also support financing efforts to encourage the integration of these features in new and existing developments.

For Policy PHS-7.5 see Implementation Program PHS-1: Local Hazard Mitigation Plan

PHS-7.6 Climate Change Education. The Town shall incorporate climate change effects and impacts into public emergency awareness and preparedness programs.

PHS-7.7 Heat Waves. The Town shall coordinate with the business community, County, and State health and safety agencies to publicize programs and standards for preventing heat-related illness during heat waves, emphasizing safety among community members who are most at risk.

PHS-7.8 Resiliency to Increased Temperatures. The Town shall coordinate with local governments and Sonoma County Transit to increase shading and heat-mitigating materials on pedestrian walkways and transit stops, particularly in areas frequented by senior citizens and others who face increased threats from extreme heat.

PHS-7.9 Resiliency to Drought. The Town shall actively engage in resilient planning methods and practices to address and adapt to the potential impacts from severe droughts caused by climate change.

PHS-7.10 Drought Tolerant Infrastructure. The Town shall promote and expand the use of drought-tolerant green infrastructure, including street trees and landscaped areas, as part of cooling strategies in public and private spaces.

PHS-7.11 Water Conservation and Sustainable Water Supply. The Town shall prepare for a long-term reduced water supply resulting from more frequent and severe drought events, including working with regional water providers to implement extensive water conservation measures and ensure sustainable water supplies.

PHS-7.12 Groundwater Sustainability. The Town shall operate its wells in compliance with the Sustainable Groundwater Management Act.

PHS-7.13 Alternative Groundwater Sources. The Town shall continue to identify and reviewalternative groundwater sources that can adequately supply the Town with water during an ongoing drought.

PHS-7.14 Preserve Groundwater Recharge Areas. The Town shall strive to ensure that important groundwater recharge areas are maintained as open space.

PHS-7.15 Groundwater Recharge Projects. The Town shall encourage the development of groundwater recharge projects of all scales to increase groundwater supplies.

PHS-7.16 Rainwater Harvesting. The Town shall encourage rainwater harvesting design options in new development and retrofitting in existing development.

PHS-7.17 Water Retention During Droughts. The Town shall encourage the use of low impact development (LID) techniques for both public and private sites to aid in groundwater retention and infiltration.

PHS-7.18 Community Health Resolution. The Town shall consider adopting a Healthy Communities or Health in All Policies (HiAP) resolution to address social and environmental factors that drive outcomes and health inequities, potentially including walking and biking, access to healthy food, violence-free communities, and educational and economic opportunities for all.

Noise

Exposure to excessive noise can impact health and quality of life, potentially causing hearing loss, stress, hypertension, sleep disturbance, and fatigue. Roadway traffic is themost significant source of noise affecting residents in Windsor. Additional noise sourcesinclude aircraft from the Sonoma County Airport, trains, and industrial and commercial operations. The policies in this section are designed to minimize exposure to excessive noise by establishing development standards and implementing practices that reduce thepotential for excessive noise exposure.

Goal PHS-8: Noise

Minimize, control, and abate noise interference from indoor and outdoornoise sources and activities that exceed desirable sound levels.

Policies

PHS-8.1 Ambient Sound Levels for New Development. The Town shall encourage new development to maintain the current ambient sound environment as much as possible. All noise sources that cause the ambient sound levels to rise by more than 5 dBA should be required to incorporate conditions or design modifications to reduce the potential increase in the noise environment.

PHS-8.2 Exterior Noise Standards for New Development. The Town shall require new development to meet exterior noise level standards as established in the noise and land use compatibility guidelines contained in Figure PHS-10. For residential areas, these exterior noise guidelines apply to the primary usable outdoor area.

PHS-8.3 Interior Noise Threshold for New Residential. The Town shall require new residential projects to provide for an interior CNEL of 45 dB or less due to exterior noise sources. To accomplish this, all residential and othernoise sensitive land uses within the 60 dB contours or greater as defined in (Figure PHS-10) should be reviewed to ensure that adequate noise attenuation has been incorporated into the design of the project.

PHS-8.4 Residential Compatibility with the Airport. The Town shall not permit residential development within the 2030 projected 60 dB noise contour of the Sonoma County Airport (Figure PHS-10).

PHS-8.5 Noise Attenuation Techniques. The Town shall encourage new development to identify alternatives to the use of sound walls to attenuate noise impacts. Other techniques that would be viewed more favorably by the Town include:

a. Modifications to site planning such as incorporating setbacks; and

b. Revisions to the architectural layout such as changing building orientation, providing noise attenuation for portions of outdoor yards, and construction modification (e.g., noise attenuating windows).

In the event that sound walls are the only practicable alternative, such walls shall be subject to development review to ensure that they are designed to be as aesthetically pleasing as possible, incorporating landscaping, variations in color and patterns, and/or changes in textureor building materials.

PHS-8.6 Acoustical Reports. The Town shall require that applications for development of residential or other noise-sensitive land uses in projectednoise-impacted areas (greater than 55 dB CNEL) shall require an acoustical analysis, prepared at the applicant's expense. Recommendations contained in the acoustical reports shall be incorporated as conditions of any approval.

PHS-8.7 Non-Vehicular Noise. The Town shall continue to regulate non-vehicularnoise sources that are not preempted by state and federal regulations,to minimize disturbances to adjoining uses through the noise ordinance.

PHS-8.8 Caltrans Noise Attenuation Requirements. The Town should encourage Caltrans to provide sound attenuation devices that are aesthetically pleasing.

For Policy PHS-8.9 see Implementation Program PHS-13: Truck Route Evaluation

PHS-8.9 Truck Route Noise Impacts. The Town shall maintain its designated truck routes to limit the potential noise impacts to sensitive land uses.

PHS-8.10 Construction Site Noise Restrictions. The Town shall restrict construction working hours as designated in the Municipal Code, Title VII Building and Housing Section, to allow efficient construction mobilization and activities, while also protecting the noise environment of noise sensitive land uses.

PHS-8.11 SMART Quiet Zones. The Town shall encourage the designation of"quiet zones" along the SMART commuter rail corridor adjacent to land uses that are sensitive.

PHS-8.12 Airport Noise. The Town shall continue to cooperate with airport management to monitor noise impacts generated at the Sonoma CountyAirport and seek to reduce noise levels. The Town shall support the implementation of the policies, programs, and noise standards set forthin the Sonoma County Airport Land Use Compatibility Plan to reduce excessive noise impacts.

PHS-8.13 Flight Approach and Flight Path Agreements. The Town shall continue to support and actively monitor the adherence to and enforcement of flight approach and flight path agreements for the Sonoma County Airport.

PHS-8.14 Airport Expansion and Potential Noise. The Town shall coordinate with the Sonoma County Airport on any expansion of its facilities to limit additional potential noise impacts.

PHS-8.15 Noise Enforcement of State and Federal Standards. The Town shall continue to enforce state and federal noise regulations regarding vehicleoperation, equipment, and building insulation.

PHS-8.16 Applicable Standards in the Building Code. The Town shall continue to incorporate the most recent noise standards contained in Title 24 of the California Code of Regulations in Uniform Building Code into its own building code.

PHS-8.17 Project and Environmental Review for Noise. The Town shall consider as part of its discretionary review of proposed new development the potential of the project to either generate significant new noise sources or be significantly impacted by existing noise sources as shown in Figure PHS-12. If the Town determines there may be a potential for significant noise effects related to a proposed new development, the Town shall require an acoustical study be conducted by a qualified acoustician and include appropriate mitigation measures for the proposed development based on that study. See Table PHS-1 for the maximum noise level by receiving land use and Table PHS-2 for acceptable exposure levels for community noise environments.

TABLE PHS-1
MAXIMUM NOISE LEVEL BY RECEIVING LAND USE

Type of Land Use	Maximum Allowable Noise Levels		
	Time Interval	Exterior Noise dB(A)	Interior Nosie dB(A)
Single- or multi- family residential	7 a.m. – 10 p.m.	55	35
	10 p.m. to 7 a.m.	50	45
Commercial	7 a.m. – 10 p.m.	65	50
	10 p.m. to 7 a.m.	55	
Industrial or manufacturing	Any time	70	55
Public parks, public open space, and Civic Center	7 a.m. – 10 p.m.	55	N/A
	10 p.m. to 7 a.m.	50	

Notes:

1. Each of the noise limits specified above shall be reduced by 5 dBA for impulse or simple tone noises, or forconsisting of speech or music. If the ambient noise level exceeds the resulting standard, the ambient noise levelshall be the standard.
2. It shall be unlawful for any person within a residentially zoned area of the Town to operate any noise amplification device (e.g., bull horns, microphones, musical instruments, speakers, etc.), that exceeds a noise level of 45 dBA measured at the property line or cause loud excessive noise which disturbs the peace of the neighborhood.
3. In addition, Section 7-1-190 of the Town of Windsor Municipal Code restricts the timing of construction activities authorized by a Town permit to the hours of 7 a.m. to 7 p.m. Monday through Friday and 8 a.m. to 7 p.m. on Saturday. Construction is prohibited on Sunday.

FIGURE PHS-12: 2040 NOISE CONTOURS

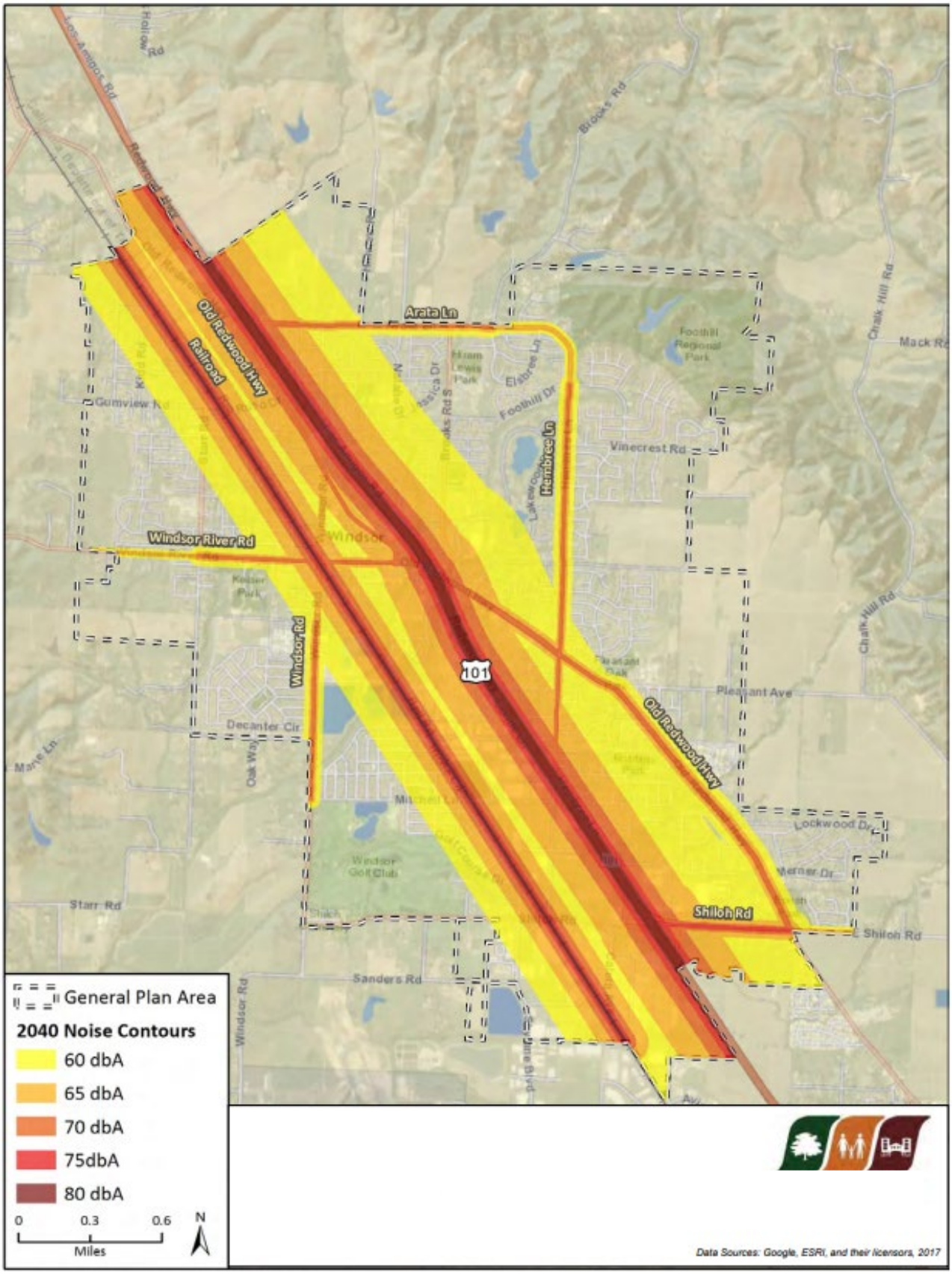


TABLE PHS-2 ACCEPTABLE EXPOSURE LEVELS FOR COMMUNITY NOISE ENVIRONMENTS							
Land Use Category	**Community Noise Exposure Ldn/CNEL, dB**						
	50-55	**55-60**	**60-65**	**65-70**	**70-75**	**75-80**	**80-85**
Residential – Low Density Single Family, Duplex, Mobile Homes							
Residential – Multifamily							
Transient Lodging – Motels, Hotels							
Schools, Libraries, Churches, Hospitals, NursingHomes							
Auditoriums, Concert Halls, Amphitheaters							
Sports Arenas, Outdoor Spectator Sports							
Playgrounds, Neighborhood Parks							
Golf Course, Riding Stables, Water Recreation, Cemeteries							
Office Buildings, Business Commercial andProfessional							
Industrial, Manufacturing Utilities, Agriculture							

NORMALLY ACCEPTABLE

Specified land use is satisfactory based upon the assumption that any buildings involved are of normalconventional construction, without any special noise insulation requirements.

CONDITIONALLY ACCEPTABLE

New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation features included in the design. Conventional construction,but with closed windows and fresh air supply systems or air conditioning will normally suffice.

NORMALLY UNACCEPTABLE

New construction or development should generally be discouraged. If new construction or development doesproceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.

CLEARLY UNACCEPTABLE

New construction or development should generally not be undertaken.

TOWN OF WINDSOR
California



Housing | Town of Windsor Housing Element Update

2023-2031 Housing Element

Adopted | *August 16, 2023*

TOWN OF WINDSOR
2040 General Plan

TOWN OF WINDSOR
California

Housing | Town of Windsor Housing Element Update

2023-2031 Housing Element

Adopted | *August 16, 2023*

TOWN OF WINDSOR
2040 General Plan

PLACEWORKS

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1. Introduction

Purpose of Housing Element

The Housing Element is one of seven General Plan elements required by the State of California. Per State Housing Element law, the document must:

- Outline a community's housing production objectives;
- List policies and implementation programs to achieve local housing goals;
- Examine the need for housing resources in a community, focusing in particular on special-needs populations;
- Identify adequate sites for the production of new housing serving various income levels;
- Analyze potential constraints to production; and
- Evaluate the Housing Element for consistency with other components of the General Plan.

Updated every eight years, this document serves as the guide for residential development and addresses housing needs in the Town of Windsor.

Content and Organization

The Housing Element is organized into the following sections and has been structured to comply with State Housing Element guidelines. The content of the sections is listed below. Figure 1.1 shows the location of Windsor relative to the surrounding communities and counties.

This Housing Element is organized into the following sections:

Section 1 – Introduction: This section provides information on the State of California's requirements, the purpose of the Housing Element, the organization of the document, and General Plan consistency.

Section 2 – Community Outreach: This section describes opportunities the Town provided for public participation during the preparation of the updated Housing Element.

Section 3 – Goals, Policies, and Programs: This section sets forth the Town's goals, policies, and programs to address housing needs in Windsor, based on findings in the previous sections.

Section 4 – Housing Needs Assessment: This section focuses on demographic information, including population trends, ethnicity, age, household composition, income, employment, housing characteristics, housing needs by income, and housing needs for special segments of the population.

Section 5 – Fair Housing Assessment: This section includes an Assessment of Fair Housing that aims to combat discrimination, overcome patterns of segregation, and foster inclusive communities free from barriers that restrict access to opportunity based on protected characteristics.

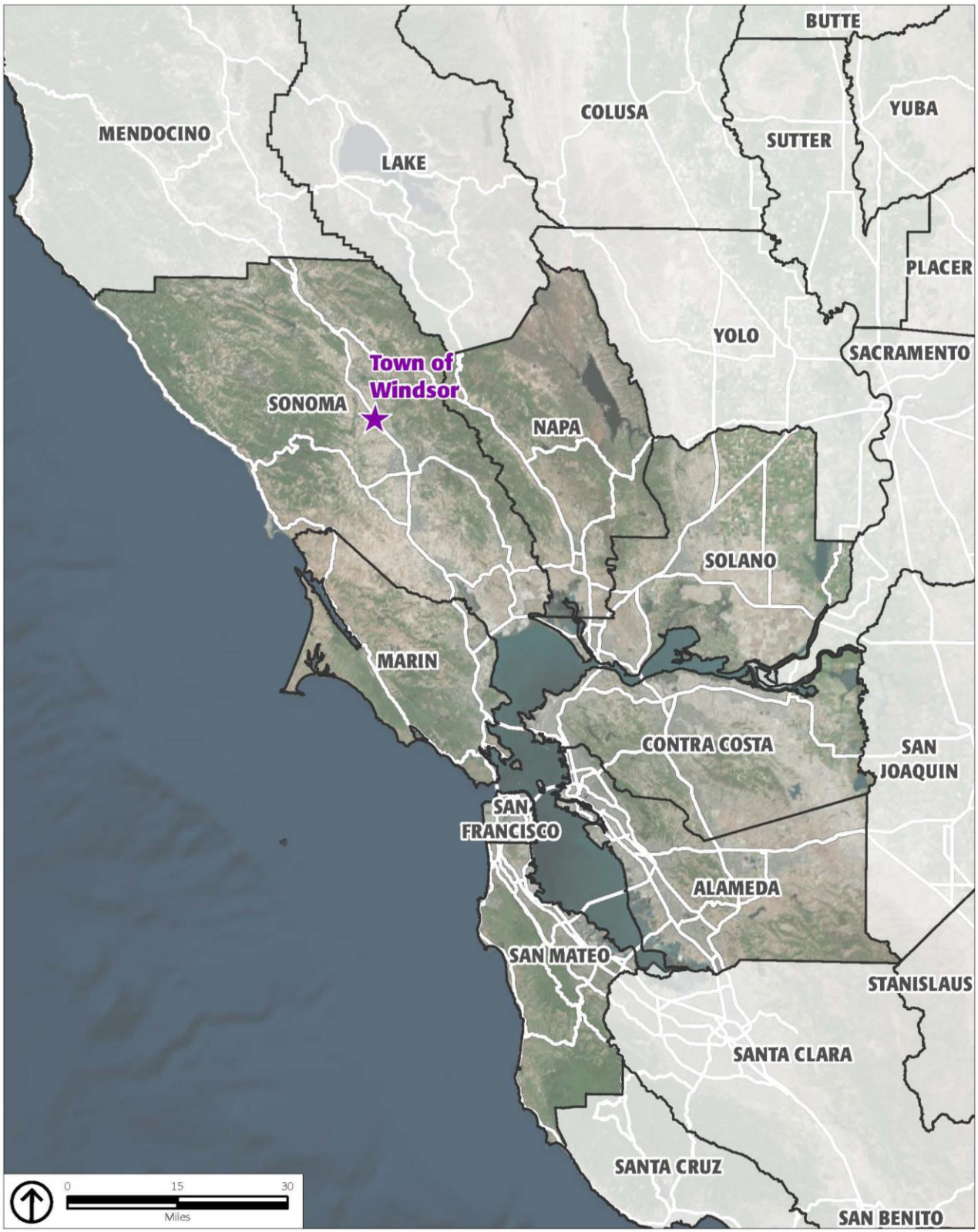
Section 6 – Housing Sites Inventory and Analysis: This section analysis the Town's available site capacity and describes the Town's approach to meeting the Regional Housing Needs Allocation (RHNA).

Section 7 – Housing Constraints and Incentives: This section analyzes potential governmental and non-governmental constraints to housing development in Windsor. Governmental constraints may include the Town's planning, zoning, and building standards that directly affect residential development patterns and indirectly influence housing availability and affordability. Potential non-governmental constraints include the availability and cost of financing, land, and building material, as well as environmental conditions that affect the cost of preparing and developing land for housing, and the business decisions of individuals and organizations (some examples are home building, finance, real estate, and rental housing that impact housing cost and availability).

Section 8 – Opportunities for Energy Conversation: This section also discusses opportunities for energy conservation, which can reduce costs to homeowners and infrastructure costs to the Town.

Section 9 – Review of Existing Housing Element: This section contains an evaluation of the prior Housing Element and its accomplishments and analyzes differences between what was projected and what was achieved.

FIGURE 1.1 REGIONAL LOCATION



General Plan Consistency

The California Government Code requires internal consistency among the various elements of the General Plan. Section 65300.5 of the Government Code states that the various elements of the General Plan shall provide an integrated and internally consistent and compatible statement of policy. The Town adopted the previous Housing Element in January 2015, and as part of a comprehensive update to the General Plan in 2018, made minor revisions to the Housing Element for the purpose of maintaining internal consistency with the other elements of the General Plan. These revisions were limited to updates to the sites inventory and several housing programs to reflect the updated status of the programs. The Town will continue to maintain this consistency as future General Plan amendments are processed by evaluating proposed amendments for consistency with all elements of the General Plan, including the Housing Element. The Town is currently (2022) working to update the General Plan Safety Element to address changes to State law, including additional requirements and General Plan guidelines from the State of California Governor's Office of Planning and Research (OPR).

2. Community Outreach

State law requires cities and counties to make a "diligent effort" to achieve participation by all segments of the community in preparing a Housing Element (California Government Code Section 65583(c)(6)). State law requires cities and counties to take active steps to inform, involve, and solicit input from the public, particularly groups and organizations representing the interests of lower-income and minority households that might otherwise not participate in the process.

To meet the requirements of state law, Windsor has completed public outreach and encouraged community involvement from all segments of the community, including special-needs groups and low-income households, as described herein.

Stakeholder Consultations

To ensure that the Town solicited feedback from all segments of the community, consultations were conducted with service providers and other stakeholders who represent and serve different socioeconomic groups. Between November 2021 and February 2022, the Town of Windsor reached out to eight stakeholder organizations to offer the opportunity for each to provide on-on-one input on housing needs and programs. Of these 12 organizations, ten responded and provided input to the Town.

Representatives from the following stakeholders were interviewed:

- Generation Housing, November 2021
- Catholic Charities, November 2021
- Housing Land Trust of Sonoma County, February 2022
- Sonoma County Housing Authority, February 2022
- Petaluma People Services, November 2021
- Fair Housing Advocates of Northern California (FHANC), November 2021
- Legal Aid, Generation Housing and NAACP Santa Rosa-Sonoma (Joint consultation) (October 2022)
- La Luz (October 2022)

Requests for consultation were extended, but no response was received from the following stakeholder groups:

- Burbank Housing Development Corporation
- United Farmworkers

The stakeholders were asked the following questions:

1. Opportunities and concerns: What three top opportunities do you see for the future of housing in the Town? What are your three top concerns for the future of housing in Windsor?

2. Housing preferences: What types of housing do your clients prefer? Is there adequate rental housing in the Town? Are there opportunities for home ownership? Are there accessible rental units for seniors and persons with disabilities?

3. Housing barriers/needs: What are the biggest barriers to finding affordable, decent housing? Are there specific unmet housing needs in the community?

4. Housing conditions: How would you characterize the physical condition of housing in Windsor? What opportunities do you see to improve housing in the future?

5. Equity and Fair Housing: What factors limit or deny civil rights, fair housing choice, or equitable access to opportunity? What actions can be taken to transform racially and ethnically concentrated areas of poverty into areas of opportunity (without displacement)? What actions can be taken to make living patterns more integrated and balanced?

6. How has COVID-19 affected the housing situation?

Stakeholders expressed several challenges and barriers to housing in the Town of Windsor. In conversations with Catholic Charities and Petaluma People Services, the Town was described as a "housing and services desert" with limited housing and infrastructure and non-infrastructure resources available. It was expressed that the Town has limited access to healthcare services and transportation alternatives. In addition, stakeholders cited that there was overall community opposition to new housing to preserve small-town character as a developing barrier to housing development. Despite these housing barriers, Generation Housing described the Town "as a community with some momentum" since the community is not actively resisting housing development. Catholic Charities described that current housing development is centered in key home sites, and that the Town does not have a "bad" unhoused population issue.

Based on conversations with the Sonoma County Housing Authority and Fair Housing Advocates of Northern California, housing providers are less likely to accept new tenants with a low credit score and eviction history. As a result, there is a need for housing navigation staff or housing case managers to support unhoused individuals, populations with low credit scores, and/or populations with an eviction history to overcome application barriers and search for housing units. There is not enough funding within the stakeholder organizations to fund these new staff, so there is a need for additional funding, as well as rental assistance or down payment assistance programs. These programs have been successful in the past, especially during the COVID-19 pandemic, as an opportunity to keep individuals housed.

Based on a conversation with the Fair Housing Advocates for Northern California, some housing providers have dodged Assembly Bill (AB) 1482 Tenant Protection laws, specifically no-fault, just-cause evictions. Fair housing providers under AB 1482 have legally evicted residents using some of the following "no fault" just causes: (1) Intent by the owner or owner-relative to occupy the unit. This includes the owner's spouse, domestic partner, children, grandchildren, parents, or grandparents only; and (2) Withdrawal of the rental property from the rental market. Even though these just-cause evictions have legal standing, there are no current housing accountability mechanisms in place to ensure that housing providers follow through on their no-fault eviction declaration. With no mechanism in place to keep housing providers accountable, landlords can seemingly bypass AB 1482 and "evict" residents without any formal oversight and therefore there is a need to hold housing providers accountable for their "no fault" just-cause evictions.

A joint consultation with representatives from Legal Aid, Generation Housing and NAACP Santa Rosa-Sonoma was conducted to discuss barriers to fair and affordable housing and factors that may be limiting access to housing for current and prospective residents. During the conversation, stakeholders shared several observations and identified conditions related to housing issues that are facing residents of Windsor and Sonoma County, with several common themes emerging. First was the need for renter protections and the shortage of rental units available in the Town of Windsor. The need for additional multifamily rental housing was identified by all stakeholders noting that more than half of the Town is zoned for single family use, presenting a barrier to housing options for many lower- and moderate-income households. Further, stakeholders noted the need to build more diversity in housing typologies, such as larger units for young families who require more bedrooms to support their growing families. Stakeholders also emphasized a need for strategies related to preservation and maintenance of the existing housing stock to conserve affordable housing opportunities and improve housing condition. Stakeholders shared that, regionally, tenants experience price gouging by landlords and identified code enforcement every 2 years as a mechanism to ensure quality of housing for the lowest income groups such as farmworkers and seniors. Stakeholders suggested taking steps to address housing conditions beyond reviewing HUD data, such as that conducting housing conditions surveys of both tenants and landlords.

On a broader scale, stakeholders expressed the need for a closer analysis on the racialized steering in Sonoma County and the Town of Windsor. Specifically, addressing the effects of redlining and discriminatory zoning practices that have led to the lack of homeownership opportunities for historically marginalized groups in the Town of Windsor, and ongoing biases. Based on conversations with the NAACP Santa Rosa, Black and African American residents in Sonoma County represent a large portion of renter population in the County than in the Town, due to barriers to housing such as limited housing types and prices. Additionally, stakeholders identified anti-blackness sentiment in Sonoma County has been a barrier to funding initiatives to support these communities. Stakeholders suggest that the Town should build a diverse network of builders and developers beyond the region to integrate affordable units in market-rate projects and have a mix of for-sale and rental units to promote integration.

Written consultation was also provided from La Luz-Sonoma to learn more about barriers to affordable housing. Several themes emerged such as high rental and purchase prices and substandard housing in the region. The stakeholder shared that there are very few opportunities for lower income households to rent or purchase a home due to the inflation of housing prices in the Town and surrounding areas. The stakeholder also shared that current available low-income housing is not affordable for households on fixed incomes. Additional concerns included the lack of natural resources and available land to accommodate all housing needs and a need for more accessible units. The stakeholder also emphasized the physical condition of homes throughout the region are substandard. In some instances, repairs were refused by landlords by tenants who are sometimes undocumented. It was recommended that the Town include a policy to prioritize enforcement of substandard government and nonprofit run housing units.

To address the concerns and feedback received, the Town has included the following programs:

- H-4 Encouraging Housing in Mixed-Use Projects and on Mixed-Use Zoned Sites *(Promotes more diverse housing stock)*
- H-7 Promote Accessory Dwelling Units *(Promotes more diverse housing stock)*
- H-8 Innovative Housing Options *(Promotes more diverse housing stock)*
- H-9 Assistance to Affordable Housing and Special Needs Housing Developers *(Promotes more diverse housing stock)*
- H-10 Pursue Funding for Homebuyer Assistance *(Promote homeownership opportunities)*
- H-15 Pro-housing Designation *(Provide additional affordable housing options)*
- H-22 Preservation of Assisted At-Risk *(Rental unit preservation)*
- H-23 Short Term Rental Ordinance *(Rental unit preservation)*
- H-39 Affirmatively Furthering Fair Housing (Build a diverse network of builders and developers)

Planning Commission and Town Council Study Session

On November 9, 2021, the Planning Commission and Town Council held a joint study session on the 2023-2031 Housing Element update and 2022 Safety Element update. This meeting was noticed through a codified requirement to post information and locations throughout the town. Notice was provided in English and Spanish to inform residents and members of the community of the upcoming study session. Additional outreach methods included e-mail blasts to an interested parties list and a brief article in the Town's biweekly newsletter, The Windsor Insider. At the study session, staff presented an overview of the Housing Element update process, the required contents of each element, and new state laws. The discussion included accessory dwelling units (ADUs), current projects counted towards the Regional Housing Needs Assessment (RHNA) allocation, available funding to further incentivize the development of ADUs, assisted living facilities as units eligible for RHNA, dissemination of information regarding ADU incentives to the public, and the expansion of locations of low-income housing projects. The Commission and Council expressed interest in further incentivizing the development ADUs and looking into available funding to assist community members interested in building an ADU.

Community Workshop

On October 14, 2021, a community workshop was held to introduce the 2023-2031 Housing Element. The community workshop was a virtual event, during which staff presented an overview of the Housing Element update process and the required contents of the Housing Element. Staff also discussed potential housing programs, reviewed new State housing laws, and solicited feedback from community members on these strategies and housing needs in Windsor. At the end of the presentation, a live poll was conducted to gather participant feedback on the types of housing they would like to see developed, barriers to developing housing, needs for housing rehabilitation, and housing objectives. More than half of the participants lived in Windsor, in single-family homes, and found their home was not in need of rehabilitation. About half of the participants wanted to see ADU, townhouse, mixed-density projects, and mixed-use housing built in Windsor. The cost of construction was the primary barrier to providing housing according to participants, followed by a lack of adequate infrastructure and community opposition. Overall, the participants would like to see more opportunities for homeownership for all income levels.

Noticing of the Draft Housing Element

During the preparation of this Housing Element update, public input was actively encouraged in a variety of ways. The element was posted to the Town's website, and a hard copy was available for review at the Community Development Department counter.

Per Government Code Section 65585, the Draft Housing Element was made available for public comment for 30 days, from August 24, 2022 through September 22, 2022. Public comment was received, and an additional 10 business days was allowed to consider and incorporate public comments into the draft revision before submitting to the California Department of Housing and Community Development (HCD) on November 2, 2022. The draft was made available on the Town's website and was noticed to residents through the same methods as the Planning Commission and Town Council meetings. Additional direct noticing was sent to local housing advocate groups, and individuals and organizations that have previously requested notices related to the Housing Element.

3. Housing Goals, Policies, and Programs

The Town of Windsor places a high value on ensuring that all residents have access to adequate housing. A multi-pronged strategy to address housing availability and affordability is more important now than ever due to the ongoing housing crisis in California. This element addresses housing demand, identifies sites for residential development, and evaluates methods to provide housing for all income levels and a diverse population through targeted policies and programs. The complete Housing Element is a stand-alone document and contains a detailed background report.

Goals and Policies

Goal H-1: New Housing Development

Provide adequate housing sites and encourage the availability of housing types for all economic segments of the community.

Policies

H-1.1 **Maintain Sufficient Land for Housing Needs.** The Town shall ensure that sufficient land is available to accommodate Windsor's share of regional housing needs, including land needed to accommodate extremely low-, very low-, low-, and moderate-income housing.

H-1.2 **Encourage a Range of Housing Types.** The Town shall encourage development of a range of housing types affordable to various income groups, including single-family and multifamily dwellings, "move-up" housing, senior housing, secondary and other smaller units, and special-needs housing.

H-1.3 **Facilitate Affordable Housing Construction.** The Town shall facilitate the construction of units affordable to extremely low-, very low-, low- and moderate-income households, including potential development of the Bluebird Center on Old Redwood Highway for affordable housing per Town Council direction.

H-1.4 **Support Workforce Housing.** The Town shall strive to ensure new housing is provided to meet the needs of the local workforce that work and serve the community (e.g., teachers, police officers, fire fighters, nurses and hospital workers, retail, and service workers).

H-1.5 **No Net Loss of Housing Capacity.** Consistent with "no-net-loss" density provisions contained in Government Code Section 65863, the Town shall consider the potential impact on the Town's ability to meet its share of the regional housing need when reviewing proposals to downzone residential properties, reclassify residentially designated property to other uses, or develop a residential site with fewer units than what is assumed for the site in the Housing Element sites inventory.

H-1.6 Inclusionary Housing Requirements. The Town shall continue to require the provision of very low-, low-, and moderate-income housing within residential development projects that are subject to the Inclusionary Housing Ordinance and continue to provide flexibility to allow developers to satisfy inclusionary housing requirements through methods that may include payment of an in-lieu fee, land donation, or off-site construction.

H-1.7 Inclusionary Housing Standards. The Town shall continue to require inclusionary housing units to be dispersed throughout the development, constructed simultaneous with market-rate housing, and designed to be similar to market-rate units to achieve a balance of housing in neighborhoods and minimize opposition to affordable housing.

H-1.8 Density Bonus. The Town shall continue to implement its Housing Density Bonus Ordinance consistent with State law.

H-1.9 Accessory Dwelling Units (ADUs). The Town shall continue to permit accessory dwelling units on residential lots and encourage the development of accessory dwelling units.

H-1.10 Manufactured Housing. The Town shall continue to permit manufactured housing in residentially zoned districts.

H-1.11 Funding for Affordable Housing. The Town shall explore new and innovative approaches to funding affordable housing.

H-1.12 Partnerships for Affordable Housing. The Town shall continue to allocate staff resources to pursuing partnerships that result in the development of affordable housing.

H-1.13 Community Land Trust Model. The Town shall support the Community Land Trust model of providing affordable homeownership for the local workforce.

Goal H-2: Assistance to Households

Increase rental and homeownership opportunities for lower- and moderate-income households through direct housing assistance.

Policies

H-2.1 Rental and Down-Payment Assistance. The Town shall pursue partnerships and programs to assist extremely low-, very low-, low-, and moderate-income households in renting or purchasing a home in Windsor.

Goal H-3: Maintenance and Improvement of Housing Stock

Maintain and improve the existing housing stock.

Policies

H-3.1 Financial Assistance for Rehabilitation. The Town shall encourage property owners to maintain and rehabilitate housing units by marketing and offering grants, loans, and other funds for this purpose.

Goal H-4: Addressing Governmental Constraints

Minimize governmental constraints on residential development.

Policies

H-4.1 Housing Development Standards. The Town shall maintain municipal land use controls and development standards that allow for financially feasible residential development.

H-4.2 Entitlement Process. The Town shall maintain entitlement procedures that provide the Town sufficient oversight of the development and design process while offering residential developers a fair, timely, consistent, and predictable process.

H-4.3 Infrastructure. The Town shall ensure adequate infrastructure and public services are provided to serve existing and planned residential development.

H-4.4 Growth Control Ordinance. The Town shall ensure that the Town's Growth Control Ordinance does not negatively impact the production of housing affordable to lower-income households.

H-4.5 Fee Deferrals. The Town shall continue the policy of deferring payment of fees until housing units are sold, ready for occupancy, or long-term financing is in place, as a means of assisting affordable housing projects.

H-4.6 Small Units. The Town shall continue to allow pairs of studios and 1-bedroom apartments of 500 square feet or less to be counted as one unit for purposes of calculating densities and fees.

Goal H-5: Provision of Special Housing Needs

Provide a range of housing opportunities for Windsor residents with special needs, including senior, people with disabilities, single-parent households, large households, farmworkers, extremely low-income residents, and persons experiencing homelessness.

Policies

H-5.1 Housing for Special Needs. The Town shall facilitate and encourage the construction of a variety of housing types to provide alternatives to single-family detached housing and to address special housing needs.

H-5.2 Senior Housing. The Town shall encourage the development, rehabilitation, and preservation of senior housing, particularly in areas that are accessible to public transit, commercial services, and health and community facilities.

H-5.3 Locations for Emergency Shelters, Supportive and Transitional Housing. The Town shall ensure that locations are available to accommodate any future need for emergency shelters, supportive housing, or transitional housing.

H-5.4 Zoning for Emergency Shelters. The Town shall continue to allow for emergency shelters as a permitted use in the CC (Community Commercial) District.

H-5.5 Accessible Housing Near SMART Station. The Town shall require projects that contain 20 or more dwelling units and are located within a half-mile of the Windsor SMART Station to design and build 10 percent of the units to be habitable by persons with disabilities.

H-5.6 Farmworker Housing. The Town shall continue to ensure that local zoning, development standards, and permitting processes comply with Health and Safety Code Sections 17021.5 and 17021.6.

H-5.7 Density Bonus and Incentives for Child Care Centers. To help address the needs of single-parent households, the Town shall continue to provide an additional density bonus or other incentive for residential projects that include a child day care center.

H-5.8 Reasonable Accommodation. The Town shall continue to provide individuals with disabilities reasonable accommodation through flexibility in the application of land use and zoning regulations when necessary to eliminate barriers to housing opportunities.

H-5.9 Diversity of Unit Sizes. The Town, in its discussions with developers producing affordable housing units under the Inclusionary Housing Program or development agreements, shall encourage the provision of a diversity of unit sizes.

Goal H-6: Equal Housing Opportunities

Ensure equal housing opportunities for all Windsor residents regardless of race, color, religion, sex, sexual orientation, marital status, national origin, ancestry, familial status, disability, or source of income.

Policies

H-6.1 Discourage Housing Discrimination. The Town shall discourage discriminatory housing practices.

H-6.2 Fair Housing Information. The Town shall provide guidance to the public about fair housing practices.

Goal H-7: Opportunities for Water and Energy Conservation

Promote water and energy conservation in residential development and reduce greenhouse gas emissions.

Policies

H-7.1 Energy Efficiency. The Town shall ensure that all new residential development meets or exceeds the standards in Title 24, Part 6 of the California Code of Regulations (Energy Efficiency Standards for Residential and Nonresidential Buildings) and the Town's Green Building Ordinance and encourage the retrofitting of existing development to improve energy and conservation.

H-7.2 VMT Reduction. The Town shall establish a development pattern that helps reduce vehicle miles traveled (VMT) and promotes transit ridership, and pedestrian and bicycle access.

H-7.3 Retrofits for Energy- and Water-Efficiency. The Town shall encourage homeowners and property owners of existing residential buildings to incorporate energy and water-efficient features and renewable energy facilities in structures.

H-7.4 Infill Properties. Wherever appropriate, the Town shall grant flexibility during the Design Review process to allow development on infill parcels where adopted development standards would preclude development feasibility.

H-7.5 Encourage Housing Near SMART Station. The Town shall encourage residential development in proximity to the SMART Station, consistent with the Windsor Station/Downtown Specific Plan, to reduce vehicle miles traveled and promote transit ridership.

Programs

GOAL 1: NEW HOUSING DEVELOPMENT

H-1: Adequate Sites

The Town will monitor the Sites Inventory annually, and as projects are processed through the Community Development Department, to ensure sufficient capacity is maintained to accommodate the Town's remaining RHNA numbers. Should the Town fall into a no-net-loss situation, within 180 days, the Town will identify a replacement site to ensure the remaining RHNA is being met.

Responsible Department: Community Development Department

Funding: General Fund

Schedule: Annually monitor and as projects are processed

H-2: Use of Sites from Previous Cycles

Pursuant to Government Code Section 65583.2(c), any non-vacant sites identified in the prior fifth Cycle or vacant sites identified two or more consecutive planning periods, shall be provided by-right development when at least 20 percent of the units in the proposed development are affordable to lower-income households. This requirement applies to site 7 in Table 6.5 and sites 14-18, and 21-25 in Table 6.6.

Responsible Department: Community Development Department

Funding: General Fund

Schedule: Upon adoption of the Housing Element.

H-3: Lot Consolidation and Small Site Development.

The Town shall help facilitate consolidation of small lots to allow development to utilize the land more efficiently, achieve economies of scale, and offer opportunity for improved site design and amenities. The Town encourages the consolidation of small lots to facilitate the development of mixed-use and multifamily developments, particularly for affordable housing by:

- Maintaining an inventory of sites on the Town's website.
- Assisting developers in identification of parcels with lot consolidation potential.
- Continuing to utilize a ministerial process for lot consolidation unless other discretionary reviews are required as part of the project.
- Granting density bonuses above state density bonus law (Gov. Code, § 65915.)
- Deferring fees specifically for consolidation
- Expediting permit processing
- Identifying and targeting specific financial resources; and
- Modifying development standards

Responsible Department: Community Development Department

Funding: General Fund

Schedule: By the end of 2024, adopt appropriate lot consolidation incentives to facilitate mixed use development. Promote the program through dissemination of brochures at public counters and providing information on the Town's website.

H-4: Encouraging Housing in Mixed-Use Projects and on Mixed-Use Zoned Sites.

The Town shall incentivize development of affordable residential units in mixed-use projects to improve access to local resources, services, and jobs in downtown Windsor and along boulevards (i.e., Town Center Mixed Use, Neighborhood Center Mixed Use, and Boulevard Mixed Use zoning districts). The program shall create incentives for residential and mixed-use infill development, including but not limited to:

- Priority project processing
- Deferral of development impact or permit fees for projects that include units affordable to lower income households, on a case-by-case basis
- Flexibility in development standards such as parking, setbacks, and landscaping requirements, where feasible
- Density and intensity bonuses
- Support for infrastructure upgrades

The Town will also either remove the non-residential requirements for projects that include affordable units in mixed use zones or expand the non-residential definition for projects that include units affordable to lower income households to include uses such as: community rooms, leasing office, childcare, and similar to meet the non-residential part of the mixed-use requirement. The Town will also remove the second-floor residential requirement and will allow residential on the first floor if a project includes affordable units.

Additionally, the Town will monitor the development on mixed use sites and modify incentives as needed to ensure housing targets are met.

Responsible Department: Planning Division

Funding Source: General Fund

Schedule: Reach out to developers to obtain feedback by January 2024; Develop incentives by October 2024; Review annually and amend as needed. Expand the non-residential definition to meet the mixed-use requirement as affordable projects are proposed; remove the second story residential requirement by January 2024; monitor development on mixed use properties annually, and expand and modify incentives as needed.

Quantified Objective: 150 very low-income units and 150 low-income units to improve access to high-resource areas for lower-income households and increase housing mobility opportunities.

H-5: Inclusionary Housing Ordinance

The Town shall continue to implement the Inclusionary Housing Ordinance and require new residential developments of 10 or more units to set aside either:

a. 10 percent of units for moderate-income households;
b. 7.5 percent of units for low-income households; or
c. 5 percent of units for very low-income households.

The Town shall continue to allow developers to satisfy their inclusionary housing requirement through various options, which may include, land donation, off-site construction, payment of an in-lieu fee. The Town shall investigate the feasibility of conducting a nexus study to determine an appropriate in-lieu fee that will both provide finding for the housing fund but not constrain the development of housing. Based on the findings of the study, the Town may adopt an updated in-lieu fee. The Town shall establish a dedicated fund for the inclusionary housing in-lieu fee and a program for distributing the funds for the development of affordable housing.

The Town shall facilitate partnerships between developers of market-rate units and affordable housing developers to assist developers in meeting inclusionary requirements, including partnerships with nonprofit and for-profit developers of affordable rental housing and organizations employing the Community Land Trust model (e.g., Housing Land Trust of Sonoma County).

Responsible Department: Community Development Department

Funding: General Fund

Schedule: Conduct a nexus study by December 2024 to determine the appropriate in-lieu fees and adopt updated in-lieu fees by July 2025. Continue to have a dedicated fund for in-lieu fee by December 2025. Facilitate partnerships as projects are submitted to the Town.

Quantified Objective: 100 lower-income units; encourage 10 units in areas of concentrated overpayment and 10 in higher resource and higher income areas that are predominantly single-family homes (i.e., Michael Hall Park and Foothill Regional Park) to reduce displacement risk and facilitate access to local services and resources.

H-6: Annual Growth Control Report / No Net Loss Capacity

The Town shall monitor the supply of residential land through its Annual Growth Control Report to ensure sufficient developable land is planned and zoned for single-family and multifamily residential development to accommodate projected housing needs for the RHNA planning period through January 31, 2031. If, at any time, the supply of sites zoned for multifamily housing falls below the quantity of land required to accommodate the Town's remaining need for higher density multifamily housing, the Town shall identify and rezone a replacement site within 180 days to ensure the remaining RHNA is being met.

Additionally, as part of the Annual Growth Control Report, the Town shall evaluate the capacity of the Town's infrastructure and service systems (i.e., streets, drainage, water, recycled water, parks, public safety, schools) and outline strategies to expand these systems to serve new development.

Responsible Department: Planning Division

Funding: General Fund

Schedule: Review and revise the Growth Control Ordinance as needed, present to Council for review by June 2023; Annually prepare the Annual Growth Control Report; Monitor if zoning changes are proposed and/or as development is proposed on multifamily housing sites on an ongoing basis.

Quantified Objective: Accommodate development of 607 lower-income units, 108 moderate-income units, and 279 above moderate-income units.

H-7: Promote Accessory Dwelling Units

The Town will encourage the construction of ADUs through the following actions, which are aimed at providing an increased supply of affordable units throughout the Town, thereby increasing access to high resource, established neighborhoods to help reduce displacement risk for low-income households:

- Review and revise the Town's Zoning code to ensure compliance with State Law.
- Participate in the Napa Sonoma ADU to offer residents pre-reviewed plans and consider pre-reviewing additional ADU plans for use in Windsor to encourage construction of ADUs to facilitate housing mobility opportunities, targeting construction of these units in predominantly single-family

neighborhoods (i.e., much of the eastern portion Windsor) to encourage subtle density increases and affordable opportunities.

- Review development applications and provide design options on the ability to include ADUs and to design units to be able to accommodate ADUs and JADUs.
- Encourage developers to design floor plans for all new market rate residential units to accommodate future conversions to ADUs/JADUs.
- For residential projects in the lower 50 percent of the allowable density range, require developers to demonstrate that at least 50 percent of the units can accommodate ADUs or JADUs.
- Implement a public information and proactive outreach campaign via the Town's website and *The Insider* newsletter to inform property owners of the standards for ADU development, permitting procedures, construction resources, and the importance of ADUs to Windsor, including ADUs affordable to lower-income households.
- Provide information to encourage residents to apply for ADUs, particularly where their homes already include space that is configured for a conforming ADU (e.g., carriage houses, au pair quarters, second kitchens on floors with separate entrances).
- Produce a flyer regarding ADUs and make it available at the Community Development Department counter and to project applicants for all discretionary land use applications; at least annually, publish informational materials through a combination of media, including the Town's website and direct mailings.
- Distribute materials on the benefits of ADUs in areas of high opportunity and limited rental opportunities to increase mobility for low-income households.
- Identify incentives for construction of ADUs with new development, which may include deferring collection of impact fees for the square footage associated with the ADU until issuance of the certificate of occupancy.
- Explore an affordable ADU incentive program to encourage property owners to deed restrict ADUs as affordable rental housing for lower- or moderate-income households; establish long-term affordability requirements by providing funding assistance for deed restricted units and a monitoring program to ensure long-term affordability is maintained.
- Develop and implement a monitoring program that will track ADU approvals and affordability. The Town will use this monitoring program to track progress in ADU development and adjust or expand the focus of its education and outreach efforts through the 2023-2031 planning period.

Responsible Department: Planning Division, Town Manager, Town Council

Funding: General Fund

Schedule: Make ADU materials available by June 2023; Implement proactive outreach campaign by December 2024; evaluate effectiveness of ADU approvals and affordability by December 2025; Identify additional site capacity, if needed, by 2026.

Quantified Objective: 25 ADUs to improve housing mobility and improve proximity to services and employment opportunities for lower- and moderate-income households (15 ADUs are assumed to address the displacement risk).

H-8: Innovative Housing Options.

The Town will identify innovative and alternative housing options that provide greater flexibility and affordability in the housing stock. These may include further reduction in regulatory barriers for tiny houses, microhomes, dwelling groups, cottage homes, small lot subdivisions, and other alternative housing types, a variety of densities and housing types in all zoning districts, and cooperative housing development where childcare and other needs could be shared.

The Town will use the findings of this program to revise the Zoning Code as necessary to allow alternative housing options or provide incentives for a variety of housing types where already allowed. The intent of this will be to target development of a variety of housing types in areas of concentrated overpayment to reduce displacement risk, promote inclusion and support integration of housing types based on income, and facilitate mobility opportunities in high resource areas and areas of high median income, targeting neighborhoods that are currently predominantly single-family homes (i.e., eastern Windsor neighborhoods).

Responsible Department: Planning Division

Funding Source: General Fund

Schedule: Identify innovative and alternative housing options to help further housing production by December 2024; Amend the zoning ordinance as needed by December 2025.

Quantified Objective: 200 lower-income units to improve housing mobility and reduce displacement risk.

GOAL 2: ASSISTANCE TO HOUSEHOLDS

H-9: Assistance to Affordable Housing and Special Needs Housing Developers

The Town will work with housing developers—creating partnerships, providing incentives, and pursuing funding opportunities—to expand opportunities for affordable lower-income housing for special-needs groups, including persons with physical and developmental disabilities, female-headed households, large families, extremely low-income households, and persons experiencing homelessness.

- Meet with at least 3 developers by December 2024 to identify mechanisms that would support inclusion of units for lower-income and special needs groups in future development plans to facilitate housing mobility and reduce displacement risk. Based on the findings of these meetings, develop informational materials on existing local and regional programs and resources that would meet the need by December 2025, or revise the Zoning Code to accommodate the necessary incentives by June 2026.

- Support affordable housing development for special-needs groups throughout the Town to reduce the displacement risk for these residents from their existing homes and communities, including in areas that are predominantly single-family residential. The target populations include seniors; persons with disabilities, including developmental disabilities; female-headed households; and homeless persons.
- Promote the use of the density bonus ordinance, application process streamlining, and fee deferrals to encourage affordable housing, with an emphasis on encouraging affordable housing in high-resource areas and areas with currently limited rental opportunities.
- Facilitate the approval process for land divisions, lot line adjustments, lot consolidation, and/or specific plans or master plans resulting in parcel sizes that enable affordable housing development; process fee deferrals related to the subdivision for projects affordable to lower-income households.
- Give priority to permit processing for projects providing affordable housing for special-needs groups.
- Support the development of larger housing units to meet the needs of large households (5 or more persons).
- Work with public or private sponsors to identify candidate sites for new construction of housing for special needs and take all actions necessary to expedite processing of such projects.
- Encourage residential development near parks, open space, transit routes, civic uses, social services, and other health resources.
- Partner with nonprofit and for-profit affordable housing developers to support their financing applications for state and federal grant programs, tax-exempt bonds, and other programs that become available.
- Pursue Federal, State, and private funding for low- and moderate-income housing by applying for state and federal monies for direct support of lower-income housing construction and rehabilitation, specifically for development of housing affordable to extremely low-income households.
- Pursue partnerships with the North Bay Regional Center to identify funding opportunities and promote housing for persons with disabilities.

Financial support may come in the form of inclusionary housing in-lieu fees; Community Development Block Grant (CDBG) funds; Mental Health Services Act (MHSA) funding; and other regional, State, and federal sources that the Town shall continue to pursue in partnership with local developers.

Responsible Department: Town Manager, Planning Division

Funding: General Fund; Inclusionary Housing In-Lieu Fees; Regional, State, and Local Funds, including Low Income Housing Tax Credits, CHFA multifamily housing assistance programs, HCD Multifamily Housing Loans, CDBG funds, HOME funds, and other available financing.

Schedule: Ongoing, as projects are processed by the Town; Annually apply for funding and annually engage with the North Bay Regional Center. Meet with developers to identify what incentives best support inclusion of affordable and special needs units by December 2024, make necessary materials or amendments to the Zoning Code by June 2025.

Quantified Objective: 50 lower-income units to reduce displacement risk; of these, 20 targeting special needs groups, such as supportive, accessible, and larger units.

H-10: Pursue Funding for Homebuyer Assistance

The Town shall pursue funding from State agencies for homebuyer assistance, particularly in partnership with the sponsors of affordable housing projects. In order to reduce displacement risk of prospective first-time homebuyers being priced out of the community, the Town will promote the availability of this program in areas with concentrations of renters (i.e., central neighborhoods and areas south of Shiloh Road), particularly low-income renters, and in racially concentrated areas, specifically in areas with concentrated Black and African American residents (i.e., Windsor Town Green and South Windsor neighborhoods).

Responsible Department: Planning Division

Funding: General Fund

Schedule: Develop informational materials to distribute and post on the Town's website by December 2023 and send to neighborhood groups or community organizations by March 2024 to improve access to resources to encourage housing mobility; Annually apply for funding and as NOFAs are released.

Quantified Objective: 50 lower-income units to reduce displacement risk and assist in housing mobility for eligible households.

H-11: Mortgage Credit Certification Program

The Town shall continue to participate in the Mortgage Credit Certificate (MCC) Program, administered by the County of Sonoma and as part of a Joint Powers Agreement, to provide assistance to first-time lower- and moderate-income homebuyers to facilitate housing mobility and reduce displacement risk. The Town shall continue to publicize the program through the distribution of brochures and information on the Town website.

Responsible Department: Planning Division, Sonoma County Community Development Commission

Funding: General Fund, MCC Program (Sonoma County)

Schedule: Develop informational materials to distribute and post on the Town's website by December 2023 and send to neighborhood groups or community organizations by March 2024 to improve access to resources to encourage housing mobility; Annually apply for funding and as NOFAs are released.

Quantified Objective: Connect 10 eligible residents with assistance through the MCC Program to reduce displacement and assist in housing mobility for eligible households.

H-12: Housing Choice (Section 8) Rental Housing Subsidies

The Town shall continue agreements with the Sonoma County Housing Authority to make Section 8 rental housing subsidies available to qualified Windsor residents whenever available. To reduce the concentration of voucher holders, promote mixed-income neighborhoods, and improve mobility between neighborhoods the Town shall encourage property managers in high resource areas with a low percentage of vouchers to encourage them to market their units to voucher holders.

Responsible Department: Town Manager, Sonoma County Housing Authority

Funding: General Fund

Schedule: Ongoing, develop materials on the benefits of having Housing Choice Voucher tenants by December 2023 and distribute to property managers and landlords annually, targeting outreach to landlords and property managers in higher resource neighborhoods west of Highway 101 and north of Old Redwood Highway and in areas that are predominantly single-family homes (i.e., eastern Windsor neighborhoods), where Housing Choice Voucher usage is lowest.

Quantified Objective: Maintain 120 Housing Choice Voucher recipients and increase the number of units available to Housing Choice Voucher holders by at least 10 to facilitate housing mobility opportunities and reduce displacement risk.

H-13: Housing Local Community Land Trust Program

The Town shall investigate development of a Community Land Trust program for Windsor to determine its feasibility and affordable housing production possibilities. Continue to support the Housing Land Trust of Sonoma County (HLTSC) in its efforts to work with developers and non-profit organizations to further homeownership opportunities.

Responsible Department: Community Development Department

Funding: General Fund

Schedule: Consider the development of a Local Community Land Trust program by July 2025; Participate in the HLTSC on an ongoing basis.

Quantified Objective: 100 lower-income units; encourage 10 units in areas of concentrated overpayment. Housing Webpage

The Town shall create and maintain a housing webpage to publicize available programs, meetings, sites available for development, and other housing-related resources.

Responsible Department: Planning Division

Funding: General Fund

Schedule: Develop a housing website by December 2024

H-14: Pro-housing Designation

The Town shall strive to receive and maintain through the sunset date of January 1, 2025, the State's Pro-housing Designation by demonstrating a sufficient number of polices that significantly contribute to accelerating housing production. Jurisdictions that receive a Pro-housing Designation will receive incentives in the form of additional points or other preferences in the scoring of competitive State funding grant programs in the areas of housing, transportation, infrastructure, and land use.

Responsible Department: Town Manager, Planning Division, Sonoma County Housing Authority

Funding: General Fund

Schedule: Initiate application in 2023 and maintain designation through sunset date of January 1, 2025.

Quantified Objective: 40 lower-income units to reduce displacement risk and assist in housing mobility for eligible households.

GOAL 3: MAINTENANCE AND IMPROVEMENT OF HOUSING STOCK

H-15: CDBG Housing and Mobile Home Rehabilitation Program

The Town shall continue to encourage residents to participate in the Sonoma County Community Development Commission Housing Rehabilitation Program funded by Community Development Block Grant (CDBG) funding to facilitate place-based revitalization and reduce displacement risk due to habitability issues. The Town shall publicize the availability of funding for rehabilitation via the Town website and encourage residents to consider applying for funds through code enforcement cases.

Responsible Department: Town Manager, Planning Division, Sonoma County Housing Authority

Funding: General Fund

Schedule: Ongoing; Annually update the Town's website and post on social media pages to notify residents of available program resources.

Quantified Objective: 40 lower-income units to facilitate place-based revitalization and reduce displacement risk for eligible households, targeting outreach to residents in mobile home communities and owners of rental units west of Highway 101. Additional State, Federal, and Other Funds for Rehabilitation

The Town shall continue to apply, on an annual basis, for CDBG funds from the Sonoma County Community Development Commission in partnership with sponsors of affordable housing projects in Windsor and shall continue to seek funds from State and federal sources to augment local funds for housing rehabilitation. This effort may include partnerships with affordable housing developers to access funds. In addition, the Town shall secure mortgage revenue bonds through the California Housing Finance Agency at the request of developers.

Responsible Department: Town Manager, Planning Division

Funding: CDBG, Mortgage Revenue Bonds, and other State and Federal funds

Schedule: Annually apply; Annually reach out to developers to promote available funding.

Quantified Objective: 40 lower-income units to facilitate place-based revitalization and reduce displacement risk, owners of rental units west of Highway 101 where rehab need was identified as greatest in the Assessment of Fair Housing.

H-16: Code Enforcement.

The Town's Code Enforcement staff is responsible for ensuring compliance with building and property maintenance codes. Code Enforcement handles complaints on a reactive basis and deals with a variety of issues, including property maintenance, abandoned vehicles, housing conditions, and health and safety concerns. The Building Inspector, in the Building Division, is responsible for proactively identifying and requiring the correction of code compliance and safety issues as development is occurring. The Town will continue to use Code Enforcement and Building staff to ensure compliance with building and property maintenance codes. The Town will prioritize enforcement of substandard state and federally funded affordable housing units.

Responsible Department: Building Division

Funding: General Fund

Schedule: Conduct code enforcement on an ongoing basis to reduce displacement risk.

Quantified Objective: Conservation of 10 housing units to prevent displacement.

H-17: Replacement Housing.

To facilitate place-based revitalization for households at risk of displacement due to new development, the Town will require replacement housing units subject to the requirements of Government Code, section 65915, subdivision (c)(3), on sites identified in the site inventory when any new development (residential, mixed-use, or nonresidential) occurs on a site that has been occupied by or restricted for the use of lower-income households at any time during the previous five years. This requirement applies to nonvacant sites and vacant sites with previous residential uses that have been vacated or demolished.

Responsible Department: Community Development Department

Funding: General Fund

Schedule: The replacement requirement will be implemented immediately and applied as applications on identified sites are received and processed.

Quantified Objective: Replace any of the units identified in the sites inventory if a) they are planned to be demolished for purposes of building new housing, and b) they are determined to be occupied by low-income households; Provide assistance to prevent displacement of lower-income households due to loss of affordable units.

H-18: Mobile Home Park Rent Stabilization

The Town shall continue to provide for the administration and enforcement of the Town's Mobile Home Park Rent Stabilization Ordinance.

Responsible Department: Town Manager

Funding: General Fund

Schedule: Ongoing

Quantified Objective: 20 lower income units to reduce displacement risk.

H-19: Monitoring of Rental Unit Conversion and Affordable Unit Supply

The Town shall monitor local trends in rental unit conversion and examine the feasibility of a condominium conversion ordinance to preserve the supply of rental units. This monitoring shall occur as part of the subdivision mapping process, which would alert the Town to a proposed condominium conversion. As part of this program, the Town shall also continue to monitor its supply of affordable units, associated affordability expiration dates, and local sales prices for homes. Monitoring shall occur in tandem with the Town's Annual Housing Report, which examines the physical condition and affordability terms of local affordable housing projects.

Responsible Department: Community Development Department

Funding: General Fund

Schedule: Ongoing; monitor trends annually and if, in any given year, rental units conversion rates exceed construction of new units, assess the feasibility of a condominium conversion ordinance within one year to reduce displacement risk for renters.

Quantified Objective: 25 lower-income units to reduce displacement risk.

H-20: Preservation of Assisted Housing Stock

As of April 2022, the Town does not have any publicly assisted affordable projects at risk of converting to market rate in the next 10 years. The Town shall maintain and update the affordable housing database as a mechanism to monitor and identify units at risk of losing their affordability subsidies or requirements. For complexes at risk of converting to market rate, the Town shall:

- Contact property owners of units at risk of converting to market-rate housing within one year of affordability expiration to discuss the Town's desire to preserve complexes as affordable housing.
- Coordinate with owners of expiring subsidies to ensure the required notices to tenants are sent out at 3 years, 12 months, and 6 months.
- Reach out to agencies interested in purchasing and/or managing at-risk units.
- Work with tenants to provide education regarding tenant rights and conversion procedures pursuant to California law.

Responsible Department: Community Development Department

Funding: General Fund

Schedule: Annually monitor units at risk of converting; Coordinate noticing as required by California law.

Quantified Objective: Preserve 60 lower-income units as funding expires to reduce displacement risk.

H-21: Short-Term Rental Ordinance

The Town will adopt a short-term rental ordinance and monitor the impacts of short-term rentals (STR) on long-term housing options. The short-term rental ordinance should consider prioritizing STRs owned by local residents as a primary or secondary residence, with lower priority given to STRs owned by entities outside of Windsor. Because a housing unit operating solely as an STR represents a loss to the Town's permanent housing inventory, the STR ordinance should include a cap to the number of days-per-year in which an existing unit may be rented out (for terms of less than 30 days) and/or a cap on the number of units in a new housing development that can be granted business licenses/to operate as STRs.

Responsible Department: Planning Division

Funding: General Fund

Schedule: Create the STR ordinance by December 2023; annually review and revise as needed

Quantified Objective: Preserve 25 lower income rental units to reduce displacement risk.

GOAL 4: ADDRESSING GOVERNMENTAL CONSTRAINTS

H-22: Shiloh Road Village Vision Plan Update.

The Town shall sunset the Shiloh Road Village Vision Plan and amend the General Plan to augment the Shiloh Road East Community Place policies to encourage parcel consolidation, ensure adequate neighborhood circulation, and provide guidelines for high quality design.

Responsible Department: Community Development Department

Funding: General Fund

Schedule: Sunset the Shiloh Road Village Vision Plan and amend the General Plan Shiloh Road East Community Place policies with adoption of this Housing Element.

H-23: Parking Requirements

The Town shall review and revise its parking requirements, particularly for multifamily, affordable, homeless, and farmworker housing, to examine the feasibility of requiring fewer parking spaces per unit, thereby lowering development costs and supporting financial feasibility. This review will result in a series of recommendations for adjusting the Town's parking standards, as appropriate. The Town will

also revise parking standards for emergency shelters to allow sufficient parking to accommodate all staff working in the emergency shelter, provided that the standards do not require more parking for emergency shelters than other residential or commercial uses within the same zone, in compliance with Government Code Section 65583(a)(4)(A)(ii)).

Responsible Department: Community Development Department

Funding: General Fund

Schedule: Review and revise parking requirements by December 2023; review annually thereafter.

H-24: Employee/Farmworker Housing

Amend the Zoning Ordinance to treat employee/farmworker housing that serves six or fewer persons as a single-family structure and permit it in the same manner as other single-family structures of the same type in the same zone and across all zones that allow single-family residential uses. The amendment will also treat employee/farmworker housing consisting of no more than 12 units or 36 beds as an agricultural use and permit it in the same manner as other agricultural uses in the same zone, in compliance with the California Employee Housing Act (Health and Safety Code Sections 17021.5 and 17021.6).

Responsible Department: Planning Division

Funding: General Fund

Schedule: Amend the Zoning Ordinance by December 2023.

H-25: Low-Barrier Navigation Centers

Review the Zoning Ordinance and revise as necessary to allow low-barrier navigation centers for the homeless by right in mixed-use zones and nonresidential zones permitting multifamily uses, per Government Code Section 65662.

Responsible Department: Community Development Department

Funding: General Fund

Schedule: Amend the Zoning Ordinance by December 2023.

H-26: Transitional and Supportive Housing

Amend the Zoning Ordinance to ensure that transitional and supportive housing types are defined and permitted as residential uses and are only subject to restrictions that apply to other residential dwellings of the same type in the same zone, per Government Code Section 65583(a)(5). Allow for the approval of 100 percent affordable developments, consistent with Government Code Section 65583(c)(3).

The Town will coordinate with service providers annually to identify opportunities for the Town to support funding applications that will enable the development of additional accessible housing that is affordable to lower-income households and reduce the risk of displacement.

Responsible Department: Community Development Department

Funding: General Fund

Schedule: Amend the Zoning Ordinance by Spring 2023; Coordinate annually with service providers.

H-27: Residential Care Facilities

Amend provisions in the Zoning Ordinance to permit residential care facilities for seven or more persons only subject to the restrictions that apply to residential uses in the same zone. The Town will encourage developers to site residential care facilities near high-resource areas, to improve access to services for this population, and in a range of neighborhoods in the town, to reduce displacement risk for these residents from their current community by increasing the supply of suitable housing options in the town. Additionally, add the definition of "family" in the Zoning Ordinance to not limit family by size or relation such that it does not impede the ability of persons with disabilities to locate housing.

Responsible Department: Community Development Department

Funding: General Fund

Schedule: Amend the Zoning Ordinance by December 2023.

Quantified Objective: 6 residential care facility units in close proximity to services and other resources in high opportunity areas.

H-28: Reasonable Accommodations

Continue to implement state requirements (Sections 4450 to 4460 of the California Government Code and Title 24 of the California Code of Regulations) to include accessibility in housing and public facilities for persons with disabilities:

- Encourage housing developers to include mobility-impaired accessibility in their project designs to increase housing mobility opportunities for seniors and persons with disabilities.
- Review regulations and procedures for Town-funded or -operated housing programs to ensure that they do not exclude participation by persons with disabilities.
- Include accessibility considerations in the preparation of the Town's capital improvement plan and the allocation of funding for capital improvements in support of housing and residential neighborhoods for persons with disabilities and persons with developmental disabilities.
- Continue to provide exceptions in zoning and land use for housing for persons with disabilities and persons with development disabilities. This procedure is a ministerial process, with minimal or no processing fee, subject to approval by the Community Development Director.

- The Town will also review and revise findings for approving reasonable accommodation requests—specifically, potential impacts on surrounding uses, physical attributes of the property and structures, and other reasonable accommodations that may provide an equivalent level of benefit—to ensure they do not pose any barriers to housing for persons with disabilities.

Responsible Department: Community Development Department

Funding: General Fund

Schedule: Ongoing, as applications are processed by the town; Review and revise regulation approval findings as needed by December 2023.

Quantified Objective: Assist 5 residents with reasonable accommodation requests to reduce displacement risk; Encourage 5 accessible units to improve housing mobility.

H-29: Objective Design Standard.

Implement the Town's objective design standards, which provide for streamlined and ministerial review that will improve certainty for residential development. Evaluate design review findings, particularly findings 3 and 4, and revise to be objective.

Responsible Department: Planning Division

Funding Source: General Fund

Schedule: Ongoing, revise design review findings by December 2023.

Quantified Objective: 100 units over the planning period; of these, 75 units in high opportunity areas to promote access to resources and mobility for target households.

H-30: Multifamily Provisions in Mixed Use Zones

The Town will clarify the intent of footnote four in the Zoning Ordinance for Boulevard Commercial (BC) and Town Center Commercial (TC) Zoning Districts to ensure that the current language is reflective of how the Zoning Ordinance is implemented. The amendment will allow for residential units on all floors with a provision for ADA compliance and adaptable units allowed on the ground floor.

Responsible Department: Planning Division

Funding Source: General Fund

Schedule: Amend the Zoning Ordinance by May 2023.

GOAL 5: PROVISION OF SPECIAL HOUSING NEEDS

H-31: Transitional Housing, Supportive Housing, and Residential Care Homes

The Town shall support developers of transitional and supportive housing facilities through applications for State and federal funding, and direct financial assistance, as necessary and appropriate. Through these efforts, the Town shall strive to create permanent supportive housing for its share of Sonoma

County's homeless and disabled population, per the County's 10-Year Homeless Action Plan, as well as for residents with developmental disabilities.

Responsible Department: Planning Division

Funding: General Fund

Schedule: Annually apply for funding and as NOFAs are released; Annually reach out to developers to inform them of available funding.

Objective: Provide transitional and/or supportive housing units for 25 households in high-resource areas, areas of concentrated affluence, and predominantly single-family homes (i.e., Michael Hall Park and Foothills Regional Park neighborhoods) to reduce displacement risk for residents in these areas that may need alternative housing choices to remain in their neighborhood, and to facilitate housing mobility opportunities.

H-32: Farmworker Housing

The Town shall cooperate with housing developers to secure additional funding for farmworker projects from sources administered by the California Department of Housing and Community Development, including the Farmworker Housing Grant Program, the State Office of Migrant Services, and the Federal Farmers Home Administration.

Responsible Department: Planning Division

Funding: General Fund

Schedule: Annually apply for funding and as NOFAs are released; Annually reach out to developers to inform them of available funding.

Objective: 10 units to reduce displacement risk.

H-33: Homeless Services

The Town shall provide financial support for area homeless services and, if appropriate, support a regional effort to develop homeless facilities. The Town shall partner with and support local organizations and churches that provide assistance to homeless residents.

Responsible Department: Planning Division

Funding: General Fund

Schedule: Meet with neighboring cities, the County, and local organizations and churches annually to discuss homeless issues and identify actions to address homelessness.

Objective: 30 households to reduce displacement risk.

H-34: Assistance for Persons with Developmental Disabilities.

The Town will coordinate with the North Bay Regional Center to inform Windsor households of the resources available to them and to explore incentives so that a larger number of future housing units that offer accessible homes, community activities, outdoor walking paths and are located in close proximity to shops, restaurants and other amenities that help meet the needs of persons with developmental disabilities and other special needs and to increase housing mobility opportunities and pursue funding sources designated for persons with special needs and disabilities.

The Town will continue to support the development of small group homes that serve developmentally disabled adults and will work with the nonprofit community to encourage the inclusion of units for persons with developmental disabilities in future affordable housing developments.

Responsible Department: Planning Division

Funding: General Fund

Schedule: Ongoing; Meet with disability providers by December 2023; Annually coordinate with regional offices and developers to pursue housing opportunities.

Quantified Objectives: 10 housing units for persons with disabilities to reduce displacement risk.

H-35: Support the Development of Rental Housing and Housing Affordable to Extremely Low-Income Households

The Town shall encourage additional housing resources for extremely low-income Windsor residents, particularly seniors and persons with physical or developmental disabilities, through a variety of actions, including:

- Prioritize funding identified for development of housing affordable to extremely low-income households.
- Facilitate and encourage the construction of housing affordable to extremely low-income households by assisting nonprofit and for-profit developers with financial and/or technical assistance in a manner that is consistent with the Town's identified housing needs, such as committing a portion of the in-lieu fees to partner with nonprofit housing development organizations to build high-density residential and mixed-use housing that includes units affordable to extremely low-income households.
- Provide financial support annually, as available, to organizations that provide counseling, information, education, support, housing services/referrals, and/or legal advice to extremely low-income households, persons with disabilities, and persons experiencing homelessness.
- Expand incentives, such as parking or design waivers, zoning exceptions, tax abatements, fee waivers (when possible), and expedited permitting, or the development of units affordable to extremely low-income households and housing for special-needs groups—including persons with disabilities (including developmental disabilities) and individuals and families in need of

emergency/transitional housing—including encouraging developers to use the density bonus incentives to develop single-room occupancy rental units.

Responsible Department: Community Development Department

Funding: General Fund, Inclusionary Housing In-Lieu Fees

Schedule: Research and seek funding opportunities biannually.

Quantified Objective: Assist 20 extremely low-income households to reduce displacement risk.

GOAL 6: EQUAL HOUSING OPPORTUNITIES

H-36: Promote Equal Housing Opportunities

The Town shall continue to continue to make referrals to Fair Housing of Sonoma County (FHOSC) to assist with housing discrimination complaints and for landlord/tenant mediation services. The Town shall also make available written materials on fair housing education to tenants and landlords at community and senior centers, recreation centers, and on Town's website.

Responsible Department: Community Development Department and Parks and Recreation Department

Funding: General Fund

Schedule: Ongoing; Continue to make referrals as complaints are received, annually update the Town's website and written materials with fair housing information.

H-37: Affirmatively Furthering Fair Housing (AFFH).

In compliance with California Government Code Sections 8899.50, 65583(c)(5), 65583(c)(10), 65583.2(a) (AB 686), develop a plan to "affirmatively further fair housing" (AFFH). The AFFH plan shall take actions to address significant disparities in housing access and needs for all persons regardless of race, color, religion, sex, gender, sexual orientation, marital status, national origin, ancestry, familial status, source of income, or disability and any other characteristic protected by the California Fair Employment and Housing Act (Part 2.8, commencing with Section 12900, of Division 3 of Title 2), Government Code Section 65008, and any other state and federal fair housing and planning law.

Specific actions include:

- Pamphlets on fair housing laws and procedures will be made available at Town Hall and the library, and information on fair housing requirements will be incorporated in the Town's newsletter and on the Town's website. Promote the availability of multilingual resources by ensuring that Town-provided services and materials are available in languages other than English or that they make clear the availability of interpretation or translation services. This information should also be available via the Town's website. The Town's Community Development Director will be identified as the point of contact in the event a fair housing complaint is received, with referrals provided to the Sonoma County Housing Authority or the California Department of Fair Employment and Housing, as necessary.

- Work with fair housing providers that serve Windsor residents on an annual basis to track fair housing complaints and identify areas where fair housing law needs increased enforcement. Provide information about fair housing choices to residents by distributing fair housing materials upon request and contracting with a fair housing rights nonprofit to provide fair housing services on an ongoing basis, including fair housing complaint intake, investigation, and resolution; general housing (landlord/tenant) counseling; and mediations, assistance, referrals, and resolution.
- Annually host outreach events throughout the community at local gathering places, such as parks, farmers' markets, Town Green events, grocery stores, libraries, and more, to recruit underrepresented groups to participate in the public outreach process and apply to committees, by coordinating with service providers and posting information in grocery stores and public buildings.
- Meet with disability service providers, including the North Bay Regional Center, to identify whether there is unmet demand anywhere in the Town by June 2024. If an unmet demand is realized, work with providers to secure funding to expand services by March 2025.
- Meet with developers within one year of Housing Element adoption to identify mechanisms to encourage construction of housing units suitable for persons with disabilities (no age restriction). Strategies may include incentives such as fee waivers (when possible), parking reductions, or density bonuses.
- In partnership with the NAACP Santa Rosa, create a list and establish relationships with a diverse network of builders and developers to integrate affordable units in market-rate projects and have a mix of for-sale and rental units to promote integration.
- Support affordable housing development for special-needs groups throughout the Town to increase access to high-resource areas, particularly in areas that are predominantly single-family residential. The target populations for this include seniors; persons with disabilities, including developmental disabilities; female-headed households; and homeless persons, to reduce the displacement risk for these residents from their existing homes and communities.
- Annually meet with neighboring cities, the County, the Association of Bay Area Governments, and other agencies in the development of programs aimed at providing unmet services to persons with disabilities, unhoused populations, and extremely low-income households, including development of homeless shelters and related services. Initiate collaboration by December 2024.
- Meet with Sonoma County Transit every other year, beginning in 2024, to assess any unmet transit needs in Windsor, prioritizing transit needs for lower income and renting households.
- Beginning in 2023, the Town will meet with the Windsor Unified School District at least every other year to determine what, if any, outside factors impede school performance that can be alleviated, such as stable housing opportunities, childcare opportunities for working parent(s), and other identified needs. The Town will pursue solutions to address any identified concerns.

Responsible Department: Planning Division

Funding: General Fund

Schedule: Ongoing; Post information annually in the Town's newsletter; Update and redistribute informational materials as needed; Translate and make materials available by December 2024, create a list of diverse builders and developers by 2025 and reach out as projects are submitted to the Planning Division.

GOAL 7: ENERGY CONSERVATION

H-38: Energy Efficiency in Residential Development.

Maximize energy efficiency in residential areas. Use the following techniques:

- Continue to implement the Windsor Efficiency PAYS® program to allow residents to finance efficiency updates and benefit from utility bill savings through a voluntary assessment.
- Promote home improvement strategies for energy efficiency.
- Consider a program that would require energy-efficiency improvements when a residential structure undergoes transfer of title or major renovation.
- Promote the Sonoma County Energy Independence Program (SCEIP), which funds energy and water conservation improvements.
- Consider a program that requires energy audits and cost-effective energy upgrades for existing residential structures.

Responsible Department: Planning and Building Divisions

Funding: General Fund

Schedule: Promote available programs on the Town's website and consider efficiency strategies by December 2024; Implement by June 2025.

Quantified Objective: Assist 20 households to reduce displacement risk.

H-39: Water Smart Home Program.

The Town shall continue to implement the Water Smart Home program to provide residents with free water use assessments.

Responsible Department: Administrative Services and Public Works

Funding: General Fund

Schedule: Ongoing, Promote available programs on the Town's website.

Quantified Objective: Assist 10 households to reduce displacement risk.

H-40: Streamlined Approval (SB 35).

The Town will continue to implement its procedure through use of a checklist and application packet for eligible projects under Government Code Section 65913.4. The application is available on the Town's website for developers interested in pursuing the streamlined process.

Responsible Department: Planning Division

Funding: General Fund

Schedule: Implement as applications are submitted SB 35

Quantified Objective: Facilitate construction of 10 very low-income units and 10 low-income units to increase housing mobility opportunities, prioritizing new opportunities in higher resource areas and areas of concentrated affluence (i.e., Michael Hall Park and Foothills Regional Park neighborhoods).

H-41: Multifamily Development Fee Review

The Town will analyze development fees for multifamily housing to ensure they are reasonable and do not unduly constrain development while protecting the quality, health, and public safety of the community. As part of the analysis process, meet with multifamily developers at least once by June 2024 to request input regarding constraints associated with fees. Based on feedback received, reduce fees if found to be a constraint.

Responsible Department: Planning Division

Funding: General Fund

Schedule: Meet with multifamily developers by June 2024 and revise fees, if necessary, by August 2025.

Quantified Objective: Facilitate construction of 150 multifamily units during the planning period, targeting missing middle development in moderate resource areas and areas of higher income and encouraging at least 50 of the units to be affordable to lower-income households.

Quantified Objectives

Table 3.1 outlines the Town's proposed housing production, rehabilitation, and conservation objectives for the 2023-2031 Housing Element planning period.

TABLE 3.1
QUANTIFIED OBJECTIVES
January 2023 - January 2031

	Extremely Low	Very Low	Low	Moderate	Above Moderate
RHNA	192	193	222	108	279
New Construction					
Program H-4: Mixed Use		30	30		
Program H-5: Inclusionary	10	30	60		
Program H-6: Annual Growth Control	192	193	222	108	279
Program H-7: ADUs		2	3	5	15
Program H-8: Innovative Housing	20	30	50	100	
Program H-9: Affordable Housing/Special Needs	10	15	25		
Program H-13: Land Trust		50	50		
Program H-31: Objective Design Standards		25	25	50	
Program H-33: Farmworker Housing		10			
Program H-34: Homeless Services	30				
Program H-35: Persons with Developmental Disabilities			10		
Program H-36: Rental Housing	20				
Rehabilitation					
Program H-16: CDBG Housing /Mobilehome Rehab	5	15	20		
Program H-17: Rehab Funding	5	15	20		
Program H-18: Code Enforcement			10		
Program H-39: Energy Efficiency		10	10		
Program H-40: Water Smart		5	5		
Conservation					
Program H-10: Homebuyer Assistance			50		
Program H-11: MCC			10		

TABLE 3.1
QUANTIFIED OBJECTIVES
January 2023 - January 2031

	Extremely Low	Very Low	Low	Moderate	Above Moderate
Program H-12: Housing Choice Vouchers		65	65		
Program H-19: Replacement Housing					
Program H-20: Rent Stabilization	5	5	10		
Program H-21: Monitor Unit Conversion			25		
Program H-22: Housing Preservation		30	30		
Program H-23: STR Ordinance			25		
Program H-29: Residential Care Facilities			6		
Program H-30: Reasonable Accommodations			5		
Program H-32: Transitional/Supportive Housing	5	10	10		

Source: Town of Windsor, July 2022

Note: In some cases, quantified objectives overlap and therefore identify multiple strategies to achieve the RHNA.

[1] As replacement units are identified.

4. Housing Needs Assessment

This section describes demographic and housing conditions in Windsor to assess the Town's future housing needs. Pursuant to California Government Code requirements, data is presented on population, household characteristics, income and employment, special-needs groups, housing stock characteristics, building condition, and housing value.

Data Sources

In preparing the Housing Element, various sources of information were used. The primary data sources on Windsor, Sonoma County, and the Bay Area as a whole, were compiled by the Association of Bay Area Governments (ABAG). ABAG relied on the US Census, American Community Survey (ACS), the US Department of Housing and Urban Development (HUD), California Department of Finance, California Employment Development Department, and available local sources.

The US Census, which is completed every 10 years, is an important source of information for the Housing Needs Assessment. It provides the most reliable and in-depth data for demographic characteristics of a locality. The ACS is conducted by the US Census Bureau and provides estimates of numerous housing-related indictors based on samples averaged over a five-year period. The Housing Needs Assessment reflects the 2015–2019 ACS data.

The California Department of Finance (DOF) is another source of valuable data; it is more current than the US Census but does not provide the same depth of information as the US Census Bureau reports. The California Employment Development Department (EDD) provides employee and industry data, and its projections are often more specific than what is available through the US Census. Whenever possible, DOF or EDD data and other local sources were used in the Housing Needs Assessment to provide the most current information.

Due to the different data sources used, some figures (e.g., population or the number of households) may vary slightly in different sections. Additionally, the sum of figures may not equal the total shown due to rounding.

Demographic Trends

The Town of Windsor is a moderately-sized community in suburban Sonoma County. Based on ACS data, as of January 2021, the Town of Windsor had a population of 27,855. This represented 5.75 percent of Sonoma County's total population. Though Windsor experienced rapid growth following its incorporation in 1992, its anticipated growth slowed compared to Sonoma County and the Bay Area as a whole. Population increased by less than 1 percent between 2014 and 2021, compared to 17.84 percent between 2000 and 2010 (see Table 4.1).

TABLE 4.1 POPULATION GROWTH TRENDS, TOWN OF WINDSOR 2018			
Year	**Population**	**Numerical Change**	**Percentage Change**
1993	16,073	---	---
2000	22,744	6,671	41.50%
2010	26,801	4,057	17.84%
2014	27,595	794	2.96%
2021	27,855	260	0.94%

Source: California Department of Finance, E-5 series (ABAG Housing Element Data Package, 2021).

Population and Household Projections

Table 4.2 shows population projections for Windsor, Sonoma County, and the Bay Area. ABAG projects that Windsor's population will increase from 26,800 to 32,805 between 2010 and 2040, an approximately 22 percent increase over 30 years. This is a slower growth rate than the Bay Area and Sonoma County, both of which are estimated to grow by more than one-third over the same 30 years. The most growth is estimated to take place in Sonoma County, which outpaces the Bay Area as a whole by 1.18 percentage points.

TABLE 4.2 POPULATION PROJECTIONS Town of Windsor, Sonoma County, and the Bay Area 2018								
	Population Forecast				**Percent Change**			
	2010	**2020**	**2030**	**2040**	**2010–2020**	**2020–2030**	**2030–2040**	**2010–2040**
Windsor	26,800	26,170	28,345	32,805	-2.35%	8.31%	15.73%	22.41%
Sonoma County	438,800	502,015	561,360	597,505	14.41%	11.82%	6.44%	36.17%
Bay Area	7,150,740	7,920,230	8,689,440	9,652,950	10.76%	9.71%	11.09%	34.99%

Source: ABAG Plan Bay Area 2040 Projections, 2018 (Public estimates from California Department of Finance E-5 Population and Housing Estimates)

Age Composition

As shown in Table 4.3, the composition of ages in Windsor has stayed consistent from 2010 to 2019. During those years, Windsor's population grew by 2.4 percent, and children aged 5 to 14 made up the largest proportion of the population (15.08 percent), followed closely by the age group 45 to 54 years of age. From 2010 to 2019, the largest changes were a decline of 32.79 percent in the age group 0 to 4 years old, followed by a decline of 8.17 percent in the age group 35 to 44 years old.

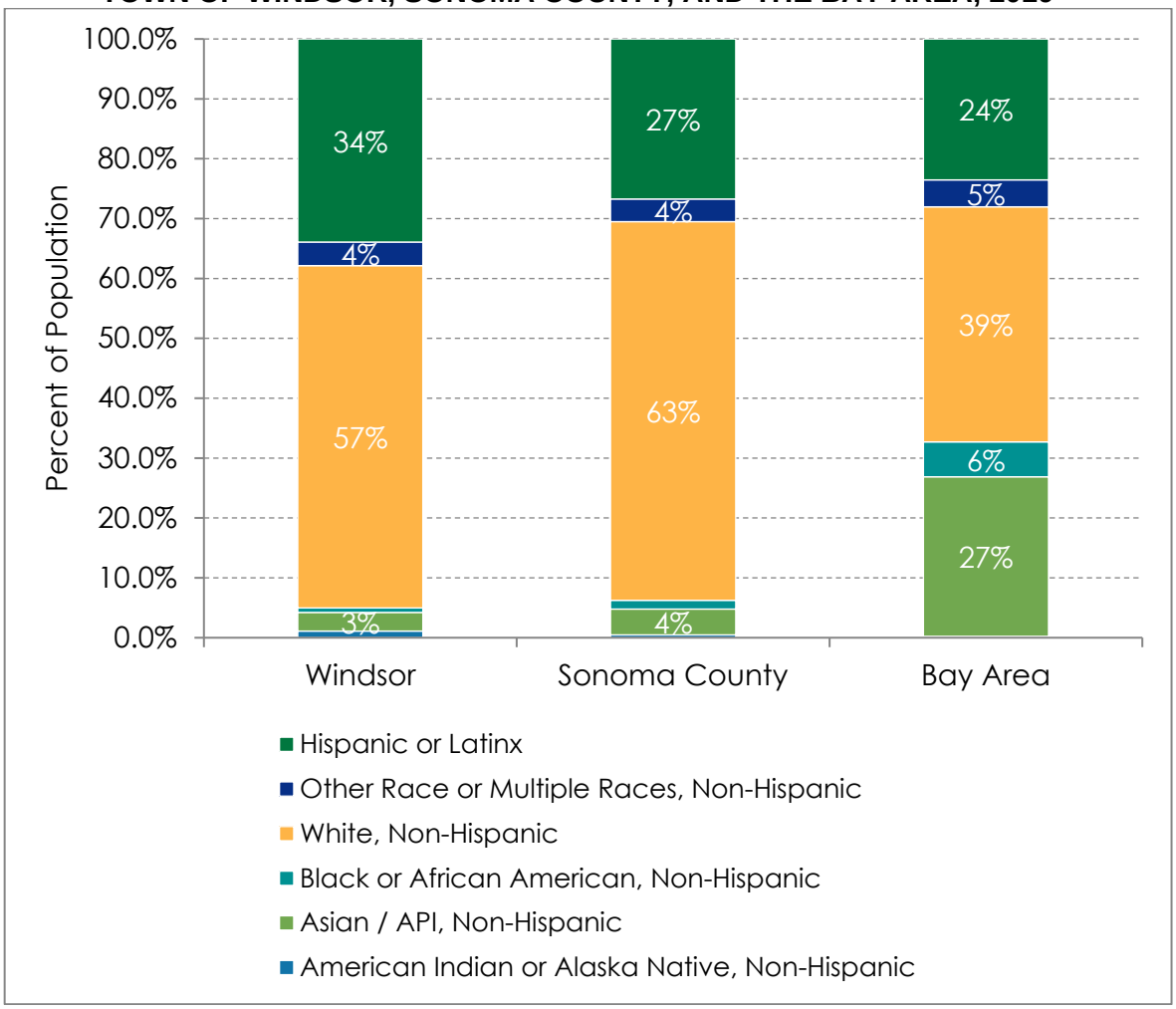
TABLE 4.3 POPULATION BY AGE Town of Windsor 2000–2019						
Age Group	2010		2019		2010–2019	
	Number	Percent	Number	Percent	Number	Percent Change
Age 0-4	1824	6.81%	1226	4.47%	-598	-32.79%
Age 5-14	4277	15.96%	4139	15.08%	-138	-3.23%
Age 15-24	3634	13.56%	3615	13.17%	-19	-0.52%
Age 25-34	2990	11.16%	3137	11.43%	147	4.92%
Age 35-44	3843	14.34%	3529	12.86%	-314	-8.17%
Age 45-54	4334	16.17%	4017	14.64%	-317	-7.31%
Age 55-64	2967	11.07%	3602	13.12%	635	21.40%
Age 65-74	1468	5.48%	2324	8.47%	856	58.31%
Age 75-84	1009	3.76%	1304	4.75%	295	29.24%
Age 85+	455	1.70%	554	2.02%	99	21.76%
Total	26801	100.00%	27447	100.00%	646	2.41%

Source: ABAG Pre-Approved Data Package 2021, 2010 Census and ACS 5-year Estimates (2015-2019)

Racial and Ethnic Composition

Figure 4.1 compares the population by race and ethnicity in Windsor to Sonoma County and the Bay Area in 2019. Similar to Sonoma County as a whole, the majority of Windsor's population consists of White, (non-Hispanic) residents (57 percent), and both county and town have higher percentages than the Bay Area (39 percent). Windsor's percentage of Hispanic/Latino residents (34 percent) exceeds both the Bay Area's and county's (24 percent and 27 percent, respectively). However, Windsor and Sonoma County have very low proportions of other races compared to the Bay Area as a whole. In Windsor and Sonoma County, Black residents and Other Race/Multiple Race residents make up 4 percent or less each of the population as a whole.

FIGURE 4.2
COMPARISON OF POPULATION BY RACE AND ETHNICITY
TOWN OF WINDSOR, SONOMA COUNTY, AND THE BAY AREA, 2019



Source: ABAG Pre-Approved Data Package 2021, ACS 5-year Estimates (2015-2019)

Employment Trends

Table 4.4 details the types of occupations held by residents of Sonoma County in 2020, based on the 2020 Occupational Employment and Wage Statistics reported by EDD. Office and administrative support occupations make up the largest proportion of Sonoma County's workforce, approximately 12 percent. Office and administrative support occupations earn an average income of $49,787, which is less than EDD's mean annual wage for Sonoma County ($63,289). Management occupations and legal occupations earned the highest mean annual wage, with average annual salaries of $129,199 and $124,843, respectively. Together, management occupations and legal occupations represent less than 8 percent of Sonoma County's workforce. Food service and serving related occupations and farming, fishing, and forestry occupations each earned the lowest average annual salary ($35,666 and $37,637, respectively). Though farming, fishing, and forestry occupations make up a relatively small proportion

of the workforce population (1.86 percent), food service and serving related occupations represent the third largest proportion of Sonoma County's employed residents (approximately 9 percent). Because a significant proportion of Sonoma County's workforce earns an average annual salary that is less than the mean annual wage, this may indicate the need for moderate- and lower-income housing in Windsor.

TABLE 4.4
OCCUPATIONS BY TYPE FOR SONOMA COUNTY
Sonoma County
2020

Occupations	2020		Average Annual Salary
	Number	Percent	
Management Occupations	12,160	6.64%	$129,199
Business and Financial Operations Occupations	10,070	5.50%	$81,514
Computer and Mathematical Occupations	3230	1.76%	$95,489
Architecture and Engineering Occupations	3,020	1.65%	$103,335
Life, Physical, and Social Science Occupations	1,830	1.00%	$92,459
Community and Social Service Occupations	4,090	2.23%	$61,615
Educational Instruction and Library Occupations	11,450	6.25%	$73,604
Legal Occupations	1,040	0.57%	$124,843
Arts, Design, Entertainment, Sports, and Media Occupations	2,040	1.11%	$74,563
Healthcare Practitioners and Technical Occupations	10,730	5.86%	$112,007
Healthcare Support Occupations	12,000	6.55%	$41,011
Protective Service Occupations	3,300	1.80%	$68,534
Food Preparation and Serving Related Occupations	17,190	9.39%	$35,666
Building and Grounds Cleaning and Maintenance Occupations	6,970	3.81%	$40,918
Personal Care and Service Occupations	4,390	2.40%	$40,182
Sales and Related Occupations	20,070	10.96%	$51,906
Office and Administrative Support Occupations	22,350	12.21%	$49,787
Farming, Fishing, and Forestry Occupations	3,410	1.86%	$37,637
Construction and Extraction Occupations	13,290	7.26%	$69,374
Installation, Maintenance, and Repair Occupations	6,410	3.50%	$61,402
Transportation and Material Moving Occupations	14,030	7.66%	$42,880
Total All Occupations	183,070	100.00%	

Source: EDD 2020, Sonoma County (Santa Rosa Metropolitan Statistical Area)

Employment Projections

Table 4.5 shows employment projections in Windsor, Sonoma County, and the Bay Area. Jobs are projected to increase in Windsor from 2010 to 2040 by almost 9.5 percent. This is much slower than Sonoma County or the Bay Area. Growth is predicted to be modest over the next 10 years, only adding an estimated 225 jobs (1.78 percent growth). The most employment growth is predicted between 2030 and 2040, with an estimated addition of 1,155 jobs (8.98 percent growth).

TABLE 4.5
EMPLOYMENT PROJECTIONS
Town of Windsor, Sonoma County, and the Bay Area
2018

	Jobs Forecast				Percent Change			
	2010	2020	2030	2040	2010–2020	2020–2030	2030–2040	2010–2040
Windsor	12,805	12,635	12,860	14,015	-1.33%	1.78%	8.98%	9.45%
Sonoma County	233,200	269,375	284,620	286,490	15.51%	5.66%	0.66%	22.85%
Bay Area	3,506,680	4,147,000	4,397,865	4,663,900	18.26%	6.05%	6.05%	33.00%

Source: ABAG Plan Bay Area 2040 Projections, 2018 (2010 estimates ACS 5-year estimates (2008-2012), ABAG Model estimates for all other data)

Largest Employers

Table 4.6 shows the top employers in Sonoma County in 2021 and the top employers in Windsor in 2022. One was in the Town of Windsor. The top employers in Windsor were Walmart and Home Depot, with 305 and 150 employees respectively. Sonoma County's top employers were Aabalat Fine & Rare Wines, Medtronic, Santa Rosa Memorial Hospital, Sonoma Development Center, and US Coast Guard with 1000- 4,999 employees.

TABLE 4.6 LARGEST EMPLOYERS Town of Windsor and Sonoma County 2021- 2022		
Name	**Location**	**Number of Employees**
Sonoma County		
Aabalat Fine & Rare Wines	Petaluma	1,000–4,999
Medtronic	Santa Rosa	1,000–4,999
Santa Rosa Memorial Hospital	Santa Rosa	1,000–4,999
Sonoma Developmental Center	Eldridge	1,000–4,999
US Coast Guard	Petaluma	1,000–4,999
Amy's Kitchen Inc.	Santa Rosa	500–999
Fairmont Sonoma Mission Inn & Spa	Sonoma	500–999
Mendocino Forest Products Co.	Santa Rosa	500–999
Sonoma County Fire Department	Santa Rosa	500–999
Sonoma County Office of Education	Santa Rosa	500–999
Sonoma County Sheriff	Santa Rosa	500–999
Sutter Santa Rosa Regional Hospital	Santa Rosa	500–999
Protransport-1	Cotati	500–999
First Security Service	Rohnert Park	250–499
Flamingo Resort Hotel-Conference	Santa Rosa	250–499
Ghilotti Construction Co.	Santa Rosa	250–499
H2 Hotel	Healdsburg	250–499
Kaiser Permanente Santa Rosa	Santa Rosa	250–499
Keysight Technologies Inc.	Santa Rosa	250–499
La Tortilla Factory	Santa Rosa	250–499
Army National Guard Recruiter	Santa Rosa	250–499
Petaluma Valley Hospital	Petaluma	250–499
Santa Rosa Police Department	Santa Rosa	250–499
Solairus Aviation	Petaluma	250–499
Town of Windsor		
Walmart	Windsor	305
Home Depot	Windsor	150
Safeway	Windsor	113
Cali Calmecac Language Academy	Windsor	100
Shook and Waller Construction Inc.	Windsor	100
Windsor High School	Windsor	90
Encore Events Rentals	Windsor	75
Environment Control North Bay	Windsor	75
Raley's	Windsor	75
Worldmark Windsor	Windsor	74
Windsor Middle School	Windsor	70

Source: Employment Development Department, 2021, Town of Windsor 2022

Labor Force: Unemployment

According to the Employment Development Department, there were 249,100 persons in the labor force in 2022 in Sonoma County (see Table 4.7). Generally, the unemployment rate has decreased since 2015 in Sonoma County. However, in 2020, the unemployment rate more than doubled. This increase can most likely be attributed to the COVID-19 pandemic. In the first three months of 2022, the unemployment rate decreased by half to 3 percent.

TABLE 4.7
LABOR FORCE TRENDS
Sonoma County

Year	Labor Force	Employment	Unemployed	Unemployment Rate
2015	256,600	244,100	12,600	4.9%
2016	259,300	248,000	11,300	4.4%
2017	260,100	250,600	9,500	3.6%
2018	259,500	251,700	7,700	3.0%
2019	257,500	249,600	7,900	3.1%
2020	254,600	244,000	10,600	6.8%
2021	240,700	224,700	16,000	6.7%
2022	249,100[1]	241,700	7,400	3.0%

[1] March Preliminary
Source: Employment Development Department, December 2010-2021.

Household Characteristics

Household Type and Size

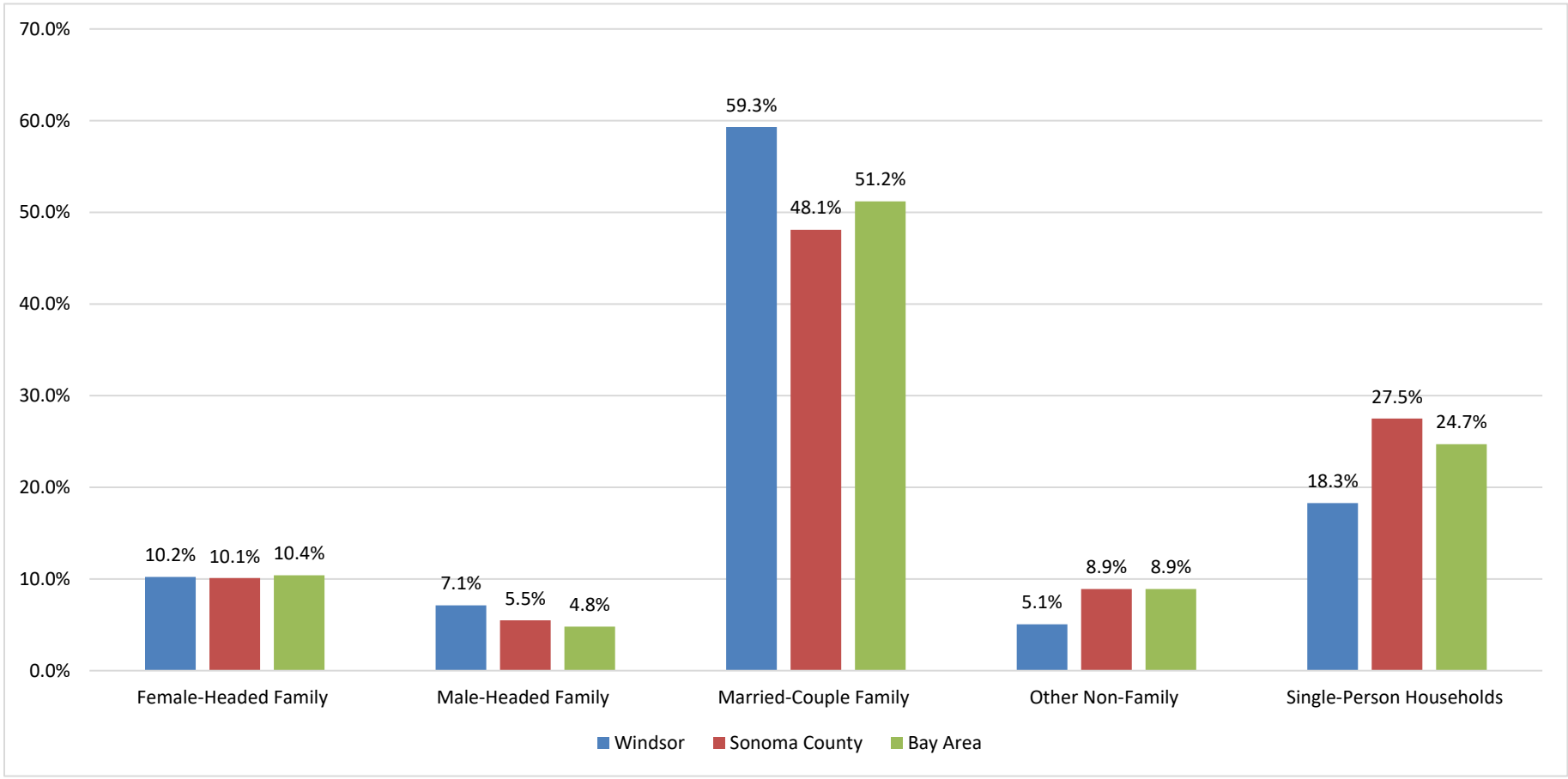
A household refers to the people occupying a home, such as a family, a single person, or unrelated persons living together. Family households often prefer single-family homes or condominiums to accommodate children, and nonfamily households generally occupy smaller apartments or condominiums.

According to the California Department of Finance (DOF), as of 2021, there were 3.0 persons per household in the Town of Windsor (on average).

According to the 2015-2019 ACS, Town of Windsor had a total of 7,019 family households residing in occupied housing units. Of these, 936 were female-headed family households, about 10.2 percent, and 652 were male-headed family households, about 7.1 percent. Single-person households represent approximately 18.3 percent of all family households in Windsor (see Figure 4.3). In Sonoma County, approximately 15.5 percent of households were headed by a single female or male. For the Bay Area, 15.2 percent of households were single-headed households. Figure 4.2 shows household types for Windsor, Sonoma County, and the Bay Area.

Single-parent households, particularly those headed by women, are likely to have greater demand for childcare and other social services than two-parent households. Because single-parent households often have limited incomes, these households may have trouble finding adequate, affordable housing.

FIGURE 4.3
COMPARISON OF TYPES OF HOUSEHOLDS
TOWN OF WINDSOR, SONOMA COUNTY, AND THE BAY AREA, 2019



Source: ABAG Pre-Approved Data Package 2021, U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019).

Overcrowding

Limited affordable housing options can result in households living in overcrowded conditions. The U.S. Census defines an "overcrowded" household as 1.01 or more persons per room, excluding bathrooms, porches, balconies, foyers, halls, and half-rooms. "Severe overcrowding" occurs in households with more than 1.5 persons per room.

Table 4.8 indicates overcrowding rates among renter-occupied housing units and owner-occupied housing units in Windsor. In 2019, approximately 4.27 percent (391 households) of all occupied housing units in Windsor were considered overcrowded. While Windsor exhibits low rates of overcrowding, renter-occupied housing units experience overcrowding at a higher rate than owners—3.15 percent of renter occupied households were overcrowded and 8.43 percent were severely overcrowded. By comparison, only 1.66 percent of owner-occupied households were overcrowded, and 0.36 percent were severely overcrowded. With the exception of severely overcrowded renter households, the rate of overcrowding was lower in Windsor than in Sonoma County as a whole. Overcrowding can accelerate the deterioration on the housing stock and increased displacement for households living in overcrowded situations.

TABLE 4.8
OVERCROWDED HOUSEHOLDS
Town of Windsor and Sonoma County
2019

		Windsor	Sonoma County
Total Occupied Units		9,156	189,374
Total Owner Units		6,997	116,393
Total Renter Units		2,159	72,981
Owner Occupied Units	Overcrowded	116	2,029
	Percent Overcrowded	1.66%	1.74%
	Severely Overcrowded	25	986
	Percent Severely Overcrowded	0.36%	0.85%
Renter Occupied Units	Overcrowded	68	5,700
	Percent Overcrowded	3.15%	7.81%
	Severely Overcrowded	182	1,913
	Percent Severely Overcrowded	8.43%	2.62%
Total	Total Overcrowded All Households	391	10,628
	Percent of Total Households Overcrowded	4.27%	5.61%

Source: ABAG Pre-Approved Data Package 2021, ACS 5-Year Estimate (2015-2019).

Household Income

Housing choices such as tenure (owning versus renting), housing type, and location are dependent on household income. On the other hand, household size and type often affect the proportion of income that can be spent on housing.

The Department of Housing and Community Development (HCD) publishes annual tables of official federal and State income limits for determining these maximums for a variety of programs, including most of those on the web site.

State statutory limits are based on federal limits set and periodically revised by the U.S. Department of Housing and Urban Development (HUD) for the Section 8 Housing Choice Voucher Program. HUD's limits are based on surveys of local area median income (AMI).

The area median income (AMI) for a family of four in Sonoma County in 2021 was $103,300. The commonly used income categories are approximately as follows for a household of four:

- Extremely Low Income: Up to 30 percent of AMI ($0 to $15,500)
- Very Low Income: 31 to 50 percent of AMI ($15,501 to $34,900)
- Low Income: 51 to 80 percent of AMI ($34,901 to $93,050)
- Moderate Income: 81 to 120 percent of AMI ($93,051 to $123,950)
- Above Moderate Income: Above 120 percent of AMI ($123,951 or more)

Table 4.9 shows the maximum annual income level for each income group adjusted for household size for Sonoma County. The maximum annual income data are used to calculate the maximum affordable housing payments for households with different income levels and their eligibility for federal housing assistance.

TABLE 4.9
MAXIMUM HOUSEHOLD INCOME BY HOUSEHOLD SIZE
Sonoma County
2021

Income Category	Household Size							
	1	2	3	4	5	6	7	8
Acutely Low	$10,850	$12,400	$13,950	$15,500	$16,750	$18,000	$19,200	$20,450
Extremely Low	$24,450	$27,950	$31,450	$34,900	$37,700	$40,500	$43,300	$46,100
Very Low	$40,750	$46,550	$52,350	$58,150	$62,850	$67,500	$72,150	$76,800
Low	$65,150	$74,450	$83,750	$93,050	$100,500	$107,950	$115,400	$122,850
Median	$72,300	$82,650	$92,950	$103,300	$111,550	$119,850	$128,100	$136,350
Moderate	$86,750	$99,150	$111,550	$123,950	$133,850	$143,800	$153,700	$163,600

Source: California Department of Housing and Community Development 2021

Table 4.10 shows the household income distribution from the 2013-2017 HUD Comprehensive Housing Authority Strategy (CHAS) data release. Based on 2013-2017 CHAS data, the estimated median income for Sonoma County is $103,330. In line with the town's high homeownership rate, Windsor households have higher incomes than households countywide and in the Bay Area as a whole. For Windsor and Sonoma County, this indicates that over half of households earn more than $103,330. In Windsor, 63.61% of the population earn above the AMI. At the other end of the spectrum, 36.39 percent of Windsor households make under $103,300 annually, with many households earning between 51 to 80 percent of AMI (a ceiling of approximately $69,283 in Windsor and Sonoma County) and considered low-income households. In Sonoma County, low-income households comprise the largest proportion of households earning less than 100 percent of AMI; in the Bay Area, households that earn up to 30 percent AMI, or extremely low-income households, comprise the largest proportion of households earning less than 100 percent of AMI.

TABLE 4.10
HOUSEHOLD INCOME DISTRIBUTION
Town of Windsor, Sonoma County, the Bay Area
2017

Income Category[1]	Windsor		Sonoma County		Bay Area	
	Number	Percent	Number	Percent	Number	Percent
Total Households	9,164	100%	190,057	100%	2,701,033	100%
Extremely Low Income 0%–30% of AMI	570	6.22%	20,305	10.68%	396,952	14.70%
Very Low Income 31%–50% of AMI	750	8.18%	18,744	9.86%	294,189	10.89%
Low Income 51%–80% of AMI	1,200	13.09%	30,194	15.89%	350,599	12.98%
Moderate Income 81%–100% of AMI	815	8.89%	18,904	9.95%	245,810	9.10%
Above Moderate Income More than 100% of AMI	5,829	63.61%	101,910	53.62%	1,413,483	52.33%

[1] AMI based on HUD calculations for the Santa Rosa Metro Area (Sonoma County). The AMI levels in this chart are based on the HUD metro area where this jurisdiction is located. The data that is reported for the Bay Area is not based on a regional AMI but instead refers to the regional total of households in an income group relative to the AMI for the county where that household is located.
Source: ABAG Pre-Approved Data Package 2021, ACS 5-year Estimates (2015-2019).

Table 4.11 shows per capita income for Windsor, Sonoma County, and the Bay Area from the 2015-2019 ACS. Although the high median household income may suggest that Windsor is more affluent than households countywide, the Town has a lower per capita income than the county as a whole. As of 2019, Windsor has a per capita income of $40,960, compared to $42,178 countywide. Given Windsor's relatively large household sizes, a smaller per capita income suggests that less discretionary income is available for many Windsor families.

TABLE 4.11 PER CAPITA INCOME Town of Windsor, Sonoma County, and the Bay Area 2019		
Household Income	**Windsor**	**Sonoma County**
Median household income	$106,899	$81,018
Mean household income	$119,667	$108,169
Per capita income	$40,960	$42,178

Source: ACS 5-year Estimates (2015-2019).

Overpayment

The Census Bureau defines "cost-burdened households" (i.e., overpaying for housing) as households spending more than 30 percent of gross monthly income on housing-related costs. A "severe housing cost burden" occurs when a household pays more than 50 percent of its income on housing costs. For renters, housing-related costs include contract rent plus utilities; for homeowners, housing-related costs include mortgage payment, utilities, association fees, insurance, and real estate taxes. Table 4.12 shows overpayment by tenure.

In 2019, approximately one-third (34.2 percent) of the households in Windsor were spending at least 30 percent of their monthly income toward housing costs and approximately 12 percent of households were spending at least 50 percent of their monthly income on housing costs. The proportion of Windsor residents experiencing cost burden is lower than Sonoma County as a whole; approximately 39 percent of Sonoma County households paid at least 30 percent of their monthly income on housing costs, and 17 percent of households paid at least 50 percent of their income on housing costs. The percentage of Sonoma County housing units resulting in cost burden slightly exceeds the number of Bay Area households resulting in cost burden (approximately 36 percent) and households resulting in severe cost burden (approximately 16 percent).

In Windsor, renter-occupied household experienced cost burden at a higher rate than owner-occupied households, with over 50 percent of renter-occupied households experiencing cost burden compared to nearly 30 percent of owner-occupied households.

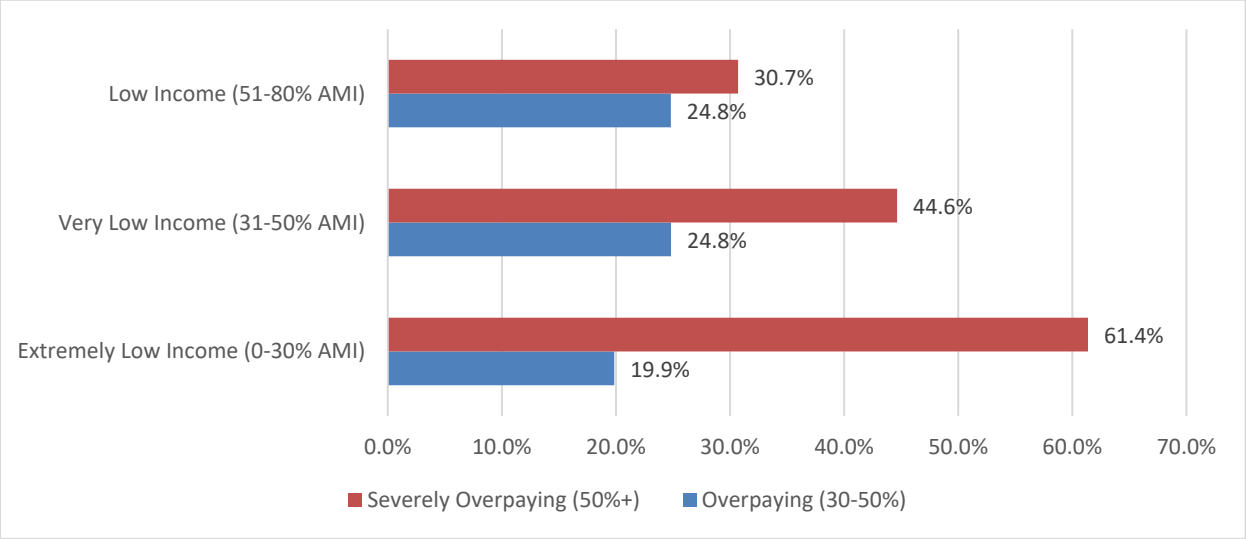
TABLE 4.12 OVERPAYMENT BY TENURE Town of Windsor, Sonoma County, and the Bay Area 2019					
Total Occupied Units	**Total**	**Paying 30%–50%**	**Paying 50%+**	**Total Cost Burdened**	**Percentage Cost Burdened**
Windsor	9,156	2,045	1,101	3,146	34.36%
Sonoma County	189,374	40,669	32,920	73,589	38.86%
Bay Area	2,731,434	539,135	447,802	986,937	36.13%
Total Owner Units	**Total**	**Paying 30–50%**	**Paying 50%+**	**Total Cost Burdened**	**Percentage Cost Burdened**
Windsor	6,795	1,655	995	2,650	39.0%
Sonoma County	116,393	18,042	11,794	29,836	25.63%
Bay Area	1570272	234,074	154,593	388,667	24.75%
Total Renter Units	**Total**	**Paying 30–50%**	**Paying 50%+**	**Total Cost Burdened**	**Percentage Cost Burdened**
Windsor	2,175	655	560	1,215	55.9%
Sonoma County	72,981	19,768	18,145	37,913	51.95%
Bay Area	1,228,277	275,630	272,173	547,803	44.60%

Source: ABAG Pre-Approved Data Package 2021, ACS 5-Year Data (2015-2019).

Lower Income Households Overpaying

Cost burden tends to disproportionately affect lower-income households. Figure 4.3 shows the relationship between low-income households and the varying degrees of cost burden. Overall, the majority of Windsor's low-income households overpay monthly income for housing costs, which include utilities and rent for renting households and mortgage payments, insurance, real estate taxes, and utilities for home-owning households. As shown in Figure 4.3, the percentage of cost-burdened household increases as annual income decreases. Windsor's extremely low-income households (earning up to 30 percent AMI, or $25,160 annually) experience the highest rates of cost burden, with over 80 percent of households paying over 30 percent of monthly income toward housing costs.

FIGURE 4.4
LOW-INCOME HOUSEHOLDS AND COST BURDEN
Town of Windsor
2013-2017



Source: ABAG Pre-Approved Data Package, 2013-2017 CHAS.

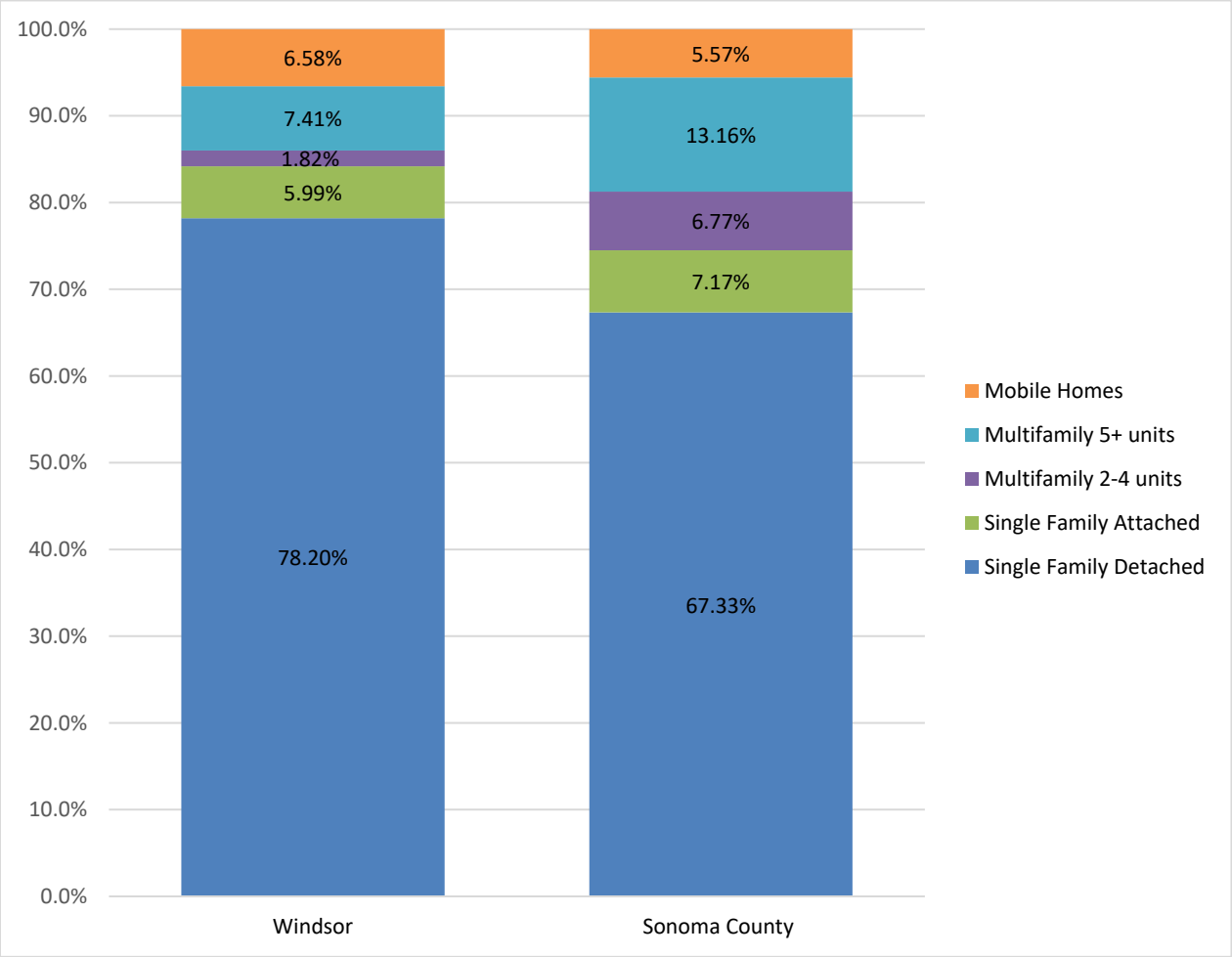
Housing Stock Characteristics

This section describes the housing stock characteristics and conditions that affect housing needs in Windsor. Important housing stock characteristics include housing type, tenure, vacancy rates, age, condition, cost, and affordability.

Housing Type

Windsor experienced minimal housing development between 2010 and 2020. As shown in Figure 4.4, the number of housing units increased by 173 units, or approximately 1.8 percent. While low, Windsor's growth rate exceeded Sonoma County's growth rate significantly: housing units in the county increased by 1,525 units between 2010 and 2020, a growth rate of less than 1 percent. Overall, the proportion of housing types in Windsor remained relatively unchanged between 2010 and 2020. Single-family detached homes continue to be the predominant housing type available in Windsor, representing over 78 percent of the town's housing stock. Multifamily with at least 5 units occupies the second largest proportion of housing units; however, the proportion is less than 10 percent. Similar to Windsor, detached single-family homes are the most common housing type (67 percent) in Sonoma County as a whole, followed by multifamily with at least 5 units (13 percent).

FIGURE 4.5
HOUSING STOCK
Town of Windsor and Sonoma County
2020



Source: ABAG Pre-Approved Data Package 2021, California DOF E-5 Series 2020.

Housing Tenure

Housing tenure (owner versus renter) is affected by many factors, such as housing cost (interest rates, economics, land supply, and development constraints), housing type, housing availability, job availability, and consumer preference.

Table 4.13 details housing tenure in Windsor and Sonoma County according to the 2015-2019 ACS. Windsor had a higher percentage of owner-occupied households (76.42 percent) than Sonoma County (61.46 percent) and a lower percentage of renter occupied households, 23.58 percent, and 38.54 percent, respectively.

TABLE 4.13 HOUSING TENURE				
Housing Tenure	Town of Windsor		Sonoma County	
	Number	Percentage	Number	Percentage
Owner-Occupied Households	6,997	76.42%	116,393	61.46%
Renter-Occupied Households	2,159	23.58%	72,981	38.54%

Source: ABAG Pre-Approved Data Package 2021, 2014-2018 American Community Survey

Vacancy Rate

Table 4.14 presents housing vacancy conditions in Windsor. A low vacancy rate indicates that the demand for housing exceeds the available supply, typically resulting in higher housing prices. As of 2019, Windsor had a vacant rate of 3.5 percent, lower than both the rate countywide (8.83 percent) and the overall vacancy rate in the Bay Area region (5.95 percent).

HUD standards indicate a 5 percent rental vacancy rate as sufficient to provide adequate choice and mobility for tenants. Though Sonoma County and the Bay Area exceed the 5 percent vacancy rate, Windsor falls beneath 5 percent, indicating that demand for housing could exceed available supply, leading to inflated housing prices. When looking at tenure, both rental and homeowner vacancy rates in Windsor were low, 1.3 percent and 1.8 percent, respectively, pointing to a possibility of constrained local housing market. It should be noted that the Town has several short-term rentals. Additional discussion on this can be found in the Housing Constraints section.

TABLE 4.14 VACANCY RATE Town of Windsor, Sonoma County, and the Bay Area 2019			
	Windsor	Sonoma County	Bay Area
Homeowner Vacancy Rate	1.82%	0.11%	3.77%
Rental Vacancy Rate	1.30%	3.70%	4.21%
Total Housing Units	9,488	207,713	2,904,094
Total Vacant	332	18,339	172,660
Total Vacancy Rate	3.50%	8.83%	5.95%
For rent	28	2,160	41,117
For sale only	42	958	10,057
Rented or sold, not occupied	0	838	22,463
For seasonal, recreational, or occasional use[1]	85	8,770	37,301
For migrant workers	0	0	233
Other vacant	177	5,613	61,256

Source: ABAG Pre-Approved Data Package 2021, ACS 5-year Estimates (2015-2019).
Note: [1]Periodic non-permanent use for seasonal vacations and recreational purposes and not as the principal residence of the owners or occupiers of the lot.

Housing Age and Condition

Housing conditions are an important indicator of quality of life in Windsor. Like any asset, housing ages and deteriorates. If not regularly maintained, structures deteriorate, which discourages reinvestment, depresses neighborhood property values, and even becomes a health hazard. Thus, maintaining and improving housing quality is an important goal for communities.

An indication of the quality of the housing stock is its general age. Typically, housing over 30 years old is likely to have rehabilitation needs that may include plumbing, roof repairs, foundation work, and other repairs. A shown in Table 4.15, close to 80 percent of the housing stock is more than 30 years old, meaning there may be a need for more regular maintenance and repair work during the housing element planning period. The southeastern corner and the northernmost section of Windsor, east of Highway 101, feature high concentrations of housing built before 1960. Housing development in Windsor has decreased in recent years, with less than 2 percent of housing units built since 2010.

TABLE 4.15
HOUSING UNITS BY YEAR BUILT
Town of Windsor
2019

	Units	Percent of Total
Built 2010 or later	188	1.98%
Built 2000 To 2009	1,799	18.96%
Built 1980 To 1999	5,719	60.28%
Built 1960 To 1979	1,256	13.24%
Built 1940 To 1959	344	3.63%
Built 1939 or earlier	182	1.92%
Total	9,488	100.00%

Source: ABAG Pre-Approved Data Package 2021, ACS 5-year Estimates (2015-2019).

Table 4.16 shows the prevalence of housing problems experienced by Windsor households. HUD defines housing problems to include: 1) Incomplete kitchen facilities); 2) Incomplete plumbing facilities 3) overcrowding (exceeding one person per room); and 4) cost burden greater than 30 percent of monthly household income. Renting households experience housing problems at a greater rate of incidence than home-owning households, with nearly 50 percent of renting households experiencing at least one of the housing problems compared to 30 percent of home-owning households. Overall, nearly a third of Windsor's households experience at least one housing problem. However, as shown in Table 4.17, the incidence of substandard housing in Windsor housing units is very low, suggesting that substandard housing is a minimal contributor to housing problems in Windsor.

Of Windsor's 9,488 housing units, approximately 190 units (2 percent) lack complete facilities. The majority of housing units lacking complete facilities (161 units) lack kitchens. Though the total number of substandard units is low, they disproportionately impact rental housing units. *Note that Tables 4.16 and 4.17 rely on different data sources: Table 4.16 relies on 2014-2018 CHAS data reported by HUD and*

observes households (persons living within a house together); Table 4.17 relies on ACS 5-year estimates (2015-2019) and observes housing units (physical house).

Windsor's Community Development Department reports that very few houses or apartment buildings need major maintenance or repair. Of the 96 code enforcement cases the Town addressed between September 2019 and 2021, 14 cases were related to residential building code violations. The violations concerned construction without permits and did not include violations related to substandard housing issues.

When considering all data from Tables 4.15, 4.16, and 4.17, assuming that current property owners are completing ongoing maintenance and repairs to maintain the values of their homes, and considering local input from the Building Division, it is estimated that no more than 50 units require major rehabilitation, which is less than 0.5 percent of the Town's overall housing stock.

TABLE 4.16
PRESENCE OF HOUSING PROBLEMS[1]
Town of Windsor
2018

	Number	Percent
Owners	7,045	100%
Has at least 1 of 4 Housing Problems	2,035	28.89%
Renters	2,250	100%
Has at least 1 of 4 Housing Problems	1,120	49.78%
Total Households	9,295	100%
Has at least 1 of 4 Housing Problems	3,155	33.94%

Source: 2014-2018 CHAS

[1] Housing Problems are defined by HUD as incomplete kitchen facilities; incomplete plumbing facilities; more than 1 person per room; and cost burden greater than 30%.

TABLE 4.17
SUBSTANDARD HOUSING ISSUES
Town of Windsor
2019

Percentage of Units Lacking Amenity	Owner	Renter
Kitchen	0.1%	1.7%
Plumbing	0.3%	0.0%

Source: ABAG Pre-Approved Data Package 2021, ACS 5-year Estimates (2015-2019).

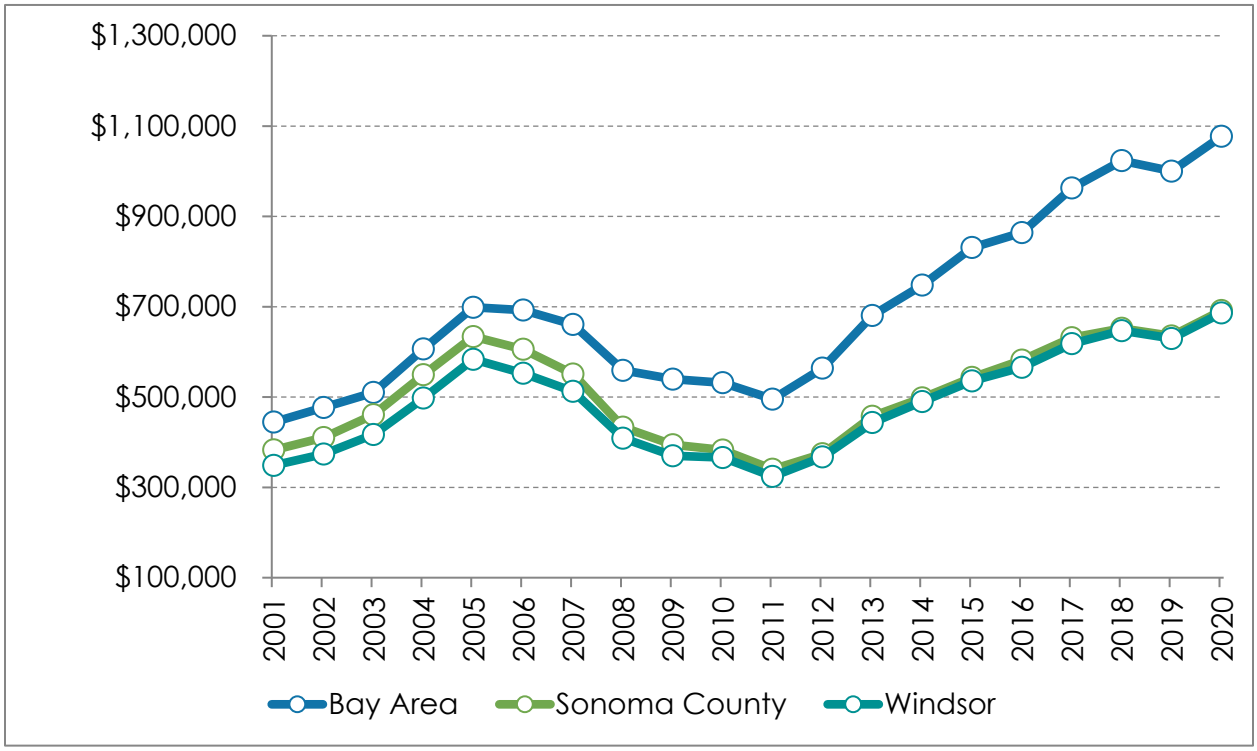
Housing Cost and Affordability

Sales Price Overview

Home values in Windsor have increased significantly over the past two decades (Figure 4.5). According to the Zillow Home Value Index, the median sale price for single-family homes in Windsor was $348,606 in 2001 and increased to $686,317 in 2020, a nearly 100 percent increase. When comparing to the County and the Bay Area, Windsor and Sonoma County experienced moderate increases in home values compared to the Bay Area. Sonoma County's median home sale prices increased by approximately 80 percent between 2001 and 2020, and the Bay Area home sale prices increased by approximately 142 percent during the same period.

As of October 2021, the median list price for a home in Windsor (inclusive of single-family homes, condominium units, and mobile homes) was $724,198, indicating an appreciation of 5.5 percent since 2020. There were 27 residential listings available in Windsor according to online listing data accessed on Zillow.com and redfin.com. The majority of available listings in Windsor were three-bedroom homes (14 units), with a median listing price of $804,246.

FIGURE 4.6
MEDIAN HOME SALE PRICES
Town of Windsor, Sonoma County, Bay Area
2001–2020



Source: ABAG Preapproved Data Package 2021; Zillow.com Home Index Value.

Rental Market Overview

According to a survey of available rental listings of available condominiums and single-family homes (Zillow, Redfin, and Apartment Listings), seven units were available to rent in Windsor in October 2021 (Table 4.18). Prices depended on location, size, and amenities, averaging $2,450 for a two-bedroom unit, $2,925 for a three-bedroom unit, and $3,250 for a four-bedroom unit. Two-bedroom units had the most expensive median price at $2.66 per square foot.

TABLE 4.18
PRICES BY BEDROOM
Town of Windsor
2021

Bedrooms	Number	Median Listed Rent	Median Price per Square Foot
2 bedrooms	2	$2,450	$2.66
3 bedrooms	4	$2,925	$1.79
4 bedrooms	1	$3,250	$1.47
Total	7	$2,836	$2.11

Sources: Redfin.com, Zillow.com, Apartmentlistings.com, October 2021.

Housing Affordability

Table 4.19 provides the affordable rents and maximum purchase price, based on the HCD income limits for Sonoma County. The affordable sales prices were calculated using household income limits published by HCD, conventional financing terms, and assuming that households spend 30 percent of gross income on housing costs (Table 4.19 does not include an assumption for utilities cost).

A household can typically qualify to purchase a home that is 2.5 to 3.0 times the annual income of that household, depending on the down payment, other long-term obligations (such as a car loan), and interest rates. In practice, the interaction of these factors allows some households to qualify for homes priced at more than three times their annual income, while other households may be limited to purchasing homes no more than two times their annual incomes. These factors—interest rates, insurance, and taxes—are held constant in the table to determine maximum affordable rent and purchase price for households of each income category. It is important to note that this table is used for illustrative purposes only. The information in Table 4.22 realistically reflects the difficulty of affording rent and purchase prices in the town of Windsor.

Based on the analysis for rental rates, very few affordable options may be available for lower income renting households, who can afford up to $2,326 per month without exceeding 30 percent of their monthly income, based on HCD's 2021 State Income Limits for Sonoma County.

Based on the availability of units shown in Table 4.18, lower income households could only afford a two-bedroom unit. This suggests that lower-income families with three or more persons may be limited to smaller units, resulting in overcrowded living conditions. The rental market is generally affordable to

moderate-income households, who can afford up to $3,098. Only the four-bedroom unit in Table 4.18 is unaffordable to moderate income households. Figure 4.7 shows how the median contract rent has increased between 2009 and 2019. Windsor saw an 18 percent increase in median rent between 2009 and 2019, starting at $1,377 and reaching $1,627. Windsor's median rent experienced modest growth compared to Sonoma County and the Bay Area, but exhibited the highest median rent in 2009, exceeding Sonoma County ($1,074) and the Bay Area ($1,196). Though Sonoma County experienced a greater rate of increase than Windsor (38 percent), by 2019 the median rent ($1,478) still did not exceed the median rent in Windsor. The Bay Area overall had a greater increase in median rents, starting at $1,196 in 2009 and reaching 1,849 in 2019—a 55 percent increase.

When looking at real estate listings available in October 2021, the median sale price in Windsor is $724,198. This price is not affordable to any of the households shown in Table 4.19. Listed condominiums (median sales price of $464,650) would be affordable to low-income households with two or more persons but falls out of reach of very low- and extremely low-income households. Additionally, at the time of the survey of real estate listings, only two condominiums were available for sale out of 27 total listings in the Town Windsor. Mobile or manufactured homes provide the best opportunity for lower income households to achieve homeownership. The median sales price of mobile home listings ($140,661) would be affordable to households at all income levels, including extremely low-income households. However, all but one of the mobile homes available for sale at the time of the survey were in age-restricted mobile home parks. This analysis indicates that lower income households will likely encounter difficulty securing affordable homes in Windsor due to a lack of available affordable homeownership opportunities, particularly very low- and extremely low-income households that do not qualify to live in age-restricted communities. Households have to direct a larger share of income to principal, interest, taxes, and insurance, or assemble a larger down payment to reduce mortgage costs.

TABLE 4.19
ABILITY TO PAY
Sonoma County
2021

Extremely Low-Income Households at 30% of 2021 AMI						
Number of Persons	1	2	3	4	5	6
Income Level	$24,450	$27,950	$31,450	$34,900	$37,700	$40,500
Max. Monthly Gross Rent[1]	$611	$699	$786	$873	$943	$1,013
Max. Purchase Price[2]	$155,081	$177,281	$199,481	$221,364	$239,123	$256,883
Very Low-Income Households at 50% of 2021 AMI						
Number of Persons	1	2	3	4	5	6
Income Level	$40,750	$46,550	$52,350	$58,150	$62,850	$67,500
Max. Monthly Gross Rent[1]	$1,019	$1,164	$1,309	$1,454	$1,571	$1,688
Max. Purchase Price[2]	$258,469	$295,257	$332,045	$368,834	$398,645	$428,139

TABLE 4.19 ABILITY TO PAY Sonoma County 2021						
Low-Income Households at 80% of 2021 AMI						
Number of Persons	1	2	3	4	5	6
Income Level	$65,150	$74,450	$83,750	$93,050	$100,500	$107,950
Max. Monthly Gross Rent[1]	$1,629	$1,861	$2,094	$2,326	$2,513	$2,699
Max. Purchase Price[2]	$413,233	$472,221	$531,209	$590,197	$637,451	$684,705
Median-Income Households at 100% of 2021 AMI						
Number of Persons	1	2	3	4	5	6
Income Level	$72,300	$82,650	$92,950	$103,300	$111,500	$119,850
Max. Monthly Gross Rent[1]	$1,808	$2,066	$2,324	$2,583	$2,788	$2,996
Max. Purchase Price[2]	$458,584	$524,232	$589,563	$655,211	$707,222	$760,184
Moderate-Income Households at 120% of 2021 AMI						
Number of Persons	1	2	3	4	5	6
Income Level	$86,750	$99,150	$111,550	$123,950	$133,850	$143,800
Max. Monthly Gross Rent/ Payments[1]	$2,169	$2,479	$2,789	$3,099	$3,346	$3,595
Max. Purchase Price[2]	$550,238	$628,888	$707,539	$786,190	$848,983	$912,094

Source: California Department of Housing and Community Development, 2021.

[1] Assumes that 30 percent of income is available for monthly rent or mortgage payment, taxes, mortgage insurance, and homeowners' insurance.

[2] Assumes 5 percent down payment, an annual 2.88 percent interest rate, 30-year mortgage, and monthly payment equal to 30 percent of income.

Who Can Afford to Live in Windsor?

For rental housing, the analysis suggests that low-income households would encounter difficulty finding an affordable home in Windsor. These households can afford a monthly rent of $2,326 for a four-person household, which is not enough for the average unit available in October 2021 (with a median monthly rent of $2,836). The only income groups that could afford the median monthly rent in Windsor would be six-person median-income households and four-, five, or six-person moderate income households. However, only one appropriately sized (four-bedroom) rental listing for these income groups was available in October 2021, with a monthly rent of $3,250. Therefore, even moderate-income households would have difficulty securing affordable housing in Windsor, which may result in cost burdened and/or overcrowded renting households.

Table 4.20 provides a snapshot of occupations in Windsor and is not inclusive of all occupations. Many essential jobs in Windsor have salaries falling within lower income categories. As shown previously in Table 4.4, occupations in food service and serving related occupations (such as food preparation workers) represent the third largest proportion of Sonoma County's employed population, approximately 9 percent. In Windsor, employed persons in food service and serving related occupations represent the second largest proportion of the employed population (21.6 percent). This group would have difficulty finding housing because affordable rent ($264) would cover less than 10 percent of

Windsor's median monthly rent ($2,836). Lawyers, civil engineers/architects, and law enforcement officers (all falling in the above moderate-income category) were identified as being able to afford the median monthly rent in Windsor. Civil engineers/architects and law enforcement officers were identified as occupations that could afford Windsor's median home sales price.

TABLE 4.20
EXAMPLES OF AVERAGE ANNUAL SALARIES BY OCCUPATION
Windsor
2021

Occupation	Annual Income	Affordable Rent[1]	Affordable Purchase Price[2]
Extremely Low-Income (Limit $24,450)[3]			
Food preparation worker	$10,570	$264	$67,043
Hairdresser/Cosmetologist	$12,957	$324	$82,184
Conveyor, industrial truck, or tractor operators	$24,095	$602	$152,830
Very Low Income (Limit $40,750)			
Home Health Aide/Dental Assistant/Nursing Aides	$30,036	$751	$190,512
Agricultural Workers/Logging Workers	$31,321	$783	$198,663
Retail Salesperson/Sales Clerk	$36,302	$908	$230,256
Low Income (Limit $72,300)			
Truck Driver	$47,386	$1,185	$300,560
Teacher/Librarian	$54,632	$1,366	$346,520
Construction Laborer	$61,005	$1,525	$386,942
Moderate Income (Limit $86,750)			
Computer Scientist	$81,384	$2,035	$516,202
Financial Manager/Human Resources Manager	$83,827	$2,096	$531,698
Above Moderate Income (Above $86,750)			
Registered Nurse	$103,125	$2,578	$654,101
Lawyer	$113,125	$2,828	$717,529
Civil Engineer/Architect	$117,500	$2,938	$745,279
Law Enforcement workers, including supervisors	$127,696	$3,192	$809,950

Source: California Department of Housing and Community Development, 2021, ACS 5-year Estimate (2015-2019).
[1]Assumes that 30 percent of income is available for monthly rent or mortgage payment, taxes, mortgage insurance, and homeowners insurance.
[2]Assumes 5 percent down payment, an annual 2.88 percent interest rate, 30-year mortgage, and monthly payment equal to 30 percent of income.
[3]2021 Based on HCD 2021 Income Limits

Special Needs Populations

Certain groups have greater difficulty in finding acceptable, affordable housing due to special circumstances relating to employment and income, household characteristics, disabilities, and other factors. These "special needs" groups include seniors, persons with disabilities, large households (five or more persons), female-headed households with children, homeless persons, and farmworkers.

Seniors

Senior households face a unique set of circumstances that affect their needs for housing, primarily due to physical disabilities/limitations, fixed incomes, and health care costs. Unit size, accessibility, affordability, and proximity to health care, transportation, and other services represent key housing concerns for seniors. Social Security income, even when supplemented by a pension and savings, often does not cover the cost of living, requiring seniors to either continue to work or apply for the State Supplementary Payment. For the following analysis, seniors are defined as individuals aged 65 and over unless otherwise identified.

Table 4.21 shows the senior population in Windsor compared to Sonoma County as a whole. Windsor's senior population is proportionally smaller than the senior population countywide. As of 2019, seniors comprised approximately 15 percent of Windsor's population. In Sonoma County, seniors represented 26.37 percent of the population.

TABLE 4.21
SENIOR POPULATION
Town of Windsor and Sonoma County
2019

	Total Population	Total Population 65+	Percent 65+
Windsor	27,447	4,182	15.24%
Sonoma County	494,336	102,328	26.37%

Source: ABAG Preapproved Data Package 2021, ACS 5-year Estimate (2015-2019).

Table 4.22 shows senior households by tenure. In Windsor, there are a total of 2,842 senior households, representing approximately 30 percent of the total number of households (9,156). Senior households have higher rates of homeownership than Windsor households as a whole. Of Windsor senior householders, 80.9 percent were owners and 19.1 percent were renters, compared to 75.7 percent owner and 24.3 percent renter for all Windsor households. Countywide, 75.7 percent of senior householders were owners and 24.3 percent were renters, compared to 62.2 percent owner and 37.9 percent renter for all county households.

TABLE 4.22
SENIOR HOUSEHOLDS
Town of Windsor and Sonoma County
2017–2019

	Total Households		Total Senior Households	
	Percent Owner	Percent Renter	Percent Owner	Percent Renter
Windsor	76.42%	23.58%	80.86%	19.14%
Sonoma	62.15%	37.85%	75.74%	24.26%

Source: ABAG Preapproved Data Package 2021; CHAS 2013-2017 (Seniors); ACS 5-year Estimate (2015-2019) (Total Households).

Table 4.23 shows the incomes of senior households based on HCD 2021 State Income Limits for a one-person household in Sonoma County. In 2019, nearly 47 percent of Windsor senior households earned an annual income greater than $72,300. Senior households earning at least $72,300 exceed the median income for a single-person household in Sonoma County; however, affordable rent for these senior households ($1,808) falls below Windsor's median rent of $2,836, as does the affordable housing price ($458,584). A majority of senior households (approximately 53 percent) earn less than the median income for a single-person household. Securing housing in Windsor may be difficult for most of Windsor's senior residents.

TABLE 4.23
SENIOR HOUSEHOLDS BY INCOME
Town of Windsor
2019

Income Category[1]	Number	Percent
Extremely Low Income Income under $24,450	295	10.38%
Very Low Income $24,451–$40,750	354	12.46%
Low Income $40,751–$65,150	519	18.26%
Moderate Income $65,151–$72,300	350	12.32%
Above Moderate Income Income greater than $72,300	1,324	46.59%
Total	2,842	100.00%

Source: ABAG Preapproved Data Package 2021; CHAS 2013-2017; HCD 2021 State Income Limits
1 2021 HCD State Area Median Income for Sonoma County $72,300 for a one-person household.

Seniors typically rely on a fixed income and are susceptible to overpaying for housing costs. In Windsor, approximately 30 percent of senior households are cost burdened, with 14 percent paying between 30 and 50 percent of monthly income for housing costs and 16 percent paying over 50 percent (see Table 4.24). Among lower income categories (low, very low, and extremely low income), senior households

are more likely to be severely cost burdened than cost burdened. Of extremely low-income senior households, over 50 percent are severely cost burdened. Among low- and very low-income senior households, over one-third of households are severely cost burdened. This pattern suggests that eligible income limits for subsidy programs like Section 8 may be too low for a portion of senior renters. In addition, applications for Section 8 vouchers can include a wait list up to 18 months long, making it difficult for senior renters to receive subsided housing.

TABLE 4.24
HOUSING COST BURDEN BY HOUSEHOLD INCOME FOR SENIORS
Town of Windsor
2019

	Extremely Low[1] (Income <30% AMI)	Very Low (Income 30%–50% AMI)	Low (Income 50%–80% AMI)	Moderate (Income 80%–100% AMI)	Above Moderate (Income >100% AMI)	All Senior Households
Total Senior Households	295	354	519	350	1,324	2,842
Senior Renting Households	*135*	*130*	*74*	*70*	*135*	*544*
Senior Owner Households	*160*	*224*	*445*	*280*	*1189*	*2298*
Total Overpaying Senior Households	205	194	235	80	149	863
Overpaying	*50*	*84*	*65*	*80*	*125*	*404*
Percent Overpaying	*16.95%*	*23.73%*	*12.52%*	*22.86%*	*9.44%*	*14.22%*
Severely Overpaying	*155*	*110*	*170*	*0*	*24*	*459*
Percent Severely Overpaying	*52.54%*	*31.07%*	*32.76%*	*0.00%*	*1.81%*	*16.15%*

Source: ABAG Preapproved Data Package; 2013-2017 CHAS.
[1] Income groups are based on HUD calculations for Area Median Income (AMI). HUD calculates the AMI based on the metropolitan area. Windsor falls within the Santa Rosa Metro Area (Sonoma County). The HUD AMI for Sonoma County is $112,800.

The need for senior housing is addressed through a variety of sources in Windsor and Sonoma County. Windsor has five facilities for seniors. Brooks Creek offers market-rate independent living units (single-family detached homes) for seniors aged 55 and above. The sales price for homes in Brooks Creek is between $500,000 and $600,000. Brookdale Windsor is an independent and assisted living facility with market-rate rental units and a variety of amenities. Terene Manor is a residential care facility with units estimated to cost between $5,000 per month for a shared suite and $6,000 per month for a private suite. Table 4.25 summarizes senior resources in Windsor and in Sonoma County. The Vinecrest senior apartments are a 60-unit garden community for senior citizens with public transportation that stops directly in front of the community. Bell Manor is a 95-unit garden complex for seniors and persons with disabilities. Both complexes are managed by Burbank Housing, an affordable housing developer in Sonoma County.

TABLE 4.25
SENIOR RESOURCES
Town of Windsor and Sonoma County
2019

Organization	Resources
Sonoma County Agency on Aging	Provides information and assistance, case management programs (connections to local, non-profit and government programs) and Multipurpose Senior Services Program), fall prevention programs, and the elder abuse prevention project.
Senior Advocacy Services	Provides information and assistance to seniors to help select appropriate housing and insurance options for their needs and protect the rights and well-being of people living in long-term care facilities.
Windsor Senior Center	Provides housing referrals, classes, and variety of programs and services.
Council on Aging Services for Seniors	Legal Assistance Program provides seniors vital information and education on issues related to eviction, Social Security, Medi-Cal and Medicare payments, durable power of attorney, and restraining orders for their protection.
Catholic Charities	Manages an Alzheimer's Day Care Resource Center that offers day care for persons with Alzheimer's disease (and other related dementia) who are often unable to be served by other programs. The centers provide respite as well as training and support for families and professional caregivers.
Petaluma People's Services Center	Senior services center providing seniors with case management services, an Alzheimer's respite program and adult day care, senior counseling services, fall prevention program, caregiver support, resource sharing, and meal delivery through Meals on Wheels.

Sources: Sonoma County Area Agency on Aging Senior Resource Guide, October 2021

Strategies and Programmatic Responses to Meet Projected Needs

As noted in the Housing Plan section, the Town can address the local need for senior housing, particularly for extremely low- to moderate-income households, by supporting affordable housing developers through applications for state and federal funding, design review workshops, site location assistance, and direct financial assistance. Implementation programs that address design review, parking standards, and impact fees also facilitate the production of senior housing by allowing for more financially feasible development. Senior households have special housing needs primarily due to location, accessibility, and affordability. Due to physical disabilities many seniors require homes with railings and elevators. The size of the units is usually kept to a smaller size (1- 2 bedrooms), specifically if the individual requires 24-hour care. Senior households also rely heavily on public transit to get around, therefore developing units in transit rich areas can ensure seniors can get to their destination safely and economically. Due to limited mobility grocery stores, doctors' offices and other services should also be accessible to seniors' therefore location is an essential of senior households.

Persons with Disabilities

A disability is a physical or mental impairment that substantially limits one or more major life activities. This segment of the population often needs affordable housing that is located near shopping, services, and public transit. In some cases, persons with disabilities require units equipped with wheelchair accessibility or other special features that accommodate physical or sensory limitations.

Depending on the severity of the disability, people may live independently with some assisted care in their own homes or may require assisted living and supportive services in special care facilities.

Persons with disabilities tend to have a small, fixed income, relying on Social Security Disability Insurance; Social Security Insurance; State Supplementary Payment; or Social Security Old Age, Survivors, and Disability Insurance; which may not adequately cover the cost of housing. In addition, persons with disabilities have the highest rate of unemployment compared to other groups and often experience discrimination in hiring and training.

Table 4.26 shows the disabled population. In Windsor, 2,847 persons, or approximately 10 percent of the Town's noninstitutionalized population, had one or more types of disability in 2019. The proportionate population of persons with a disability is similar among Windsor, Sonoma County (nearly 12 percent), and the Bay Area (nearly 10 percent).

TABLE 4.26
POPULATION WITH DISABILITIES
Town of Windsor and Sonoma County
2019

Total Civilian Noninstitutionalized Population Aged 5 and Over	Total Population	With a Disability	
	Number	Number	Percentage
Windsor	27,447	2,847	10.37%
Sonoma County	495,516	58,940	11.89%
Bay Area	7,655,295	735,533	9.61%

Source: ABAG Preapproved Data Package 2021, ACS 5-year Estimate (2015-2019).

According to 2015-2019 ACS data, there are an estimated 2,847 persons living with a disability in Windsor, divided into six types of disability, as shown in Table 4.27. Ambulatory difficulties represent the largest share, with approximately 5.4 percent of Windsor residents living with an ambulatory disability, followed by difficulty with independent living. The least common disability in Windsor is vision difficulty, at approximately 2 percent of Windsor residents.

TABLE 4.27
PERSONS WITH DISABILITIES BY DISABILITY TYPE
Town of Windsor
2019

Disability	Percentage
With an ambulatory difficulty	5.4%
With an independent living difficulty	4.6%
With a cognitive difficulty	4.3%
With a hearing difficulty	2.9%
With a self-care difficulty	2.7%
With a vision difficulty	2.0%

Note: These disabilities are counted separately and are not mutually exclusive; an individual may report more than one disability.
Source: ABAG Preapproved Data Package 2021; ACS 5-year Estimate (2015-2019).

Developmental Disabilities

Government Code Section 65583(a)(7)), which took effect January 2011, amended State housing element law to require an evaluation of the special housing needs of persons with developmental disabilities. A "developmental disability" is defined as a disability that originates before an individual becomes 18 years old, continues or can be expected to continue indefinitely, and constitutes a substantial disability for that individual. This definition includes intellectual disabilities, cerebral palsy, epilepsy, and autism.

The California Department of Developmental Services currently provides community-based services to approximately 329,600 persons with developmental disabilities and their families through a statewide system of 21 regional centers and 2 developmental centers. The North Bay Regional Center provides family support, crisis intervention, referral, and other services to clients with developmental disabilities, including people with intellectual disabilities, cerebral palsy, autism, and epilepsy in Sonoma County and surrounding area. According to the North Bay Regional Center, in 2020, a total of 235 clients with developmental disabilities in Windsor were served by the North Bay Regional Center. Table 4.28 shows the breakdown of developmental disability type for consumers across North Bay Regional Center's service area, which includes Solano, Napa, and Sonoma Counties, based on the North Bay Regional Center's annual reporting data to the California Department of Developmental Services.

The Town continues to work with the North Bay Regional Center to implement an outreach program that focuses on informing residents of the housing services available for person with developmental disabilities. The Town makes this information available on the Town website (Program H-36).

TABLE 4.28
POPULATION WITH DEVELOPMENTAL DISABILITIES BY TYPE
North Bay Regional Center Service Area (Napa, Sonoma, and Solano Counties)
2020

Disability	Number	Percent
Autism	3,116	32%
Cerebral Palsy	1,701	11%
Epilepsy	1,168	12%
Fifth Category (1)	1,655	17%
Intellectual Disability	5,543	56%
North Bay Regional Center Catchment (Number of Persons Served)	9,739	

Source: Department of Developmental Services, October 2021; North Bay Regional Center, April 2022.
Note: Number of persons served by the North Bay Regional Center was provided by the North Bay Regional Center. The number of persons per disability type may not total to 9,739 and percentages may not total 100, as some consumers have more than one disability.
(1) "Fifth Category" is defined as clients who have disabling conditions closely related to intellectual disability or requiring similar treatment as required by a person with intellectual disability.

The Department of Developmental Services reports that in Windsor, the majority of persons with developmental disabilities live with a parent, family, or guardian (180 persons or 77 percent). However, the North Bay Regional Center shared that there is a significant demand for accessible housing for persons with disabilities, especially at the lower income levels.

According to the California Department of Social Services Community Care Licensing Division, there are six adult residential facilities that are available to serve Windsor residents, with a total capacity for 34 adults, that provide 24-hour nonmedical care for adults ages 18 through 59 who are unable to provide for their own daily needs. These facilities, listed in Table 4.29, cater to adults that are physically handicapped, developmentally disabled, and/or mentally disabled.

TABLE 4.29
ADULT RESIDENTIAL FACILITIES
Town of Windsor, Sonoma County
2021

Facility	Capacity
A Better Living Experience – 9591 Kristine Way	4
Country Gardens Care Home – 2680 Woolsey Road	10
Laughlin County Home – 2565 Laughlin Road	6
My Father's Garden Adult Residential Care – 475 Windsor River Road	6
Thrushwing Home – 128 Thrushwing Avenue	4
Windsor House – 1386 Sanders Road	4
Total Capacity	34

Sources: California Department of Social Services Community Care Licensing Division, 2021.

Additional services available for persons with disabilities include the following:

TABLE 4.30
AVAILABLE SERVICES FOR PERSONS WITH DISABILITIES

Provider	Area Served	Services Available
Bayberry, Inc	Napa, Solano, Lake, and Sonoma Counties	Supports over 75 individuals in a Supported Living, Independent Living, and Residential Services programs
Disability Services & Legal	Sonoma, Napa, Lake and Mendocino Counties	Provides information, advice and assistance on a wide range of disability- related matters
Lifehouse	Marin, Sonoma, and San Francisco counties	Offers comprehensive skills training focused on each individual's needs
California Human Development Redwood Empire Industries	14 counties including Sonoma, Napa and Solano Counties	Hands-on work training for disabled adults. Job placement, supported employment, job coaching
Becoming Independent	Sonoma, Napa and Solano County	Assists with building skills in areas of health, wellness, nutrition, socialization, communication, arts, music, self-advocacy, and personal growth and direction
Community Action Partnership	Various locations throughout the state including Sonoma County	Provides direct assistance with critical needs that cannot be met by other resources.

Strategies and Programmatic Responses to Meet Projected Needs for Disabled and Senior

Many of the strategies and programmatic responses that address senior housing also apply to disabled persons' housing needs. The Town can support housing developers through applications for State and federal funding, design review workshops, site location assistance, and direct financial assistance. Implementation programs in the Housing Objectives, Policies, and Programs section of this Housing Element address Design Review, parking standards, and impact fees to allow for more financially feasible development.

The types of housing needed for persons with disabilities according to the North Bay Regional Center (NBRC) are single bedrooms or 2-bedrooms especially for individuals who require 24-hour service and require live-in care. Additionally, location is a major concern for many individuals with disabilities who have limited mobility and choose to live in areas that are in proximity to services.

Large Households

The U.S. Census Bureau defines large households as having five or more persons. Large households often encounter difficulty in finding adequately sized, affordable housing due to the limited supply of large units in many jurisdictions. In addition, large units generally cost more to rent and buy than smaller units. For lower income large households, this can result in overcrowded conditions and/or overpayment for housing.

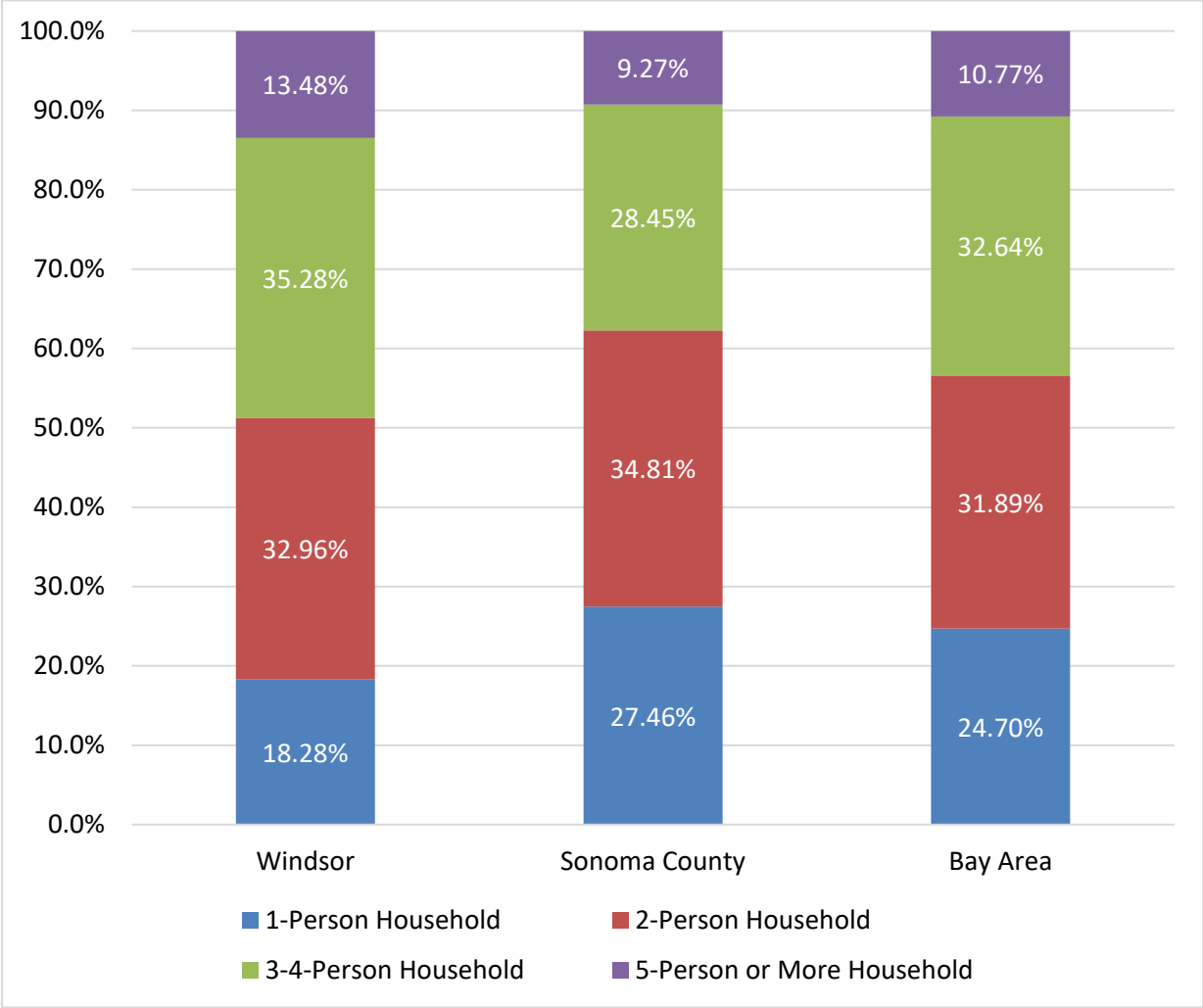
In 2019, large households accounted for 14 percent (1,234 households) of all households in Windsor. Of those 13.29 percent were owner occupied households, and 14.08 percent were renter occupied households. Figure 4.7 provides a comparison of large households for Windsor, Sonoma County, and the Bay Area. Windsor had a slightly higher percentage of large households (13.48 percent) when compared to the County (9.27 percent) and the Bay Area (10.77 percent).

TABLE 4.31
HOUSEHOLD SIZE BY TENURE
Town of Windsor
2019

Household Size	Owner Occupied Households		Renter Occupied Households	
	Number	Percentage	Number	Percentage
1-person household	1,081	15.45%	593	27.47%
2-person household	2,457	35.12%	561	25.98%
3-person household	1,234	17.64%	431	19.96%
4-person household	1,295	18.51%	270	12.51%
5-person+ household	930	13.29%	304	14.08%
Total	6,997	100%	2,159	100%

Source: ABAG Pre-Approved Data Package 2021, ACS 5-year Estimate (2015-2019).

FIGURE 4.7
HOUSEHOLD SIZE
Town of Windsor
2019



Source: ABAG Pre-Approved Data Package 2021, ACS 5-year Estimate (2015-2019).

In Windsor, the majority of large households earn more than the HUD-identified AMI for Sonoma County, with nearly 60 percent or 610 households exceeding the AMI (see Table 4.32). Further, large households represent a relatively small proportion of the Town's lower income households within each income level. Large households earning between 31 and 50 percent of AMI occupy the most significant proportion of very low-income households, representing slightly less than 15 percent. The relatively low proportion of lower-income large households in Windsor could be reflective of limited appropriately sized affordable housing to accommodate large families. While the nearly 60 percent of large households earn more than the AMI, the household income must cover living expenses for more people, and consequently less income is available to be spent on housing. In addition, large houses generally cost moreand may have very limited availability. As shown in Table 4.21, in October 2021 there was only one rental available with four bedrooms in the Town of Windsor

TABLE 4.32 LARGEHOUSEHOLDS BY INCOME Town of Windsor 2017			
Income Category	**Large Households (5+ Persons)**	**All other Households**	**Totals**
Extremely Low	25	529	554
Very Low	110	627	737
Low	160	1,029	1,189
Moderate	115	709	824
Above Moderate	610	5,229	5,839

Source: ABAG Preapproved Data Package; 2013-2017 ACS.

As of 2019, less than one percent of Windsor's rental housing stock housing had five bedrooms or more, compared with nine percent of total households being large households. However, as shown in Table 4.33, owner-occupied units that could accommodate a large household, 3–4-bedroom units, make up almost 90 percent of the town's housing stock, and renter occupied units make up over 50 percent of the town's housing stock large, showing that there are sufficient units to accommodate the large household need.

TABLE 4.33 HOUSING UNITS BY NUMBER OF BEDROOMS Town of Windsor 2019				
	Owner Occupied		**Renter Occupied**	
	Number	**Percentage**	**Number**	**Percentage**
No bedroom	0	0.00%	95	4.40%
1 bedroom	37	0.53%	304	14.08%
2 bedrooms	890	12.72%	603	27.93%
3-4 bedrooms	5,779	82.59%	1,141	52.85%
5+ bedrooms	291	4.16%	16	0.74%
Total	6,997	100.00%	2,159	100.00%

Source: ABAG Pre-Approved Data Package 2021; ACS 5-year Estimates (2015-2019).

Table 4.34 shows large households experiencing cost burden. In Windsor, over 34 percent of large households were paying between 30 to 50 percent of their monthly income on housing costs (overpaying) and 11 percent were paying more than 50 percent of the monthly income on housing costs (severely overpaying). Cost burden is a significant issue for large households, with a total of 45 percent of large households in Windsor experiencing overpayment.

TABLE 4.34
LARGE HOUSEHOLDS OVERPAYING FOR HOUSING
Town of Windsor
2017

	Total Households	Overpaying (30-50%)		Severely Overpaying (50%+)		Total Overpaying (30%+)	
		Number	Percentage	Number	Percentage	Number	Percentage
Large Households (5+ persons)	1,020	350	34.31%	110	10.78%	460	45.10%
All Other Households	8,123	1,482	18.24%	1,058	13.02%	2,540	31.27%
Total	9,143	1,832	--	1,168	--	3,000	32.81%

Source: ABAG Preapproved Data Package 2021; CHAS 2013-2017.

Strategies and Programmatic Responses to Meet Projected Needs

The Town's efforts to facilitate the development of second units can assist large multigenerational households. The Town continues to implement the Affordable Secondary Dwelling Unit (ADU) Incentive Program. The Town established long-term affordability requirements and a monitoring program to ensure long-tern affordability is maintained. Consistent with State law, all development impact fees, apart from the fees for traffic, have been eliminated or reduced for ADUs. In 2020, the Town Council adopted new drainage fees and eliminated drainage impact fees for ADUs. This led to the decrease in impacts fees for an 840-square-foot ADU to approximately $4,500. In addition to these impact fees, the only other fee charged by the Town is the building permit fee. Between 2016 and early 2022, the Town finalized 28 ADU permit applications. As stated in the amended Section 27.34.180(B) of the Windsor Zoning Ordinance, Windsor permits ADUs and JADUs consistent with state law requirements (Ordinance number2020-343).

Additionally, the Town has included program H-7 to promote the construction of ADUs through the specific actions, which are aimed at providing an increased supply of affordable units throughout the Town, thereby increasing access to high resource, established neighborhoods to help reduce displacement risk for low-income households.

As another strategy, the Town can also encourage the provision of larger units in its discussions with developers producing affordable housing units under the Inclusionary Housing Program or development agreements. Additionally, the Bell Village/VOOTG project includes 5 moderate income, 3-bedroom units for a term of 30 years. Phase 1 is currently under construction and includes 2 of the 5 moderate income units.

Female-Headed Households

In Windsor, married-couple households make up the largest proportion of Windsor household types (59 percent), followed by householders living alone (18 percent). Families with single parents make up 17 percent of households in Windsor. As shown in Table 4.35, single-parent households in Windsor are primarily female-headed family households and make up 10 percent of all Windsor households; only 7 percent of all households are male-headed family households. Single-parent households have only one wage earner, may have a low income, and may have difficulty finding housing. Single mothers have a greater risk of falling into poverty than single fathers due to factors such as the wage gap between men and women, insufficient training and education for higher-wage jobs, and inadequate child support. Though the majority of female-headed households in Windsor live above the poverty line (a household of three with a household income of $21,330 or more), as shown in Table 4.36, female-headed households with children are more likely to fall below the poverty line (14 percent) than female-headed households without children (8 percent). Households with single mothers also typically have special needs related to access to day care/childcare, health care, and othersupportive services.

TABLE 4.35
HOUSING TENURE BY HOUSEHOLD TYPE
Town of Windsor
2019

	Owner Occupied	Renter Occupied
Married-Couple Family Households	4,569	862
Householders Living Alone	1,081	593
Female-Headed Family Households	641	295
Male-Headed Family Households	359	293
Other Nonfamily Households	347	116
Total	6,997	2,159

Source: ABAG Preapproved Data Package 2021; ACS 5-year Estimate (2015-2019).

TABLE 4.36
FEMALE HEADED HOUSEHOLDS BY POVERTY STATUS
Town of Windsor
2019

	Above Poverty Level ($23,330* or more)	Below Poverty Level (Less than $23,330*)
With Children	477	81
Without Children	347	31

Source: ABAG Preapproved Data Package 2021; ACS 5-year Estimate (2015-2019).
*income assumptions are based on a household of three with one income.

The Town provides preschool classes with three different program approaches to early education. The Town keeps rates for their preschool program affordable by only charging families for days of operation. The California Department of Social Services reports there are 12 licensed childcare homes, four licensed

pre-schools, four licensed school-age children care facilities, and one licensed infant care center to are within Windsor or are within close proximity.

Strategies and Programmatic Responses to Meet Projected Needs

Access to affordable and convenient day care services can prove a significant challenge to single working mothers. Female-headed households with limited incomes can have trouble finding adequate affordable housing and require special consideration and assistance because of their greater need for affordable housing and accessible day care, health care, and other supportive services.

The Town facilitates the development of child day care by allowing projects that include an on-site child day care center to receive (a) a density bonus of residential space that is equal to or greater than the amount of space in the day care center; or (b) an additional incentive that contributes significantly to the economic feasibility of the day care center construction.

Town support for affordable cooperative housing developments, where childcare and chores are shared among several families, could also help respond to the needs of single mothers.

Farmworkers

Farmworkers form a critical part of Sonoma County's wine industry, with many living in the county for short periods during the peak harvest. Farmworkers encounter special housing needs because of their limited income, the often-unstable nature of their employment (i.e., having to move throughout the year from one harvest to the next), concerns around immigration issues, and the difficulty in building farmworker housing due to lack of resources and community support. Many farmworkers live in unsafe, substandard, and/or crowded conditions, including garages, sheds, barns, and temporary structures. Housing needs for farmworkers include both permanent and seasonal housing for single men and women as well as permanent family housing.

The U.S. Department of Agriculture (USDA) categorizes farmworkers into three groups: 1) permanent, 2) seasonal, and 3) migrant. Farmworkers are considered seasonal if they work on a farm less than 150 days of the year and considered permanent workers for a farm if they work more than 150 days a year. Migrant farmworkers form a subset of seasonal farmworkers and include those who must travel to their workplace and cannot return to their permanent residence within the same day.

The USDA Census of Farmworkers has reported a decrease in the total number of farmworkers in Sonoma County from 2002 to 2017, with 15,467 total farmworkers reported in 2002 and 14,379 reported in 2017. Though the representative percentage of permanent farmworkers has grown since 2002, seasonal farmworkers exceed the number of permanent farmworkers in Sonoma County. In 2017, there were 6,715 permanent farmworkers (46 percent) compared to 7,664 seasonal farmworkers (54 percent). This represents a more even distribution of permanent and seasonal farmworkers, particularly when compared to the 2002 Census of 15,467 total farmworkers, with 9,870 (64 percent) seasonal workers and 5,597 (36 percent) permanent workers.

As shown in Table 4.4, there are an estimated 3,410 Sonoma County residents employed in farming, fishing, and forestry occupations, but it is not known how many of these are farmworkers.

Cumulative enrollment data reported by the California Department of Education, California Longitudinal Pupil Achievement Data System, identifies the number of primary and short-term enrollments within the academic year, capturing the migrant worker student population. Public schools in Windsor reported a total of 99 migrant worker students in the 2019-2020 academic year, which was less than the reported 107 students in 2018-2019 academic year but more than the 91 reported students in the 2017-2018 academic year. However, the number of migrant worker students in Windsor shows less fluctuation between each academic year than observed in Sonoma County as a whole, which fluctuated from 789 students in 2017-2018, 738 students in 2018-2019, and 854 in the 2019-2020 academic year. The Bay Area saw the most fluctuation in migrant worker students, starting with 4,607 students in 2017-2018, 4,075 students in 2018-2019, and 3,976 students in the 2019-2020 academic year.

La Luz Center is a Sonoma County-based research center that acts as a first step for immigrants seeking social services, including food, rental assistance, public utilities assistance, Medi-Cal, food stamps, or employment, or facing discrimination or abuse in the workplace. They also offer ESL classes and computer literacy courses in Spanish. In 2019-2020, La Luz Center made a concentrated effort to help immigrants, including farmworkers, participate in the 2020 census count.

California Human Development offers a number of services for farmworkers in Sonoma County, including temporary housing assistance for eligible farmworkers, emergency support services, and the Day Labor Center, which assists farmworkers with finding jobs and housing.

Burbank Housing of Sonoma County operates two developments in Sonoma County for farmworkers; however, these are only available to permanent and legally documented families. The projects include Harvest Grove in Healdsburg with 44 units, and Sonoma Valley just outside of City of Sonoma in Agua Caliente with 16 units. Both developments are close to public transportation and commercial centers. As of November 2021, the wait lists for both developments were open.

Strategies and Programmatic Responses to Meet Projected Needs

In Windsor, "agricultural worker housing" is defined in the Town's zoning ordinance as

…residential housing whose occupancy is restricted to persons who are employed in, raising or harvesting any agricultural commodities. Prior to construction of such housing, the developer shall enter into an agreement with the Town that ensures occupancy by qualified residents only.

Agricultural worker housing is allowed by right in the Community Commercial, Light Industrial, and Heavy Industrial zoning districts. The Town commits to updating its Zoning Ordinance to permit employee housing (including agricultural worker housing) in full compliance with the requirements of the Employment Housing Act, including Sections 17021.5 and 17021.6 (Program H-26).

The Town works with housing developers to expand the supply of affordable housing for both migrant and resident agricultural workers. Where available, the Town cooperates with housing developers to secure additional funding for farmworker projects from sources administered by HCD, the State Office of Migrant Services, and the Federal Farmers Home Administration (Program H-34).

Housing Needs for Extremely Low-Income Households

HUD defines an extremely low-income household as earning less than 30 percent of the AMI. These households face a unique set of housing challenges. They often include any combination of special needs populations and/or represent families and individuals receiving public assistance, such as social security or disability insurance.

Table 4.37 shows the HCD household income limits based on the 2021 AMI in Sonoma County for different income categories. The 2021 AMI in Sonoma County was $103,300. The maximum income for a household classified as "extremely low-income" was $34,900 for a four-person household (Table 4.36).

TABLE 4.37
HOUSEHOLD INCOME LIMITS
Sonoma County
2021

Income Category	As Percentage % of AMI	Income Limit
Extremely Low	0%–30%	$34,900
Very Low	31%–50%	$58,150
Low	51%–80%	$93,050
Median	81%–100%	$103,300
Moderate	101%–120%	$123,950

Notes: Based on HCD 2021 Household Income Limits for a household of four in Sonoma County.
Source: California Department of Housing and Community Development, 2021.

To estimate housing need for extremely low-income households, 39 percent of Windsor's 385 very low-income RHNA units are assumed to be needed to serve extremely low- and very low-income households. Based on this methodology, the Town has a projected need of 192 units for extremely low-income households.

As shown in Table 4.38, in 2021 there were 540 extremely low-income households in Windsor, or 5.8 percent of the town's total households. Approximately 11.1 percent of the town's renter households and 4.1 percent of owner households were extremely low income.

Extremely low-income renters also had higher rates of overpayment: 7.8 percent were overpaying, and 4.4 percent were severely overpaying, compared to extremely low-income homeowners' 3.0 percent of which were overpaying, and 2.8 percent were severely overpaying.

TABLE 4.38
HOUSING NEEDS FOR EXTREMELY LOW-INCOME HOUSEHOLDS
Town of Windsor
2018

	Renters		Owners		Total	
	Number	Percent	Number	Percent	Number	Percent
Overpaying (30% to 50%)	175	7.8%	210	3.0%	385	4.1%
Severely Overpaying (50% or more of income)	100	4.4%	200	2.8%	300	3.2%
Total Number of ELI Households	250	11.1%	290	4.1%	540	5.8%
Total Number of Households	2,250	100.0%	7,045	100.0%	9,295	100.0%

Source: 2014-2018 CHAS, accessed March 2022.

Extremely low-income households often rely on supportive housing as a means of transitioning into stable, more productive lives. Supportive housing typically offers services such as childcare, after-school tutoring, and career counseling. The Town will update the Zoning Ordinance to establish supportive housing as land use and allow supportive housing as a permitted use without discretionary review in zones where multifamily and mixed-use developments are permitted, including nonresidential zones permitting multifamily uses (Government Code Section 65583(c)(3)) (Program H-28).

To further address the housing needs of extremely low-income households, the Town defines "single-room occupancy" (SRO) units and permits them in residential zones Medium Density Residential, High Density Residential, and Compact Residential, and with a use permit in Surrounding Residential and Village Residential zones.

To promote studio apartments and SRO units as a form of affordable housing in Windsor, the Town will continue to implement the policy (included as Policy H-5.6) that encourages studio apartment or SRO units. This policy allows pairs of studio apartments of 500 square feet or less to be counted as one unit for the purposes of calculating density bonuses.

People Experiencing Homelessness

The homeless population has a wide variety of needs that impact access to housing, including physical and mental disabilities, HIV, and substance abuse.

Depending on an individual's circumstances, these needs may be addressed via emergency shelters, transitional housing, or supportive housing. Emergency shelters are defined as housing offering minimal supportive services, with occupancy limited to up to six months. Transitional housing is configured as rental housing and operates under program requirements that call for the termination of assistance and recirculation of the assisted unit to another eligible tenant after six months. Supportive housing puts no limit on the length of stay and offers on- or off-site services that assist residents with retaining their housing, improving health, and maximizing their ability to live and work in the community.

The Sonoma County Community Development Commission, with the support of over 100 individuals with lived experience of homelessness, over 200 community volunteers, staff from various city and county departments, and law enforcement conducted a point-in-time count of homeless in Sonoma County in 2020. The 2020 Sonoma County Homeless Census and Survey included both unsheltered homeless (those living on the streets and in open spaces in the county) and sheltered homeless (those receiving temporary shelter or services). Key findings of the homeless count include:

- There were 1,702 individuals identified as unsheltered homeless, a 13 percent decrease from the 2019 count.
- There were 1,043 persons staying in shelters, transitional housing, or receiving services, a 5 percent increase from the 2019 count.
- In 2020, 508 survey respondents reported experiencing homelessness, 21 percent of the total population experiencing homelessness. The number of chronically homeless persons decreased by 25 percent from 2019 to 2020; 90 percent of chronically homeless persons reported having substance abuse issues, compared to 51 percent of the nonchronically homeless persons.
- There were 80 homeless families with children under 18 (a total of 235 individuals), representing 9 percent of the total persons experiencing homelessness, and 304 unaccompanied homeless children under 18 and transition youth under the age of 25, representing 11 percent of total persons experiencing homelessness.
- When asked about their health conditions, 40 percent of respondents said they experience psychiatric or emotional conditions, and 36 percent said they experience drug or alcohol abuse issues. Post-traumatic stress disorder (PTSD) is also a common condition among persons experiencing homelessness in Sonoma County (29 percent).
- Veterans are susceptible to experiencing PTSD and substance abuse, putting veterans at greater risk for homelessness. In Sonoma County, 139 persons experiencing homelessness reported being a veteran, a 34 percent decrease from 2019. Of the veterans experiencing homelessness, 65 percent were sheltered and 35 percent are unsheltered.
- Across the total population of persons experiencing homelessness, 39 percent of persons reported histories of domestic violence and partner abuse. About 5 percent of persons reported domestic violence and partner abuse as the primary cause of homelessness.
- Survey respondents most frequently cited loss of job or unemployment (22 percent) as the primary event or condition that led to their current episode of homelessness. Other common causes of homelessness were alcohol or drug use (16 percent), an argument with family or friends who asked them to leave (15 percent), and fire (10 percent).
- Whites/Caucasians comprised 64 percent of survey respondents. In comparison with the overall population of Sonoma County, there were a disproportionate number of American Indian or Native Alaskan persons experiencing homelessness: American Indian persons make up less than 1 percent of Sonoma County's population but represent 15 percent of persons experiencing homelessness. No Asian or Pacific Islander or other races were identified. The mean age was 39 years old.

The Town of Windsor reported approximately 10 persons experiencing homelessness within the Town limits, all of which were unsheltered. As of 2021, the Town does not have any homeless facilities (emergency shelters, transitional housing, or permanent supportive housing). The closest available housing or shelter for persons experiencing homelessness in Windsor is Healdsburg, which can be reached by a 12-minute bus ride. However, if a person experiencing homelessness cannot afford to take the bus, the walk to Healdsburg is over five hours long. Walking to Santa Rosa from Windsor takes approximately 4.5 hours.

Table 4.39 summaries the total bed available by facility type in Sonoma County. A full list of facilities in Sonoma County providing dedicated housing to persons experiencing homelessness as reported to HUD in 2018 is located in the appendix. There are a total of 2,741 beds available in Sonoma County across the four facility types: emergency shelters (permanent), emergency shelters (seasonal), transitional housing, and permanent supportive housing. Transitional housing provides the bulk of the county's available beds, providing a total of 1,973 beds.

Other homeless facilities in the vicinity include the Sam Jones Hall Emergency Shelter in Santa Rosa, operated by Catholic Charities and offering 110 beds year-round. Sam Jones Hall is available to single adults and allows pets (service animals). Catholic Charities also operates the Family Support Center shelter in Santa Rosa, which is open to families and pets. The Family Support Center offers 132 beds year-round and another 12 beds seasonally. In 2004 the Committee on the Shelterless (COTS) completed construction of the Mary Isaak Center in Petaluma, which offers 100 emergency shelter beds and 30 transitional housing beds for adults. COTS also runs the Kids First Family Shelter (35 beds for families) and the Center for Homeless Children and their Families (35 beds for children and adults). The Redwood Gospel Mission in Santa Rosa houses between 70 and 80 men each night; it also operates "The Rose," a women's shelter that houses about 12 women each night. The Manna Home, also run by Redwood Gospel Mission, provides emergency shelter for women and children. The Women's Emergency Shelter (operated by the YWCA) provides emergency shelter for women and children who are victims of domestic violence.

The estimated number of people experiencing homelessness in Sonoma County reported in the 2020 Point in Time (PIT) count (2,745) exceeds the number of beds by 4 persons when seasonal shelters are available and 146 persons when seasonal shelters are closed. However, the PIT counts may underestimate the number of persons experiencing homeless, because it is difficult to capture the number of people that move in and out of homelessness over time.

TABLE 4.39
HOMELESS FACILITY BY TYPE
Sonoma County
2018

Totals by Facility Type	Number of Facilities	Number of Beds
Emergency Shelters - Permanent	4	299
Emergency Shelters – Seasonal	3	142
Transitional Housing	82	1,973
Permanent Supportive Housing	13	327
Total Beds	103	2,741

Source: Sonoma County Homeless Management Information System, 2018.

Beyond emergency shelters, interviews with area homeless advocates, including staff from Catholic Charities,indicate that the county suffers from a lack of supportive housing. There are a limited number of local organizations with the capacity to develop and operate supportive housing. These service-enriched units, though often effective at addressing chronic homelessness, are costly to operate and would benefit from additional funding. Service providers report that homeless people generally locate in communities where assistance is readily available. Due to the lack of services and homeless shelters in Windsor, the Town has a small homeless population. Catholic Charities is a service provider that has grown to three primary areas of focus in the Santa Rosa and Windsor community: documentation/immigration services, disaster preparedness and recovery, and housing. Catholic Charities owns three homeless centers: Sam Jones Hall (213 beds), Family Support Center (138 beds), and Nightingale Shelter (13 beds). In addition, Catholic Charities provides a service center in downtown Santa Rosa. Though not in Windsor, these homeless centers are available to homeless residents of Windsor.

During the consultation process, Catholic Charities discussed how, when those living with disabilities do not live in housing designed for such a population (i.e., supportive housing), their relationships with their existing housing provider and the surrounding community can deteriorate. This can give housing providers and community members a negative perspective on this population and deter the development of supportive housing, even though supportive housing is one of the only housing types that can support the success of this population.

Strategies and Programmatic Responses to Meet Projected Needs

The Town can address local homeless housing needs by providing assistance to developers of transitional and supportive housing through applications for State and federal funding, design review workshops, site location assistance, and direct financial assistance.

To facilitate the provision of homeless housing in Windsor, in 2014 the Town amended the zoning ordinance to revise the definition of supportive housing to:

> *… housing with no limit on length of stay, that is occupied by the target population and linked to onsite or offsite services that assist the supportive housing resident in retaining the housing, improving his/her health status, and maximizing his/her ability to live and, when possible, work in the community. Supportive housing units are residential uses subject only to those requirements and restrictions that apply to other residential uses of the same type in the same zone.*

The definition of transitional housing was similarly revised to:

> *… housing operated under program requirements that call for the termination of assistance and recirculation of the assisted unit to another eligible program recipient at some predetermined future point in time, which shall be no less than six (6) months and in no case more than two (2) years. Transitional housing units are residential uses subject only to those requirements and restrictions that apply to other residential uses of the same type in the same zone.*

Transitional housing and supportive housing are no longer considered land uses in themselves but as residential uses subject to the same restrictions and permitting processes as other housing types in the same zones.

Also in 2014, the Town amended the zoning ordinance to allow emergency shelters as a permitted use in the CC (Community Commercial) District, where a use permit was previously required. The CC zoning district is the only zone that permits emergency shelters. Program H-26 commits the Town to reviewing its standards for emergency shelters and revising as needed to comply with California Government Code Section 65583(a)(4).

Units At Risk of Conversion

As required by Government Code Section 65583, the Housing Element must analyze the extent to which below-market-rate units are at risk of converting to market-rate housing. If there are at-risk units, the element should include programs to encourage preservation of these units or to replace any that are converted to market rate.

Table 4.39 summarizes the assisted, multifamily rental units in Windsor. Included are all of the multifamily rental units in Windsor that are assisted under federal, State, and/or local programs, including HUD programs; State and local bond programs; redevelopment programs; and local in-lieu fee, tax credit, HOME funds, density bonus, public housing, or direct assistance programs. HCD defines "at-risk units" as multifamily, rental housing complexes that receive government assistance under any of the federal, State, and/or local programs or any combination of rental assistance, mortgage insurance, interest reductions, and/or direct loan programs and are eligible to convert to market-rate units due to termination (opt-out) of a rent subsidy contract, mortgage prepayment, or other expiring

use restrictions within 10 years of the beginning of the housing-element planning period (i.e., through 2033).

According to the California Housing Partnership Cooperation, the Vinecrest Senior Apartments subsidy is set to expire in 2028; however, this project is considered at low risk of conversion to market rate because it is owned by a local nonprofit affordable housing developer, Burbank Housing. Nevertheless, the Town maintains an active list of resources by which to preserve property (Program H-22) and will conduct the necessary outreach to the property owner to express interest in preserving the project's affordability.

TABLE 4.40
INVENTORY OF AT-RISK UNITS
Town of Windsor
2021

Project Name & Address	APN	Total Affordable Units	1 BR	2 BR	3 BR	4 BR	Type	Funding Program	Date Restrictions Expire
Bell Manor 8780 Bell Road	164-020-004	81					Senior	LIHTC; USDA; HCD	2067
Forest Winds Apartments Rehab 6697 Old Redwood Hwy.	163-011-056	48	0	23	25	0	Family	LIHTC; HCD	2068
Vinecrest Senior Apartments 8400 Old Redwood Hwy.	164-050-037	60	60	0	0	0	Senior	HUD	2028
Windsor Park Apartments 350 Duncan Drive	066-510-054	80	0	28	32	20	Family	LIHTC	2054
Windsor Redwoods 6065 Old Redwood Highway	163-171-041	64	12	31	21	0	Family	LIHTC; CalHFA	2065
Winter Creek Village (Windsor Road Apartment) 9177 Windsor Rd.	066-100-029	41	7	12	18	4	Family	LIHTC; CalHFA; HCD	2059
Windsor Veterans Village 9500 Oak Park St.	066-060-004	59					Veterans	LIHTC; HCD	2072
Redwood Views 8500 Old Redwood Hwy.	164-050-044	51	10	24	18	0	Family	LIHTC	2074
Shiloh Terrace 6011 Shiloh Road	163-173-037, -031, and -032	134	0	6	128	0	Family		2077

Source: California Housing Partnership Cooperation, 2021.

Qualified Entities

California Government Code Section 65863.10 requires that owners of federally assisted properties provide notices of intent to convert their properties to market-rate 12 months prior to and again at 6 months prior to the expiration of their contract, opt-outs, or prepayment. Owners must provide notices of intent to public agencies, including HCD and the local public housing authority, and to all impacted tenant households. The six-month notice must include specific information on the owner's plans, timetables, and reasons for termination. Under Government Code Section 65863.11, owners of federally assisted projects must provide a Notice of Opportunity to Submit an Offer to Purchase to Qualified Entities, that is, to nonprofit or for-profit organizations that agree to preserve the long-term affordability if they acquire a project, at least one year before the sale or expiration of use restrictions. Qualified entities have first right of refusal for acquiring at-risk units. HCD keeps a current list of all of the qualified entities across the state. The qualified entities that HCD lists for Sonoma County are shown in Table 4.40.

TABLE 4.41
QUALIFIED ENTITIES
Sonoma County
2021

Organization	City	Phone Number
Sonoma County		
SWJ Housing	Sebastopol	(707)634-1422
Volunteers of America National Services	Sacramento	(916)917-6848

Source: California Department of Housing and Community Development, October 2021.

The types of resources needed for preserving at-risk units fall into three categories: (1) financial resources available to purchase existing units or develop replacement units; (2) entities with the intent and ability to purchase and/or manage at-risk units; and (3) programs to provide replacement funding for potentially lost Housing Choice Voucher Program rent subsidies, otherwise known as the Section 8 program.

A variety of federal and state programs are available for potential acquisition, subsidy, or replacement of at-risk units. Due to the high costs of developing and preserving housing and the limitations on the amounts and uses of funds, a variety of funding sources would be required. Several sources of funding are available to Windsor for preservation of assisted, multifamily rental housing units to assist with purchasing units or providing rental subsidy, including CDBG or HOME funds. For older buildings with expiring affordability, funding for substantial rehabilitation may also give the Town an opportunity to reinstate affordability requirements. HUD may provide Section 8 Tenant Protection Vouchers to subsidize rents for tenants in properties at risk of loss because of expiration due to loss of affordability associated with mortgage prepayment.

When affordable housing units have the potential to convert to market-rate, due typically to the expiration of an affordable housing agreement or expiration of funding, there is a risk that tenants in those affordable units will be displaced. As discussed, certain companies and organizations can be

certified as eligible to purchase buildings where a federally assisted mortgage is due to be prepaid (Table 4.43).

The Section 8 Housing Choice Voucher Program is another affordability option that individuals may apply for through the Sonoma County Housing Authority. Section 8 increases affordable housing choices for very low-income households by allowing families to choose privately owned rental housing. Section 8–supported housing may be either project-based for an entire apartment building, or subsidies may be provided in the form of vouchers for individual, independent units.

Strategies for Preserving Affordable Housing

Acquisition

For units at risk of conversion, qualified nonprofit entities must be offered the opportunity to purchase buildings to maintain affordability.

The factors that must be used to determine the cost of preserving low-income housing include property acquisition, rehabilitation, and financing. Actual acquisition costs depend on several variables, such as condition, size, location, existing financing, and availability of financing (governmental and market). Looking at multifamily buildings throughout Sonoma County, prices ranged from $133,000 per unit for a triplex in Monte Rio to $590,000 per unit for a five-unit complex in Healdsburg. Though none of the units listed for sale in November 2021 were in Windsor, residential units elsewhere in Sonoma County likely would have a comparable price range, from 7.9 million to 35 million to rehabilitation or acquire the 60 units at-risk of concerting. Additionally, if the property needs significant rehabilitation or financing is difficult to obtain, it is important to consider these factors in the cost analysis.

Preservation

The cost to the cities within Sonoma County of preserving units that are projected to expire between 2021 and 2031 is estimated to be less in most cases than replacing the units through new construction. Replacing the units with rehabilitated units may be cost-effective in some instances. Actual costs involved in each option will depend on the rental and real estate market situations at the time the affordability restrictions on these projects expire.

Extending low-income use restrictions to preserve the units as affordable may require financial incentives to the project owners. Other scenarios for preservation would involve purchase of the affordable units by a nonprofit or public agency, or local subsidies to offset the difference between affordable and market rents. Scenarios for preservation depend on the type of project at risk.

Housing affordability can also be preserved by seeking alternative means of subsidizing rents, such as the Section 8 Housing Choice Voucher program described above. Under Section 8, HUD pays the difference between what tenants can pay (defined as 30 percent of household income) and what HUD estimates as the fair-market rent on the unit. As the Vinecrest Apartments offers one-bedroom apartments for senior households, based on HUD's 2021 fair market rents for a one-bedroom unit

($1,519), the total cost to subsidize rental costs for 20 years would be $54,240 for a very low-income two-person household and $92,880 for a one-person household.

Replacement with New Construction

Another alternative to preserve the at-risk affordable housing units is to construct new units to replace affordable housing stock that has been converted to market-rate housing. Multifamily replacement property would be constructed with the same number of units, with the same number of bedrooms and amenities as the one removed from the affordable housing stock (Vinecrest Senior Apartments -- a 60-unit development).

The cost of new affordable housing can vary greatly depending on factors such as location, density, unit sizes, construction materials, type of construction (fair/good), and on- and off-site improvements. Based on a survey of available land for sale in Windsor and Santa Rosa in November 2021 for a sample project with 60 assisted units and one manager's unit on 10 acres, the cost for land acquisition is approximately $92,208 per unit, or $5,624,727 total. In March 2020, the Terner Center for Housing Innovation at UC Berkely reported that multifamily construction costs average approximately $222 per square foot; therefore, the cost per unit for construction, for 800 square foot units, is $177,600 per unit, for a total construction cost of $10,833,600. Based on the total cost of building this development, it can be estimated that the cost to replace low-income housing would be approximately $269,809 per unit, or $16.2 million to replace the 60 at-risk units in Windsor.

Cost of Preservation versus Replacement

The affordability of 60 one-bedroom units at the Vinecrest Senior Apartments is set to expire within the time frame of this Housing Element cycle, in 2028. The cost to the Town of preserving the affordability of the Vinecrest Senior Apartments is estimated to be less than the cost to replace the units through new construction when looking at the lower end for acquisition rehabilitation, and new units may be the cheaper option when looking at the top of the range for acquisition rehabilitation. Actual costs involved in each option will depend on the rental and real estate market situations at the time the affordability restrictions on these projects expire.

Extending low-income use restrictions to preserve the units as affordable may require financial incentives to the project owners. Other scenarios for preservation could involve purchase of the affordable units by a nonprofit or public agency, or local subsidies to offset the difference between affordable and market rents. Scenarios for preservation depend on the type of project at risk.

The Town has included Program H-22 to maintain and update the affordable housing database as a mechanism to monitor and identify units at risk of losing their affordability subsidies or requirements. Additionally, as projects near their affordability expiration, the Town will contact property owners of units at risk of converting to market-rate housing to discuss the Town's desire to preserve complexes as affordable housing, coordinate with owners of expiring subsidies to ensure the required notices to tenants are sent out, reach out to agencies interested in purchasing and/or managing at-risk units and work with tenants to provide education regarding tenant rights and conversion procedures pursuant to California law.

Funding Sources for Preservation

The types of resources needed for preserving at-risk units fall into three categories: financial resources available to purchase existing units or develop replacement units; entities with the intent and ability to purchase and/or manage at-risk units; and programs to provide replacement funding for potential reductions in funding for Housing Choice Voucher Program rent subsidies (previously known as the Section 8 Program).

A variety of federal, state, and local programs are available for potential acquisition, subsidy, or replacement of at-risk units. Due to both the high costs of developing and preserving housing and limitations on the amounts and uses of funds, multiple funding sources would be required. The following summarizes federal and state financial resources available to the Town for the preservation of assisted, multifamily rental housing units.

Federal Programs

HOME Investment Partnerships—HOME funding is a flexible grant program that is awarded to the Town on a formula basis for housing activities that consider local market conditions, inadequate housing, poverty, and housing production costs. The formula for determining funding amount and eligibility is based on factors including the percent of units in a jurisdiction that are substandard or unaffordable, the age of a jurisdiction's housing, and the number of families living below the poverty line. HOME funding is provided to jurisdictions to either assist rental housing or home ownership through acquisition, construction, reconstruction, and/or rehabilitation of affordable housing as well as possible property acquisition, site improvements, and other expenses related to the provision of affordable housing and projects that serve a group identified as having special needs related to housing.

Housing Choice Voucher (Section 8) Program—This program provides rental assistance payments to owners of private market-rate units on behalf of very low-income tenants. The Sonoma County Housing Authority provided rental assistance to 120 Households in Windsor in 2021 (14 of those were new voucher recipients in 2021.)

Section 811/202 Program—Nonprofit organizations and consumer cooperatives are eligible to receive zero-interest capital advances from HUD for the construction of very low-income rental housing for senior citizens and persons with disabilities. Project-based assistance, or capital advances, is also provided in conjunction with this program. Section 811 can be used to develop group homes, independent living facilities, and intermediate care facilities. Eligible activities include land (?) acquisition, rehabilitation, new construction, and rental assistance.

HUD Low Income Housing Preservation and Resident Homeownership Act (LIHPRHA)—LIHPRHA was enacted in response to concern over the prepayment of HUD-assisted housing. When an assisted housing project pays off its LIHPRHA loan, the units are then eligible to convert to market-rate, resulting in a loss of affordable housing. The prepayment of units assisted under Government Code (?) Sections 221(d)(3) and 236 (Section 236 replaced the Section 221(d)(3) program in 1968). Generally, the law facilitates the preservation of these low-income units by providing incentives to property owners to either retain their units as low income or to sell the project to priority purchasers (tenants, nonprofits,

or governmental agencies). Pursuant to LIHPRHA, HUD must offer a package of incentives to property owners to extend the low-income use restrictions. These incentives would ensure an 8 percent return for property owners on the recalculated equity of their property so long as the rents necessary to yield this return fall within a specified federal cost limit. The cost limits are either 120 percent of the fair market rate or the prevailing rent in the local market. If HUD can provide the owner with this return, the owner cannot prepay the mortgage. The owner must either stay in the program or offer to sell the project (a "voluntary" sale) to a priority purchaser for a 12-month option period or other purchasers for an additional 3 months. The owner is required to document this choice in a plan of action.

If HUD cannot provide the owner with the 8 percent return—i.e., the rents required would exceed federal cost limits—the owner may prepay only after offering the sale to priority purchasers for 12 months or other qualified buyers for an additional 3 months (a "mandatory" sale), and filing a plan of action which demonstrates that conversion will not adversely impact affordable housing or displace tenants. According to the California Housing Partnership Corporation, most projects in California will fall within federal cost limits, except those with exceptionally high rental value or condominium conversion potential.

Projects that are preserved under either of these methods are required to maintain affordability restrictions for the remaining useful life of the project, which is defined minimally as 50 years. Despite these requirements, property owners may still be able to prepay the loan. First, the owner may prepay the property loan if no bona fide offer to purchase the property is made. Second, HUD may not provide some of the discretionary monies to priority purchasers in preservation sales. Finally, the overall success of the preservation effort is contingent on congressional appropriation of sufficient funding to HUD.

State Programs

California Housing Finance Agency (CHFA) Multiple Rental Housing Programs—This program provides below-market-rate financing to builders and developers of multiple-family and senior rental housing. Tax-exempt bonds provide below-market-rate mortgage money. Eligible activities include new construction, rehabilitation, and acquisition of properties with 20 to 150 units.

Low Income Housing Tax Credit (LIHTC)—This program provides tax credits to individuals and corporations that invest in low-income rental housing. Tax credits are sold to corporations and people with high tax liability, and proceeds are used to create housing. Eligible activities include new construction, rehabilitation, and acquisition.

California Community Reinvestment Corporation (CCRC)—This private, nonprofit mortgage banking consortium provides long-term debt financing for affordable multifamily rental housing. Eligible activities include new construction, rehabilitation, and acquisition.

Strategies and Programmatic Responses to Meet Projected Needs

(Program H-22) has been developed to address the preservation of assisted very low-income units eligible to convert to market rate. Funding for implementation could be provided through the funding sources cited above.

The Town will maintain contact with owners of at-risk units as the use restriction expiration dates approach. The Town will communicate to the owners the importance of the units to the supply of affordable housing in the town as well as its desire to preserve the units as affordable.

If HUD funding is discontinued at some point within the next planning period to subsidize affordable units and other methods to preserve the at-risk units fail, the Town will determine if other financial resources are available to provide rental assistance to very low-income tenants to cover the difference between their current rents and market rents as well as continue to promote the development of affordable housing. If a project is at risk of converting their units to market rate, the Town will work with the owner to evaluate the feasibility of options to preserve bond-financed units at risk of conversion: (1) offer rental subsidies using HOME or other available funding; (2) work with the property owner to refinance the mortgage at lower interest rates; (3) work with nonprofit entities to evaluate the potential for acquisition of the complex (if only a portion of the units are at risk, this may not be feasible); and (4) consider acquisition and rehabilitation of the project.

5. Fair Housing Assessment

Assessment of Fair Housing

State Government Code Section 65583 (10)(A)(ii) requires the Town of Windsor to analyze areas of segregation, racially or ethnically concentrated areas of poverty, disparities in access to opportunity, and disproportionate housing needs including displacement risk. Several data sources were consulted in order to prepare this evaluation, including data prepared by the Tax Credit Allocation Committee (TCAC) with HCD, data at the Census Tract level, displacement risk data prepared by the University of California Berkeley, the ACS, and fair housing complaint data from HUD.

To comply with Government Code Section 65583 (10)(A)(ii), the Town has completed the following outreach and analysis. Some of the information is based on the other elements of the Windsor 2040 General Plan; Sonoma County Analysis of Impediments to Healthy and Thriving Communities (Countywide AI), adopted January 2021; the Sonoma County Regional Analysis of Impediments to Fair Housing (Regional AI), adopted March 2012; and the Sonoma County Consolidated Plan 2020, prepared in 2019.

Outreach

As discussed in the Introduction, multiple workshops, stakeholder consultations, and hearings were conducted in conjunction with the preparation of the Housing Element. The Town sought feedback on prevalent housing issues faced by residents and special needs groups, potential housing programs, and site identification through the following:

- Virtual Community Workshop: October 14, 2021

  The workshop was held virtually in the evening and was open to the public. The workshop was attended by Windsor residents, advocate groups, and local service providers. Spanish translation was available for the meeting but was not requested. The Town posted a recording of the meeting and English and Spanish versions of the workshop presentation on the Town's website.

- Joint Study Session: November 9, 2021

  The joint study session with the Town Council and Planning Commission was held in a hybrid meeting format. Council members and Commissioners participated in person at the Town council chambers. Members of the public had the opportunity to join the meeting virtually or attend in person.

- Stakeholder Consultations: October 2021 to February 2022

  The Town conducted one-on-one consultations over the phone and via email with local stakeholders that serve Windsor residents. Stakeholders included Generation Housing (affordable housing advocate and two fair housing service providers, Petaluma People Services and Fair Housing Northern California.

Service providers and residents both identified that community opposition to new housing is a growing barrier to providing housing in Windsor. The reasons for opposition typically include a desire to preserve Windsor's small town character, concerns about traffic and parking, and discomfort with higher density development. Residents additionally identified the rapidly rising costs of development—including costs of land, construction, and providing adequate infrastructure/services to sites—as another limiting factor to providing housing in Windsor. Due to this, stakeholders shared that Windsor is a "housing and services desert," with limited housing and services available locally. As discussed in the Housing Affordability section, Windsor's low housing stock decreases affordability, particularly for lower income households. To increase the housing supply, including affordable housing supply, Windsor has 1,864 residential units either approved or under review in pipeline projects as of 2022, with 284 units affordable to lower income units. The increase in housing development in Windsor may signal a change in resident views on new housing, possibly in response to the significant affordability issues but it also could be due to changes in the market, local fire rebuilds, in addition to new State funding sources, and new State legislation per Density Bonus Law. Windsor commits to Program H-9 to reduce costs of development and to continue to support housing production at all affordability levels.

Stakeholders identified limited access in Windsor to services and resources (such as health care services and public transit), which supports the findings of the Special Needs Groups analysis that many of the available resources for special needs groups are countywide services that are provided in nearby Santa Rosa. Windsor residents who participated in stakeholder interviews identified seniors, service and retail workers (low- to moderate-wage workers), and educators as having the highest needs for housing and resources. The fair housing service providers identified lower-income renting households and farmworkers as having limited access to resources compounded by vulnerability to displacement. To protect vulnerable populations from displacement, stakeholders suggested that Windsor commit to policies that increase housing supply by streamlining development and/or reducing cost of development and that protect residents from displacement by enacting and/or enforcing tenant protections, supporting fair housing service providers in conducting fair housing testing, and supporting landlord and tenant fair housing education. In consideration of these suggestions, the Town has committed to the following programs to increase housing supply (Programs H-3, H-4, H-5, H-7, and H-8), protect residents from displacement (Programs H-7, H-8, H-9, H-10, H-11, H-16-23, and H-28-31, and-33-36), and increase access to resources (Programs H-4, H-29, and H-31, H-39).

Windsor residents identified the "three most important housing objectives for Windsor" (Community Workshop Survey, October 2021) for the 6th cycle Housing Element to address housing issues in Windsor:

- Providing more opportunities for homeownership at all income levels.

- Enforcing restrictions on short-term rentals.
- Encouraging development of smaller housing types, such as micro-units and SROs.

These objectives work as policies that affirmatively further fair housing by addressing displacement risk and increasing housing supply. Providing opportunities for homeownership for lower income households can improve housing stability for residents. Enforcing restrictions on short-term rentals protects Windsor's long-term rental housing supply from converting to short-term rentals, maintaining a supply of rental housing in Windsor and protecting existing tenants from displacement. Encouraging smaller housing types such as micro-units and SROs provides an important source of housing units for extremely low-income households. The Town has included these objectives by augmenting Program H-31.

Relevant Factors

History of Growth in Windsor and Sonoma County

The Town of Windsor sits on land that, prior to settlement by Europeans, was home to Southern Pomo Native Americans. Europeans arrived in the mid-19th century, displacing the Native American population either through direct violence or indirectly through the introduction of diseases like smallpox. Massacres of Native American people were not uncommon in the 1850s in Sonoma County, and perpetrators were rarely if ever held accountable.[1] Europeans established permanent settlements in the Santa Rosa area shortly after arrival in the region, and a post office was established in Windsor by 1855. Windsor was connected to the Northern Pacific railroad in 1872, which enabled local agricultural production to reach regional markets. Windsor remained primarily an agricultural town for most of the 20th century, with wine grapes, hops, and prunes as the primary crops. In the 1980s, an increase in housing development brought additional families and businesses to the area. Windsor was incorporated on July 1, 1992. [2]

Overt and discriminatory real estate practices have existed in Sonoma County from the time of its establishment. Black residents were barred from registering to vote in the 1870s by the Sonoma County Clerk,[3] which is related to housing in that the inability to vote meant that Black residents were not represented in housing-related policy decisions. Consistent with many other American cities, Santa Rosa saw practices during the 20th century which sought to limit and/or outright restrict the sale and rental of housing to non-White residents. The Great Migration of the 1940s brought many more Black residents to Sonoma County and Santa Rosa, but these residents were faced with an exclusionary

[1] Montojo, Nicole, Eli Moore, and Nicole Mauri, "Roots, Race, & Place: A History of Racially Exclusionary Housing in the San Francisco Bay Area," Othering & Belonging Institute, University of California, Berkeley, 2019, https://belonging.berkeley.edu/rootsraceplace.

[2] Engdal, Jane M., "Windsor History," Town of Windsor, https://www.townofwindsor.com/439/History.

[3] Menendian, Stephen, Samir Gambhir, Karina French, and Arthur Gailes, "Single-Family Zoning in the San Francisco Bay Area," Othering & Belonging Institute, University of California, Berkeley, October 2020. https://belonging.berkeley.edu/single-family-zoning-san-francisco-bay-area.

environment with myriad barriers to access, including housing and employment discrimination, residential segregation, and police violence. The pattern of "White flight" and the corresponding growth of residential suburban areas in the Bay Area, including Sonoma County jurisdictions, between the 1950s and 1990s resulted in regional concentrations of both wealth and poverty in addition to racial/ethnic segregation and concentrations.

As shown in Table 5.1, Windsor's nearly exclusively White demographic composition did not begin to shift substantially until the end of the twentieth century. Windsor's initial population growth after 1970 was predominantly White, likely as a result of White Flight taking place across the Bay Area. As discussed in the Housing Needs Assessment, Windsor has a higher percentage of Hispanic/Latino residents (34 percent), exceeding both the Bay Area and Sonoma County (24 percent and 27 percent respectively). However, Windsor and Sonoma County feature very low proportions of other races as compared to the Bay Area as a whole. Longtime Hispanic residents of Sonoma County share that the Hispanic community was historically isolated from White communities and were further separated by lack of access to high-income jobs and political representation, and identify that economic mobility continues to be a barrier for Hispanics in Sonoma County. Overall, diverse communities in Sonoma County, though growing in size, continue to experience disparities in access to housing, economic opportunity, and environmental health.[4]

TABLE 5.1
COMPOSITION OF WHITE OF WINDSOR POPULATION, 1970 – 2019
Town of Windsor

	1970	1990	2000	2010	2019
Total Population	2,359	13,371	22,744	26,801	27,447
White[2]	2,239	11,280	15,989	16,254	15,665
Percentage White	95.7%	84%	70.3%	60.6%	57.0%

Source: US Census Bureau 1970, 1990, 2000, 2010; ACS 5-year Estimates (2015-2019).
[1] US Census Bureau data for 1980 is not available.
[2]White population does not include persons identifying as Hispanic, except for racial data for 1990, which does include persons identifying as ethnically Hispanic. In 1990, there were 2,544 persons who identified as Hispanic across all races.

Windsor sits in the Santa Rosa Plain, just to the south/southwest of several mountainous areas, which include notable features like Bennett Peak, Mount Hood, Sonoma, and Taylor Mountains. Large tracts of land both west and east of the town are used for agricultural production, while the mountainous areas to the northeast are largely preserved as state parks, for residential uses or recreation, and as wineries. Highway 101, Old Redwood Highway, and railroad tracks all run north/south through the center of Windsor, dividing the town into distinct east and west sides. Industrial and commercial uses tend to cluster between Highway 101 and the railroad tracks. While the topography of the area and

[4] Chavez, Nashelly, 2019, "Sonoma County Latinos, a growing population, reflect on identity, heritage," *The Press Democrat*. https://www.pressdemocrat.com/article/news/sonoma-county-latinos-a-growing-population-reflect-on-identity-heritage/

existing agriculture limits development to the east, urbanization continues toward the south, and especially along Old Redwood Highway (south toward Santa Rosa).

Windsor and Sonoma County have maintained relative affordability as compared to the Bay Area as a whole, as discussed in the Housing Needs Assessment (Figure 4.2). Within Sonoma County, Windsor's relative affordability attracted families during the 1990s and 2000s, creating a suburb of job centers in Santa Rosa, Petaluma, Marin County, and other areas of the Bay Area. The Town's older housing units are rural residences that comprise less than 6 percent of the Town's total housing stock (Table 4.9 of the Housing Needs Assessment). The majority of the Town's housing and land area is composed of tract subdivisions both east and west of Highway 101. Residential areas closer to the mountains are characterized by higher incomes and are predominantly White, while areas closer to the industrial, commercial uses, and highways are more diverse.

Land Use

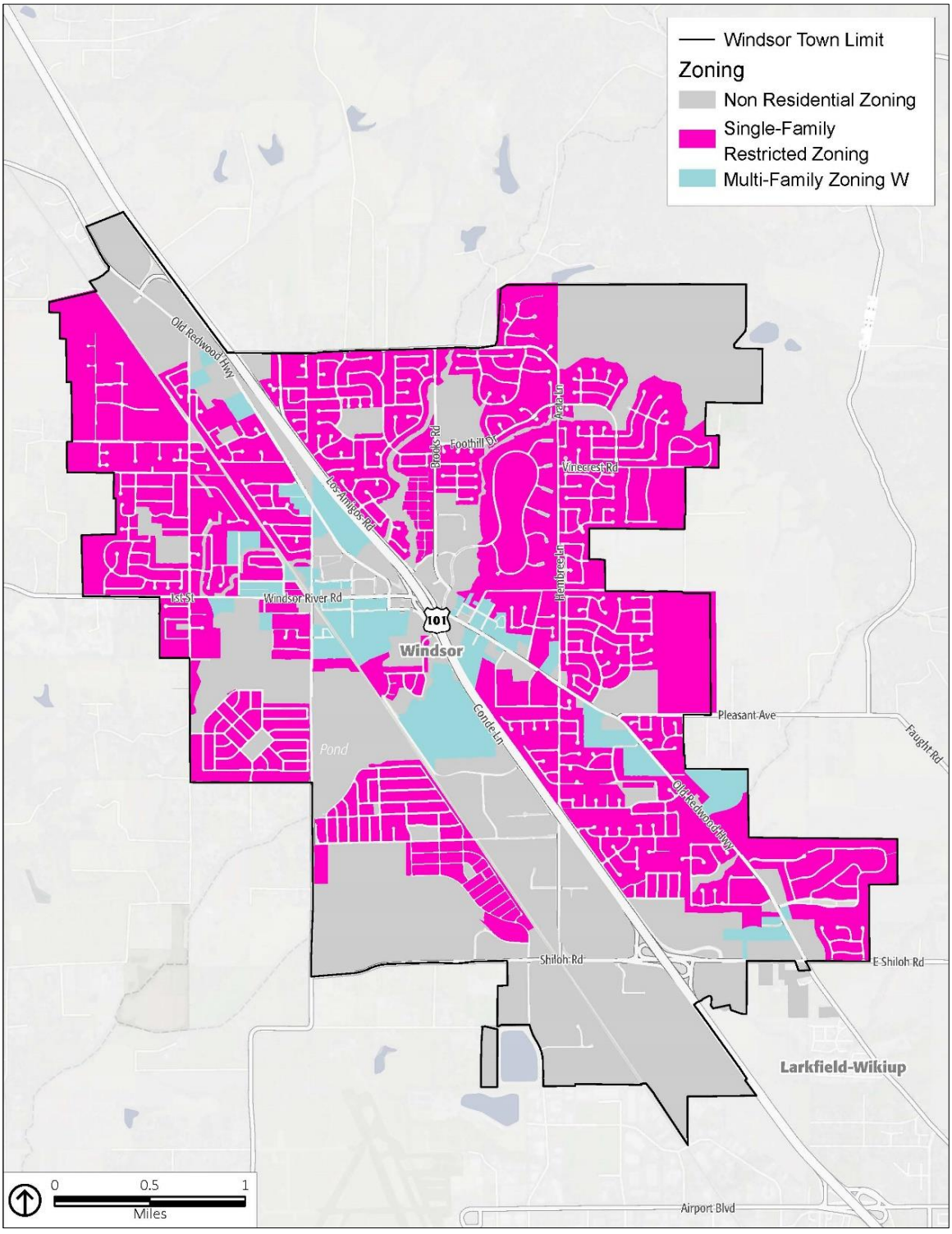
The Othering & Belonging Institute, a UC Berkeley research center, published a report in 2020 analyzing the characteristics of communities in the Bay Area in relation to the degree of single-family zoning.[5] The research identified that in Sonoma County and across the Bay Area regionally, cities with high levels of single-family zoning enjoy greater access to resources (this comparison is significant even when considering that the Bay Area region is generally wealthy and expensive). A predominance of single-family zoning is aligned with higher median incomes and home values, proficient schools, and other factors that are similarly associated with the highest-resource designation in the TCAC/HCD opportunity map. Single-family zoning predominates residential areas across the Bay Area; the average proportion of residential land zoned only for single-family in Bay Area jurisdictions was found to be 85 percent. Only in two jurisdictions (Benicia and Suisun City) of the 101 surveyed did single-family zoning make up less than 40 percent of the jurisdiction's land area.

However, access to higher quality resources was greatest in jurisdictions with at least 90 percent of the land area designated to single-family zoning. Analysis identified Windsor as having between 80 and 90 percent of land area designated to single-family zoning, categorizing it as a "medium" level of single-family zoning relative to Bay Area jurisdictions. As of 2019, single unit detached housing units made up approximately 79 percent of the Town's 9,156 housing units (85 percent including attached single-family homes), and 76 percent of households live in owner-occupied housing. Conversely, multifamily units (five or more units) made up approximately 10 percent of Windsor's housing units, with the majority (92 percent) of these households renting. While single-family zoning can create highly desirable places to live, higher entry costs associated with this housing type can pose a barrier to access for low- and moderate-income households, restricting access to economic, educational, and other opportunities that are available in higher-resource communities.

[5] Menendian, Stephen, Samir Gambhir, Karina French, and Arthur Gailes, "Single-Family Zoning in the San Francisco Bay Area," Othering & Belonging Institute, University of California, Berkeley, October 2020. https://belonging.berkeley.edu/single-family-zoning-san-francisco-bay-area.

As shown in Figure 5.1, areas zoned for multifamily housing in Windsor are primarily found along the Highway 101 corridor and Old Redwood Highway, largely in a low-resource area between Highway 101 and the SMART tracks, which also sees the Town's lowest median household income and highest CalEnviroScreen score. This data suggests that multifamily housing, which tends to be more affordable, is limited to low resource areas of the Town. In order to support and expand access to affordable housing in high opportunity areas, the Town has included Programs H-7, H-29, and H-31.

FIGURE 5.1
LAND AREA ALLOWING SINGLE FAMILY UNITS IN WINDSOR, 2018



Source: Othering and Belonging Institute, University of California, Berkeley; 2018
Please note, the Town limits have changed since this map was created. More current data is not available from this source.

Assessment of Fair Housing

The California Government Code Section 65583 (10)(A)(ii) requires the Town of Windsor to analyze areas of racially or ethnically concentrated areas of poverty, disparities in access to opportunity, and disproportionate housing needs, including displacement risk. According to the California Department of Housing and Community Development (HCD) and the California Tax Credit Committee (TCAC) 2021 Opportunity Map (Figure 5.2, *HCD/TCAC Opportunity Areas*), Windsor contains a mix of highest-resource, high-resource, moderate-resource, and low-resource areas. The HCD/TCAC Opportunity Map identifies areas in every region of the state whose characteristics have been shown by research to support positive economic, educational, and health outcomes for low-income families—particularly long-term outcomes for children. Specifically, the HCD/TCAC Opportunity Map uses a composite score based on education, economic, and environmental indicators to categorize areas as "high resource," "medium resource," and "low resource."

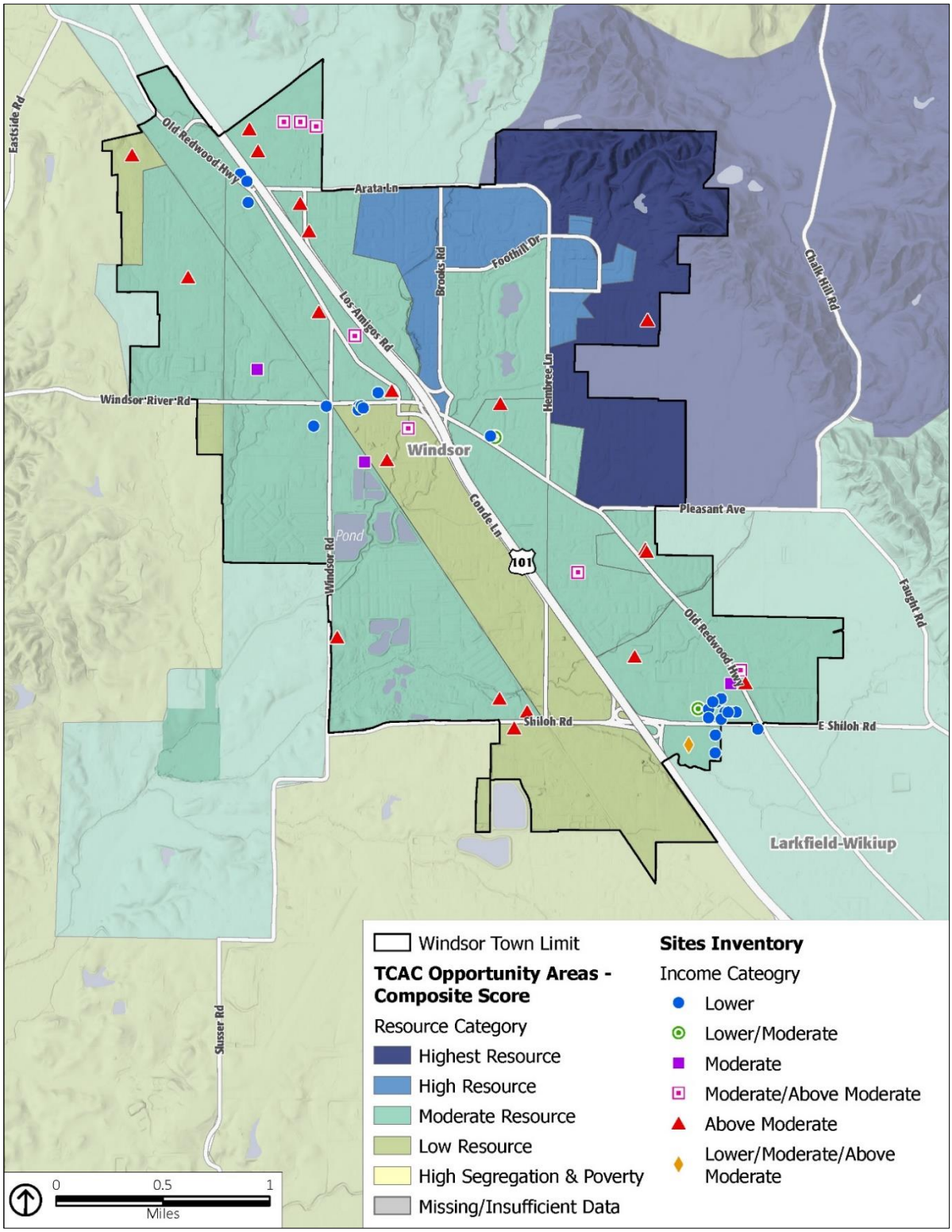
The distribution of resource categorization in Windsor (largely designated as moderate resource) reflects the public outreach feedback from residents that Windsor is relatively affordable in comparison to other areas of Sonoma County. The Town is predominantly composed of single-family neighborhoods developed between the late 1970s to the early 2000s. Windsor experienced rapid growth during the 1980s to meet the growing demand for single-family suburban development in Sonoma County, which catalyzed the Town's incorporation in 1992. While there is some high-density housing in Windsor, it is limited in comparison to the predominance of single-family housing. In Windsor, residential lot size, condition and size of housing, proximity to intensive commercial and/or light industrial, and access to open space influence housing affordability.

The higher-resource areas are concentrated in northeast Windsor, primarily inclusive of neighborhoods north of Foothill Drive and neighborhoods east of Hembree Lane. Neighborhoods along Jensen Lane and adjacent to Foothill Regional Park fall within a census tract designated highest resource, indicating these neighborhoods have access to the best outcomes in terms of educational attainment, economic attainment, and maintaining good health. However, this census tract extends well beyond the Town's eastern boundaries and nearly reaches the Sonoma County–Napa County border, encompassing Foothill Regional Park and estate wineries and vineyards that likely influenced its designation as highest resource. The residential neighborhoods within Windsor designated as highest resource may have more commonality with neighborhoods surrounding Hiram Lewis Park and Michael Hall Park, categorized as high-resource, which also indicates that residents enjoy increased access to opportunity. Within Windsor and in Sonoma County as a whole, proximity to estate wineries and vineyards correlates with a higher resource designation on the TCAC/HCD Map.

The Town is primarily designated as moderate-resource, differing from other jurisdictions along the Highway 101 corridor that contain a more balanced mix of resource categories (Healdsburg) or have a larger proportion of low-resource-designated census tracts (Santa Rosa, Rohnert Park, and Cotati). Moderate-resource areas have access to many of the same resources as the high-resource areas, but residents may have longer commutes, lower median home values, fewer educational opportunities, or other factors that lower their indexes for economic, environmental, and educational indicators.

For jurisdictions that are meaningfully bisected by Highway 101, the freeway largely creates an east-west divide within many of the jurisdictions, including Windsor. While the Town has census tracts designated as moderate resource on either side of Highway 101, the Town's one census tract designated as low resource is west of Highway 101, and the census tracts that received higher resource designations are east of Highway 101. Santa Rosa, as a larger city, has a distinct east-west division following Highway 101, as does Rohnert Park and Petaluma. Stakeholders that serve Sonoma County described Highway 101 as a "dividing" boundary, with neighborhoods east of Highway 101 having a generally higher income and low diversity as compared to neighborhoods both along and west of Highway 101. Windsor differs from Santa Rosa and Rohnert Park and has neighborhoods in census tracts designated as moderate resource east and west of Highway 101. Windsor's low resource area is in the center of town, bounded by Highway 101 to the east, railroad tracks to the west, and Windsor River Road to the north. This area is primarily composed of commercial and industrial uses with limited residential. Residential development in this area is largely single unit housing, but does include a mobile home park and Bell Manor, an affordable senior housing multi-unit development.

FIGURE 5.2
TCAC/HCD OPPORTUNITY MAP



Source: 2021 California Tax Credit Allocation Committee (CTCAC) Opportunity Areas - Tract Level

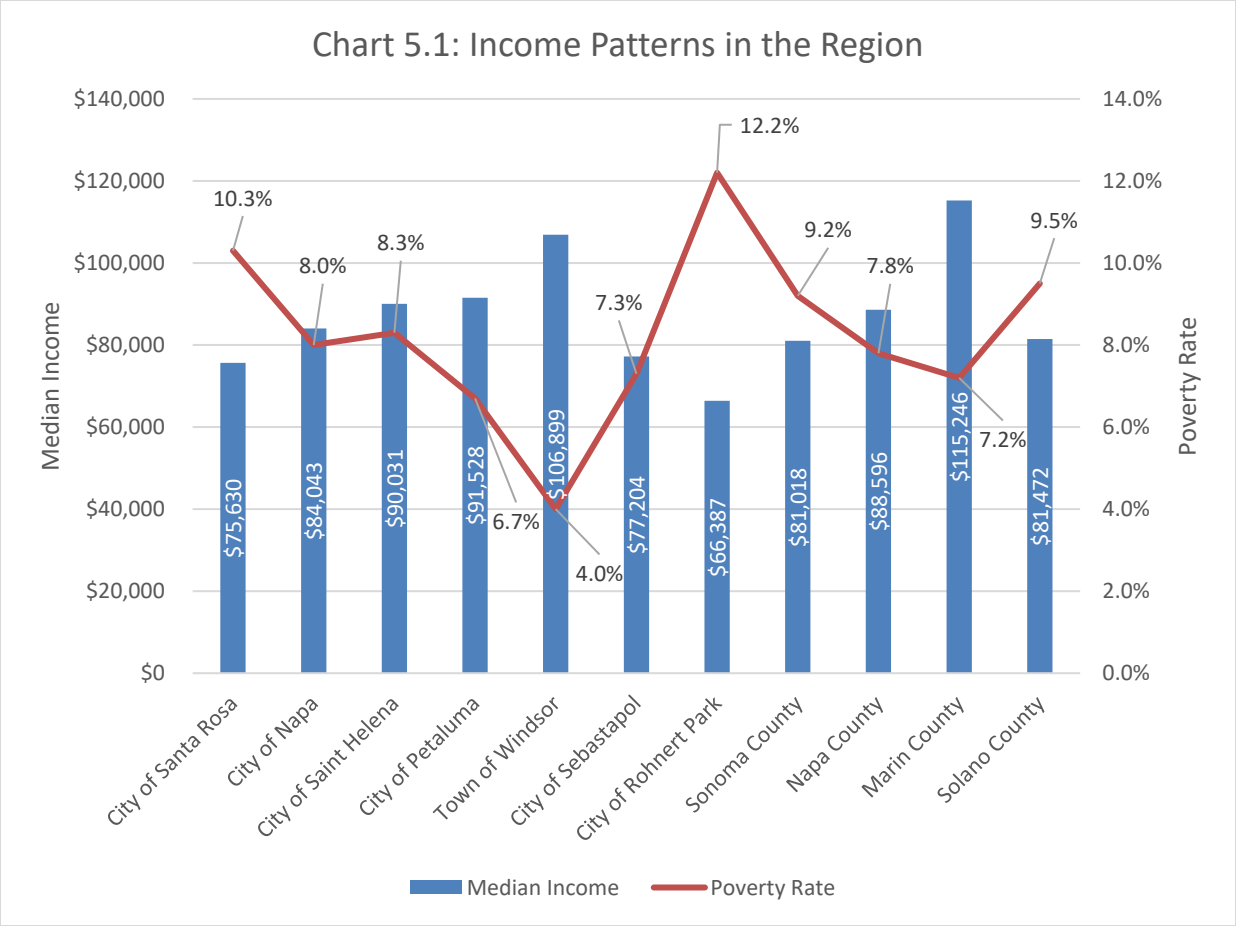
Patterns of Integration and Segregation

Income

Windsor contains a range of census tracts of low-, moderate-, high-, and highest-resource access according to the HCD/TCAC Opportunity Area scale (Figure 5.2). The HCD/TCAC map measures access to positive economic outcome based on incidence of poverty, adult education attainment, adult employment, proximity to jobs, and median home value. This data suggests that economic outcome for Windsor households is variable depending on the part of the Town where a given household is located. As described previously, low-resource areas are found along the west side of Highway 101 as well as south of Shiloh Road. High- and highest-resource neighborhoods are found in northeast Windsor, and the remaining areas of the Town are identified as moderate resource.

The median household income in Windsor was $106,899, although this statistic is also variable in different parts of the Town (Figure 5.3). Low-resource areas and one moderate-resource tract (south of Pleasant Ave and east of the Old Redwood Highway) see median incomes at or below the statewide median of $87,100. Moderate- and high-resource areas see median incomes at or above $125,000 (ACS 2015-2019). This data suggests that there are distinct higher and lower income areas of the Town, that better opportunities are available to households residing in the Town's higher-income areas, and that lower-income neighborhoods have relatively less access to opportunities. There are no areas within Town limits with rates of poverty exceeding 10 percent, placing Windsor among the County's lowest-poverty jurisdictions. This may indicate that high costs of housing are a barrier to access for lower-income households seeking housing in the Town, forcing these households to seek housing in more affordable areas in the County or region. The Town has committed to Program H-8 in order to improve opportunity access in lower-income neighborhoods and to promote the development of affordable housing in high-resource areas where housing cost is a barrier to access.

As shown in Chart 5.1, Windsor has the second highest median income in the region, behind Marin County, but the lowest poverty rate by 2.7 percentage points. The discrepancy between median income and poverty rate suggests that Windsor is a predominantly affluent community, even compared to other jurisdictions in a fairly affluent region of the state. Despite similarities in housing stock, population size, and demographic composition with some or all of the identified jurisdictions, the concentration of affluence in Windsor, paired with stakeholder feedback noting the exclusivity of housing prices and stock, there are identified barriers to housing for lower- and moderate-income households, particularly renter households. Therefore, the Town has identified several programs in Table 5.4 to increase the supply of rental units, and affordable units in general, to facilitate housing mobility and income-integration in the city.

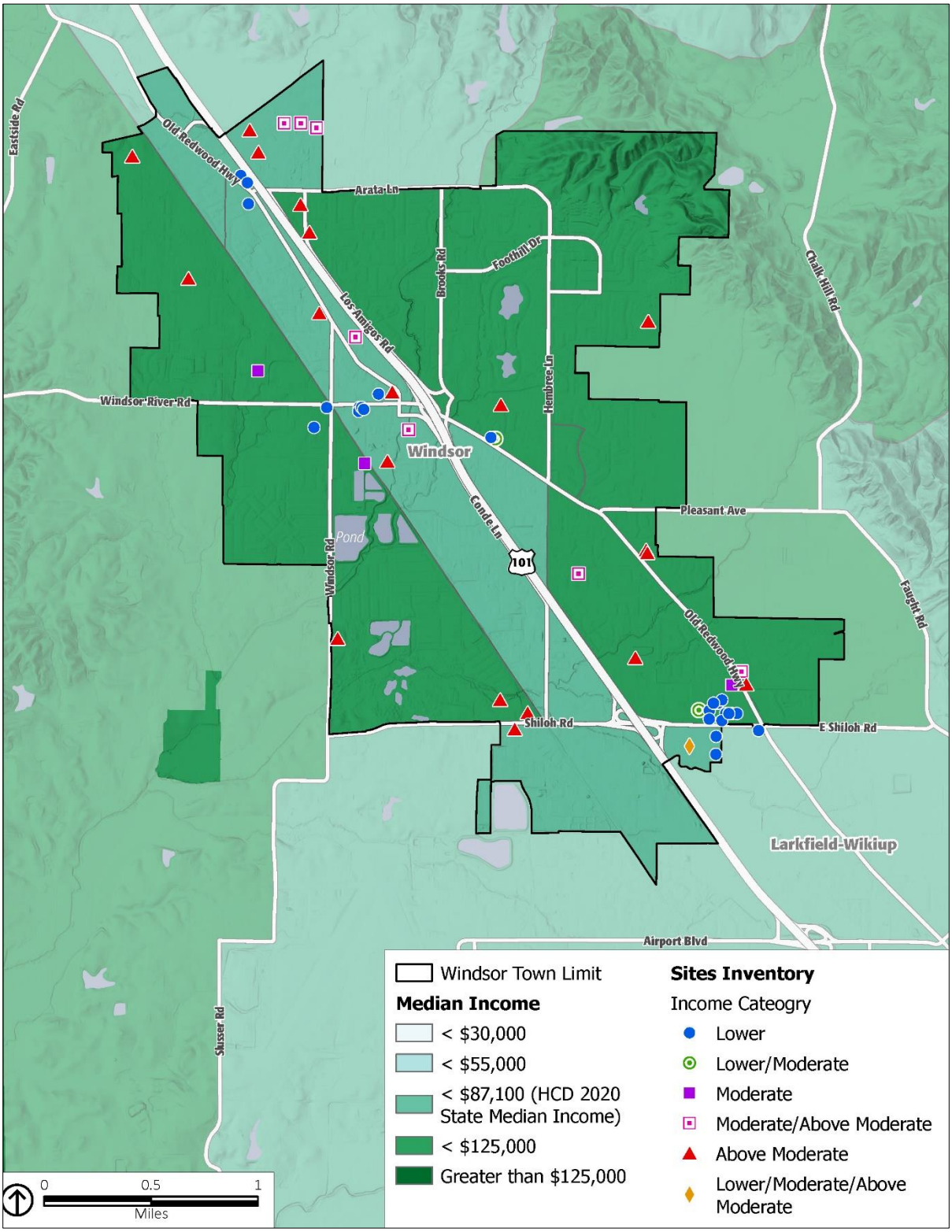


Source: 2015-2019 ACS

A racially and ethnically concentrated area of poverty (R/ECAP) is defined by HUD as an area in which 50 percent or more of the population identifies as non-White and 40 percent or more of households earn an income below the federal poverty line. Racially concentrated areas of affluence (RCAA), though not formally defined, signify the opposite of R/ECAPs—that is, areas largely exclusive to non-Hispanic White households who earn the highest incomes. As will be discussed, Windsor does have block groups along the Highway 101 corridor where the non-White population exceeds 50 percent; however, the percentage of the population experiencing poverty does not exceed 10 percent in any area of Windsor. Windsor does not contain any R/ECAPs as defined by HUD, but does contain several RCAAs in northeast Windsor; in neighborhoods west of the SMART tracks; and in the neighborhood around Michael Hill Park, bounded by Arata Lane to the north, Los Amigos Road to the west, and Brooks Road to the east (Figure 5-4). These neighborhoods coincide with the Town's higher income, higher opportunity, and less diverse areas. To improve access to areas of high opportunity for lower income households and households of color, the Town will continue to support construction of high-density housing in areas with higher median income and greater access to opportunity to facilitate economic mobility for lower-income residents.

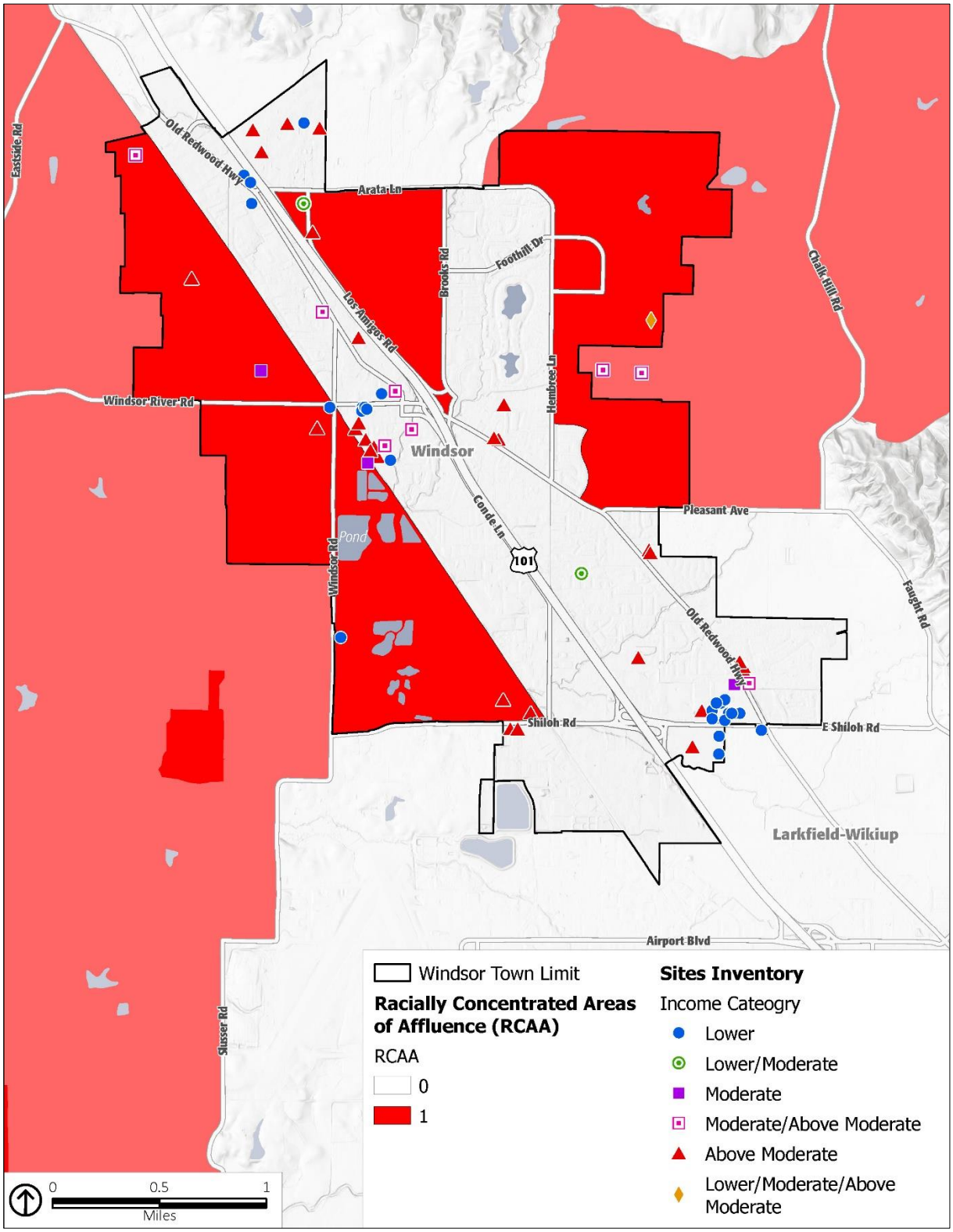
Regionally, there are also no R/ECAPs in Sonoma County. The absence of R/ECAPs in Sonoma County and Santa Rosa do not necessarily indicate equitable integration of housing and resources or an absence of segregation. Although poverty rates are lower than the threshold, this may reflect a lack of sufficient affordable units to house households experiencing poverty, excluding them from the County entirely, and skewing R/ECAP criteria. Regional patterns of income distribution in Sonoma County are similar to those in Windsor—larger-lot residential areas in defined sections of some jurisdictions as well as in suburban areas outside of jurisdictions see the highest incomes. Lower incomes are also found in distinct sections of cities, while rural and semi-rural areas further from the Highway 101 corridor in the northwest part of the County reflect incomes around the median.

FIGURE 5.3
MEDIAN INCOME, 2019



Source: 2015-2019, American Community Survey

FIGURE 5.4
REGIONALLY CONCENTRATED AREAS OF AFFLUENCE



Source: PlaceWorks, 2022

Race and Ethnicity

Windsor's largest demographic group is White, non-Hispanic, comprising 57.2 percent of the Town's population. Hispanic residents (including White Hispanic) comprise 33.9 percent of the Town's population, with multiracial (3.4 percent) and Asian (2.6 percent) comprising the next largest demographic groups. Other demographic groups, including Black/African-American, American Indian/Alaskan Native, Native Hawaiian, and other, comprise 1 percent or less each of the Town's population. Diverse block groups in Windsor's context primarily indicate the presence of Hispanic residents. The Town's two most diverse block groups, with non-White populations of 63 and 65 percent, are found in moderate-resource areas near the Highway 101 corridor, and moderate-resource areas are consistently more diverse than both high- and low-resource tracts. High- and highest-resource tracts on the northeast side are relatively less diverse, with non-White populations between 23 and 31 percent. The Town's low-resource areas are 32 and 42 percent non-White, although the latter tract, which includes the section of the Town south of Shiloh Road, primarily extends outside of the Town and may not be representative. This data indicates that, while non-White residents are not concentrated in low-resource areas of the town, White residents are concentrated in high-resource areas, which are home to fewer non-White households.

The spatial distribution of residents according to racial and ethnic demographics found in Windsor is consistent with patterns found elsewhere in Sonoma County (Figure 5.5). Neighborhoods with higher proportions of non-White residents are found along the Highway 101 corridor and in incorporated, urban areas. Low- to moderate income and low- to moderate-resource areas in both Windsor and in Sonoma County tend to be more diverse than high-resource, high income areas. A central cluster of low-resource, higher-diversity tracts forms a continuous corridor along Highway 101 between Healdsburg and Petaluma, with Santa Rosa at its center. Other clusters of low-resource tracts are found in and around the City of Sonoma, Healdsburg, Windsor, Petaluma, Rohnert Park, and El Verano. The majority of Sonoma County's highest-resource and high-income census tracts are outside of major cities in larger-lot residential areas.

Within Sonoma County, communities with diverse populations, primarily indicating the presence of Hispanic residents, are found along the Highway 101 corridor; non-White communities outside of the Highway 101 corridor are found near El Verano/Boyes Hot Springs, where several tracts along the west side of Sonoma Highway see rates of non-White residents as high as 50 to 70 percent, surrounded by tracts with rates of 12 to 20 percent. Within these highly diverse areas, Hispanic residents form the majority of residents. For example, Hispanic residents make up 94 percent of non-White residents in the most diverse tract in El Verano (70 percent non-White residents). Outside of Sonoma County in neighboring jurisdictions, diverse communities are found in Calistoga, around Napa, Richmond, San Rafael, and in Vallejo and Fairfield (Figure 5.5).

As seen in Figure 5.5, several Sonoma County census tracts are home to majority non-White populations and adjacent or close to census tracts where a majority of residents identify as White, indicating a pattern of residential segregation in the County. This pattern is found in Windsor, where rates of non-White population are much higher in particular census tracts and distinctly low in others,

particularly in northeast Windsor. Other cities demonstrating this pattern include Healdsburg, Windsor, Petaluma, and El Verano. This demographic data indicates that some urban areas in Sonoma County are effectively segregated by race, with some neighborhoods consisting of almost entirely White residents, and others consisting of almost entirely non-White residents.

Familial Status

As described in the Housing Needs Analysis, Windsor has been and remains a family-oriented community. Nearly 60 percent of households in Windsor consist of married couples, and 35 percent of households in Windsor are 3 to 4 persons, higher than 28 percent in Sonoma County. Large households (5+ persons) comprise 13.3 percent of owner households and 14.1 percent of renting households, and 60 percent of large households earn incomes that exceed AMI, although household income for large households must cover the living expenses for more people, making less income available for housing costs. The relatively small number of lower-income large households in Windsor could be reflective of a lack of larger rental units and/or affordable housing to accommodate large families—as an example, in 2019 there was only one rental available with four bedrooms.[6]

Single-parent households are at particular risk of fair housing access issues and displacement due to income and childcare challenges. Single mothers have a greater risk of falling into poverty than single fathers due to factors such as the gender wage gap and difficulty in securing higher-wage jobs. As described in the Housing Needs Assessment, the majority of single-parent households in Windsor are female-headed family households, which make up 10 percent of all Windsor households, while male-headed family households compose 7 percent of all households. Female-headed single-parent households also typically have special needs related to access to day care/childcare, health care, and other supportive services. Female-headed single-parent households in Windsor are primarily above the poverty line; approximately 14 percent of households with children and 8 percent without children are below the poverty line. As shown in Figure 5.6, Female-headed single-parent households are found at marginally higher rates (approximately 5 percent greater) east of Hembree Lane, but these rates are in census tracts that include large areas outside of Windsor and may not be representative of households within Town boundaries.

Regionally, rates of single-householder female-headed households are low in Sonoma County, with most tracts seeing rates below 20 percent. Tracts with rates between 20 and 50 percent are found in low-, moderate-, and high-resource areas in a distribution that does not suggest a distinct pattern in relation to resource categorization. These tracts are primarily found south of Healdsburg and in cities along the Highway 101 corridor, which is home to the County's most urbanized areas, suggesting that this type of household is more often found in cities than it is in rural or semi-rural areas.

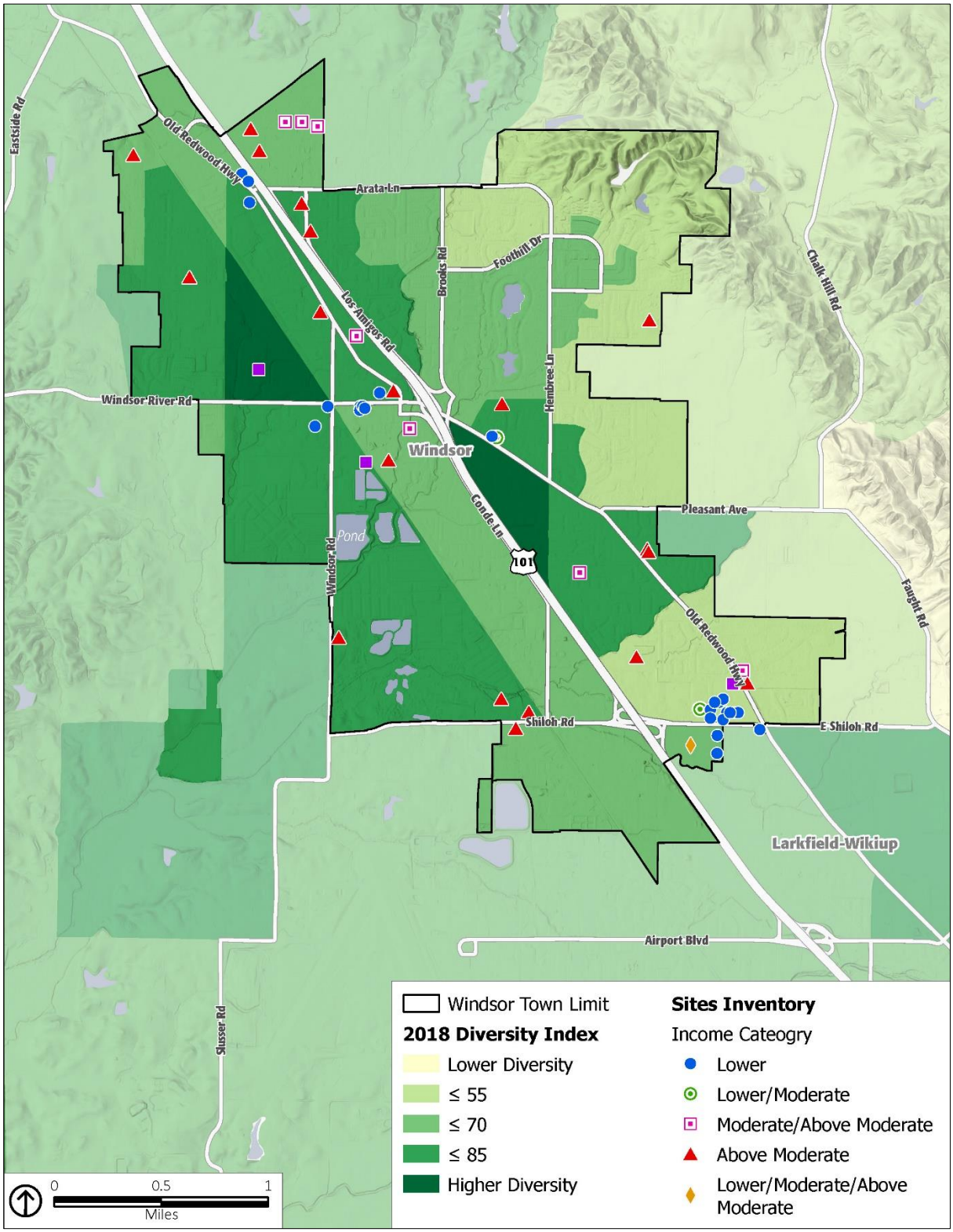
In Windsor, the percent of adults living alone in non-family households ranges from approximately 12.1 percent in the area east of where the railroad used to bisect the town to 28.5 percent in the tract south of Shiloh Road. However, this tract largely encompasses unincorporated areas and reflects the entire population of the tract rather than just the small portion of the population that resides within Town

[6] HNA Table 4.21 (sources: redfin.com, Zillow.com, apartmentlistings.com, October 2021)

limits. The second largest concentration of adults living alone (26.8 percent of households) is in the area between Highway 101 and the original railroad line, entirely within Town limits. This area includes the Windsor Mobile Country Club, Bell Manor Senior Apartments, Aging Gracefully Senior Services, and Chancellor Health Care Inc., which may contribute to the concentration of adults living alone as seniors are more likely to live alone in senior housing and mobile homes for proximity to services and lower housing costs.

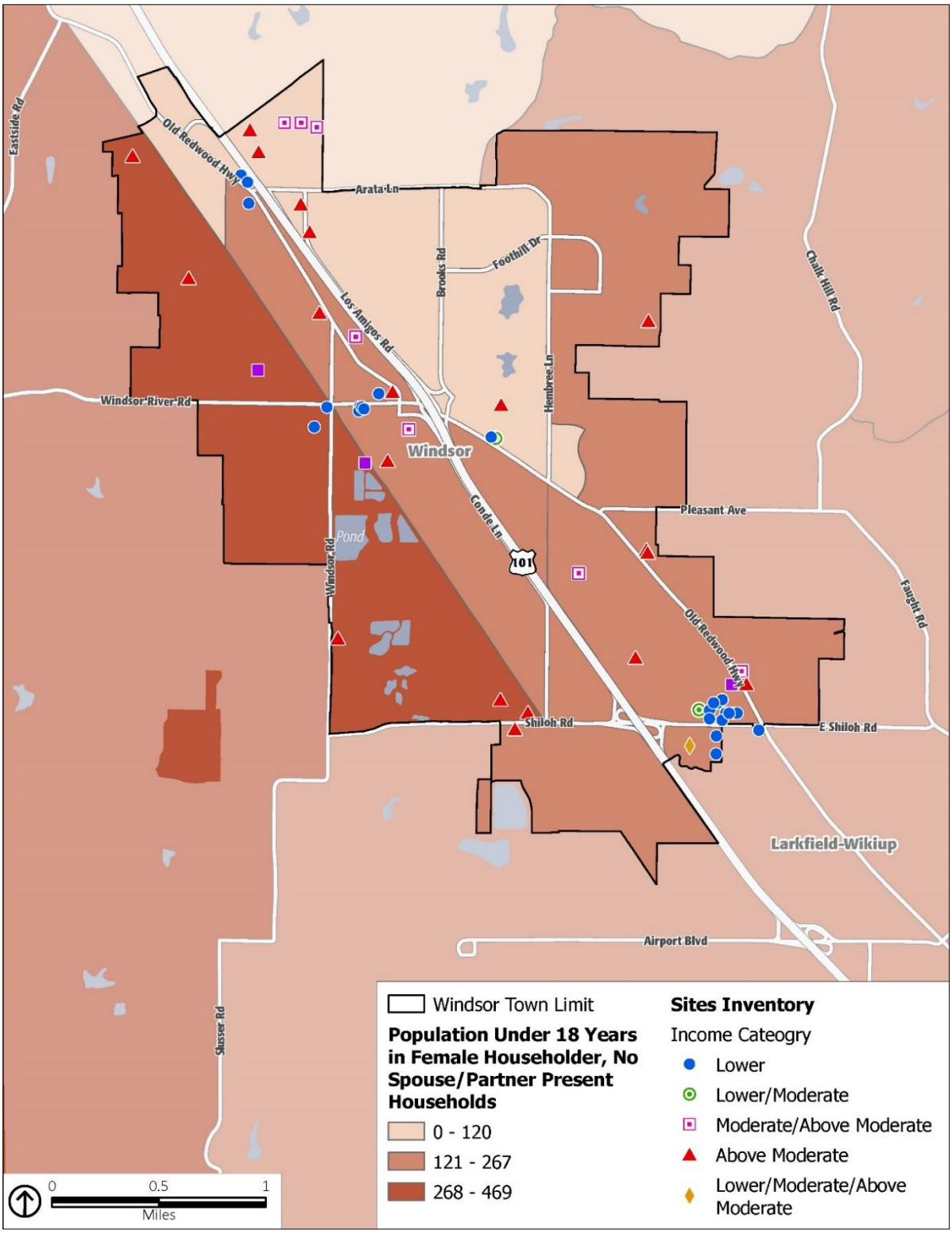
In contrast, the percentage of children living in married-couple households by census tract is generally consistent, between 45 and 65 percent across the town, with rates on the lower end found in lower-resource areas and areas with more commercial and multifamily uses. Regionally, tracts in Sonoma County see high rates of children living in married-couple households, with most tracts above 60 percent, and several above 80 percent in the Northeastern, Southeastern, and Southwestern parts of the county, further from the Route 101 corridor. Rates are typically between 60 and 80 percent along the Route 101 corridor, including Windsor and stretching between Petaluma and Healdsburg. Although Sonoma County demonstrates a pattern of high rates of children living in married couple households, those tracts that do see relatively lower rates generally align with TCAC/HCD low-resource designations.

FIGURE 5.5
RACIAL DEMOGRAPHICS, 2018



Source: ESRI 2018 Demographic Estimates

FIGURE 5.6
FEMALE HOUSEHOLDERS, 2019



Source: 2015-2019, American Community Survey

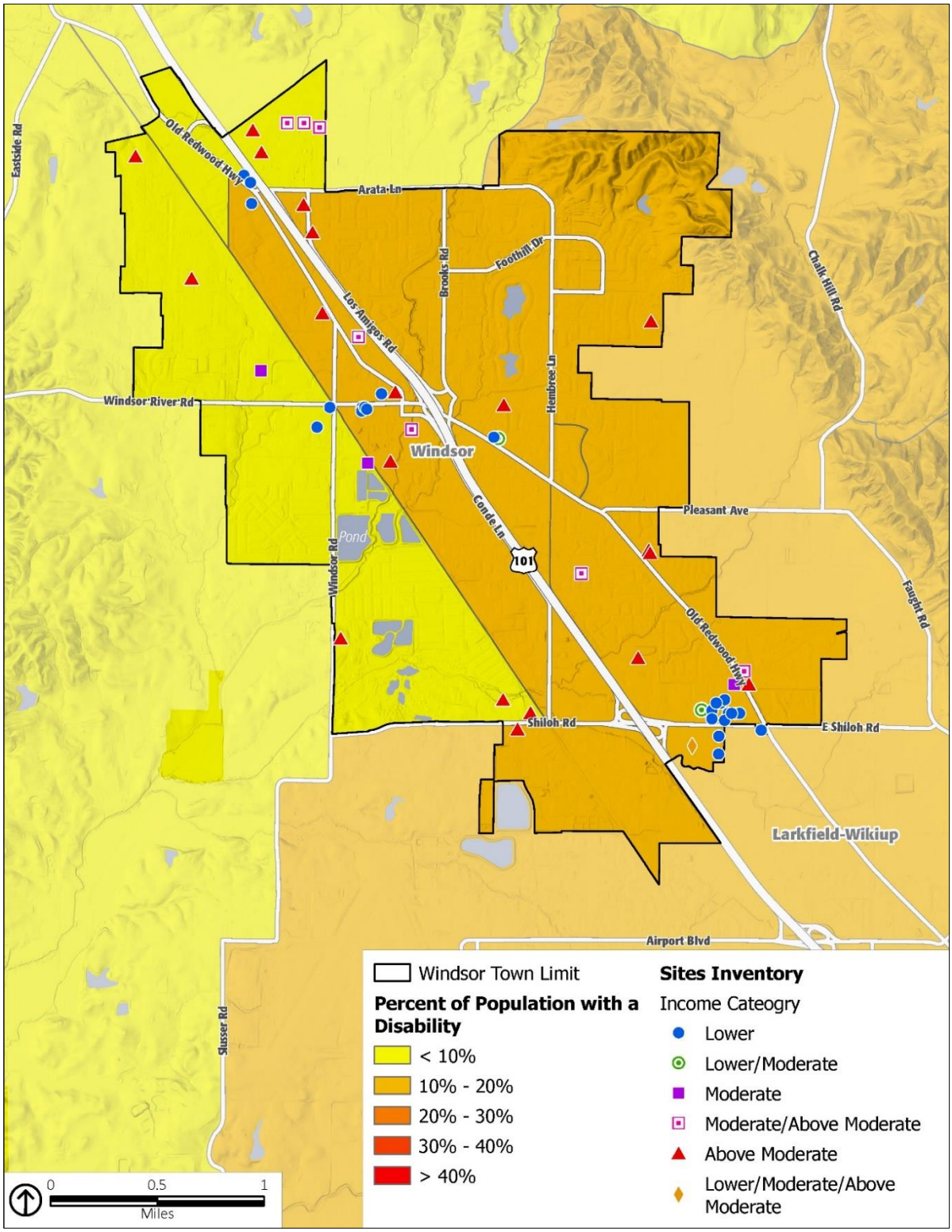
Disability

Residents living with disabilities may have difficulty securing employment and lower, fixed, and/or inconsistent incomes as well as higher costs of living associated with health care, all of which can contribute to housing instability and displacement. As described in the Housing Needs Assessment, approximately 10.4 percent of Windsor's population lives with one or more types of disabilities, close to the Sonoma County average of 11.9 percent and the Bay Area average of 9.6 percent. Seniors aged 65 and older comprise approximately 45 percent of Windsor residents living with disabilities. Windsor residents living with disabilities are not concentrated in any part of the Town, with rates ranging between 8.1 and 15.5 percent by census tract (Figure 5-7). Residents living with disabilities are found at marginally higher rates to the east of the railroad (in neighborhoods including low-, moderate-, high-, and highest-resource areas), where tracts range 10 to 15.5 percent, as compared to the west side of the railroad (moderate and low resource areas), where tracts range between 8.1 and 9.4 percent. However, the census tract with the highest proportion of residents living with disabilities (15.5 percent) does coincide with an area of the Town that receives a low resource TCAC/HCD Opportunity Area designation. While there does not appear to be a consistent pattern of residents with disabilities housed primarily in low-resource areas, the data indicates that low-resource areas of the Town have slightly higher rates of disability.

Regionally, concentrations of persons living with disabilities in Sonoma County include census tracts near Monte Rio, Villa Grande, Cazadero, and the southern section of the City of Sonoma. In several of these cities, areas with elevated rates of disability directly coincide with areas of low access to resources, a pattern not apparent in Windsor. On the south side of the City of Napa, just outside Sonoma County, a low-resource area with a median income of $9,191 has a rate of disability of 74 percent. In the City of Sonoma, one low-resource area has a disability rate of 24 percent, substantially higher than adjacent neighborhoods. Just south of Guerneville, near the coast in Sonoma County, a low resource tract with a disability rate of 20 percent has household incomes well below the state median. While this pattern is not evident in Windsor, Windsor residents living with disabilities are still at an elevated risk of displacement and fair housing issues.

As described in the Housing Needs Assessment, regional service providers have indicated that residents living with disabilities prefer to live independently, but limited housing options may limit them to care facilities. Additionally, senior residents make up a substantial share of residents living with disabilities. To improve access to housing for senior residents and other residents with disabilities, this Housing Element includes Program H-30, which direct the Town to evaluate and address issues of "visitability" in residential building design. As stated in Program H-9, the Town will support and fund (when funds are available) services and developments targeted for developmentally disabled persons and households.

FIGURE 5.7
POPULATION WITH DISABILITIES, 2019



Source: 2015-2019, American Community Survey

Access to Opportunity

Mobility

The Town of Windsor is served by Sonoma County Transit (SCT), which operates the Windsor Shuttle, SCT's Route 60 intercity travel, and SCT's Paratransit service. The Windsor Shuttle operates as the Town's local transit service on weekdays between the hours of 7:15 am and 5:08 pm and on Saturdays between the hours of 9:35 am and 3:27 pm. The route serves the Shiloh Center (Walmart), Raley's Shopping center, and points north and south in Windsor. The Windsor Shuttle is subsidized by the Town of Windsor and free for all riders under SCT's "Fare-Free" program. SCT also provides intercity transit from Windsor to other cities (i.e., Healdsburg, Cloverdale, and Santa Rosa) via Route 60. The Santa Rosa drop-off location in Downtown Santa Rosa isa transfer station to other SCT routes and other local Santa Rosa City uses and services, along with regional services provided by Golden Gate Transit. Route 60 begins at 6:45 am and ends by 9:30 pm depending on the origin and destination location. Fares are zoned-based and vary between $1.50 and $3.00 for adults, $1.25 to $2.75 youth, and $0.75 to $1.50 for seniors. Moreover, SCT provides paratransit options for passengers with disabilities who may not be able to use fixed-route service. Paratransit services are provided within 0.75 miles of the fixed-route transit service. The Paratransit service provides local and intercity travel. Local paratransit services are provided in Rohnert Park, Cotati, Sebastopol, Windsor, Healdsburg, Cloverdale, Sonoma, Sonoma Valley, and Guerneville/Monte Rio. Intercity transit allows eligible residents to travel north-south between Cloverdale and Petaluma and east-west between Sonoma and Monte Rio. Paratransit service is available to persons who are registered and certified as an American with Disabilities Act (ADA)-eligible user. Users can call SCT and request an application; received applications will be processed within 21 days. Hours of operation for Monday through Friday start at 5:20 am and end at 10:37 pm; Saturday and Sunday service begins at 7:00 am and ends at 10:12 pm. To use the Paratransit service, eligible users must make a reservation at Sonoma County Paratransit/Volunteer Vehicles. SCT's Paratransit tickets are zone dependent, cost a base fee for single zone transfer, and cost additional for zones traveled—$3.00 for a one-zone change, $3.00 + $1.20 for a two-zone change, and $3.00 + $1.80 for each zone at and above three. For perspective on the regular transit, adults pay $1.50 for a local zone, $2.10 to travel between two zones, $3.00 to travel across three zones, and $3.90 to travel across four zones. Seniors/disabled individuals pay $0.75 to travel locally, $1.05 to travel between two zones, $1.50 across three zones, and $1.95 across five zones.

According to 2019 census data, most Windsor residents drove to work alone. Approximately 10,998 persons, or 78 percent of the population, drove to work alone in a car, truck, or van. Single occupancy vehicle use for work dwarfed other transportation options in comparison: 1,890 people carpooled (in a car, truck, or van); 218 people took public transportation; 251 people walked; 254 people used a taxicab, motorcycle, or other means; and 620 people worked from home. Excluding carpool, 1,343 or approximately 9.4 percent of Windsor residents use other or no forms of transportation (work from home) to travel to work. While Windsor has public transit available, this reflects a preference to drive to work, likely due to Windsor's local composition as primarily a rural suburb to employment centers in Santa Rosa, as will be described in the discussion on economic mobility.

In addition, the difference between renter/homeowner household vehicle availability depends on the number of cars available for a household. The proportion of renting and ownership households that do not have a car are similar at approximately 2 percent of the total Windsor household population. However, as households own more cars, the gap between renters and homeowners becomes more apparent. For a single vehicle, 7 percent of the total households with available vehicles are renters as opposed to 13 percent of homeowners having a single vehicle. The widest gap between renting and homeowner households is for two and three vehicles, where only 10 and 2 percent of renting households had two and three vehicles available, respectively; 32 percent of homeowners had two vehicles available; and 19 percent of homeowners had three vehicles available. The gap between renter and homeowner for vehicle availability is greatest for two available vehicles, with a 22 percent difference. Therefore, renting households may rely more heavily on public transit than homeowning households, particularly lower income renting families with children. To ensure renting households to continue to have access to reliable public transit, the Town commits to promote rental housing opportunities in close proximity to transit and commercial centers.

Sonoma County Transit offers transportation options for residents and visitors throughout the region, with stops in and between Sebastopol, Santa Rosa, Rohnert Park, Cotati, Sonoma, Petaluma, Windsor, and Healdsburg as well as several unincorporated communities, including Occidental, Monte Rio, Guerneville, and more. AllTransit, a transit and connectivity tool developed by the Center for Neighborhood Technology, analyzes the transit frequency, routes, and access in a specific geographic area to determine an overall transit score. Windsor has a score of 3.5 out of 10, compared to 3.1 in Sebastopol, 4.6 in Santa Rosa, 4.1 in Rohnert Park, 4.9 in Cotati, 3.3 in Sonoma, 4.6 in Petaluma, and 3.4 in Sonoma County as a whole. Transit access is greatest in those communities closest to major transportation corridors, with denser urban cores, and close proximity to neighboring communities that facilitate greater connectivity. Given Windsor's location in the county, 3.5 is a relatively competitive score, but still indicates more limited access to transportation than residents of Santa Rosa, Petaluma Rohnert Park, and Cotati. Therefore, the Town will meet with Sonoma County Transit every other year, beginning in 2024, to assess any unmet transit needs in Windsor, prioritizing transit needs for lower income and renting households (Program H-39).

Employment Opportunities

The HUD jobs proximity index quantifies the accessibility of a given residential neighborhood as a function of its distance to all job locations within a Core-Based Statistical Area, with larger employment centers weighted more heavily. Jobs proximity index scores in Windsor are higher in the southern part of the Town, with generally high scores found south of Windsor River Road / Old Redwood Highway, and the Town's highest scores found south of Shiloh Road (Figure 5.8). The City of Santa Rosa is the seat of government in Sonoma County and employs more workers than any other city in the North Bay area—for that reason, areas of Windsor closest to Santa Rosa score higher, especially where those areas provide access to highway or transit connections between Windsor and Downtown Santa Rosa. In Windsor, higher jobs proximity scores are found in lower resource areas along and west of Highway 101, and lower jobs proximity scores are found in higher resource areas. Varying degrees of this pattern are seen elsewhere in Sonoma County, including in Santa Rosa, the City of Sonoma, Rohnert Park, and

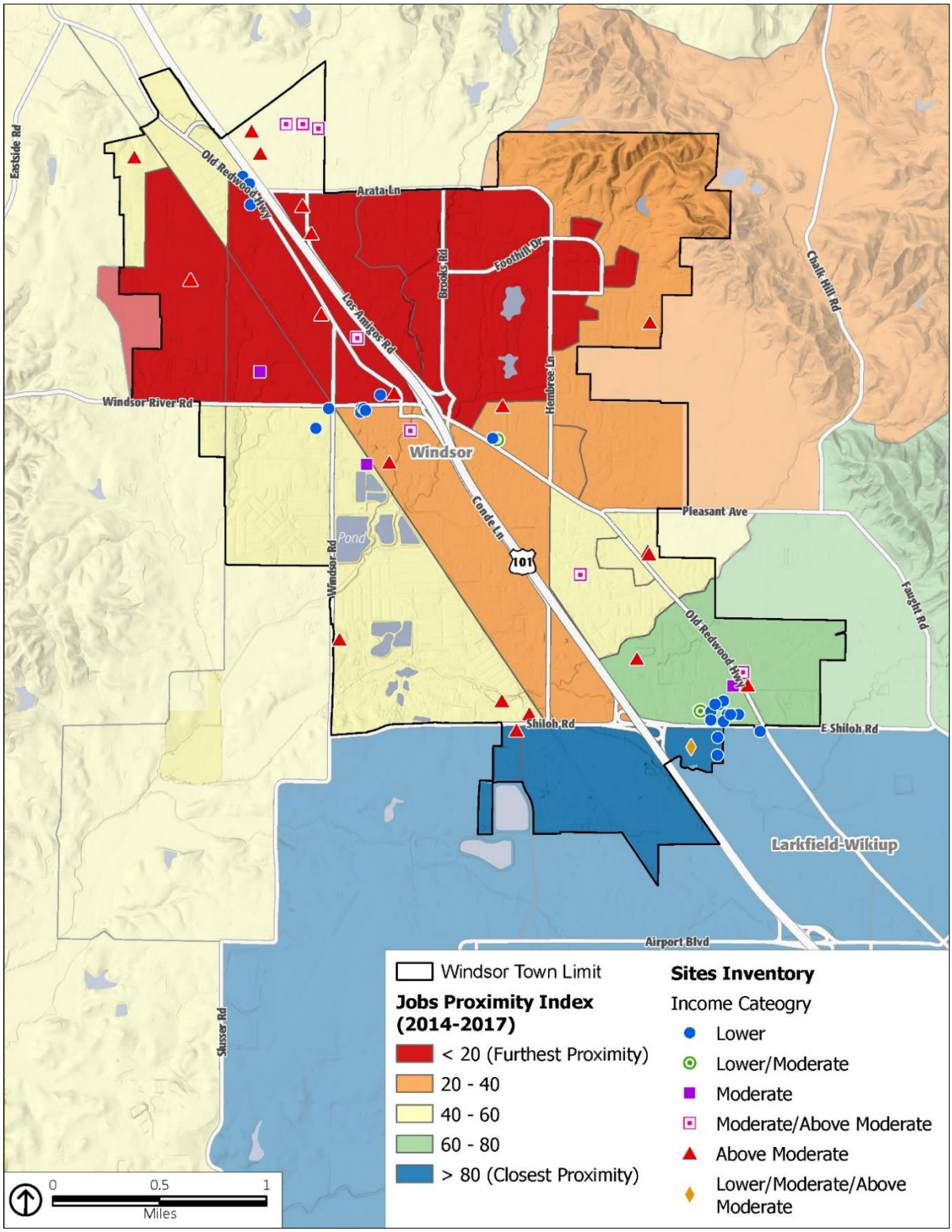
Sebastopol. High-resource areas of the Town with lower relative proximity to jobs are primarily residential and in close proximity to Foothill Regional Park and several farms, vineyards, and other undeveloped areas. Median income trends higher in northeast Windsor than the rest of the town, resulting in greater access to housing choice; northeast Windsor residents likely chose to prioritize larger-lot housing and access to green spaces over proximity to job centers, making job proximity a lower priority factor in housing location. Additionally, the costs of car ownership and related commuting expenses are less prohibitive for moderate- and higher-income households, who also may rely less on public transportation options to access employment locations. Conversely, lower-income households may rely more heavily on transit services and/or find automobile ownership and fuel costs to represent a greater household financial burden, making jobs proximity a more significant factor in housing location.

As described in the Housing Needs Assessment, employment trends indicate a need for a range of housing types to support Windsor residents who are employed in a wide range of industries and have a range of household incomes. A particular need for moderate- and lower-income housing units exists to support workers in retail and manufacturing trades since these jobs often do not provide the income needed to acquire safe and adequate housing. Approximately 26 percent of employed Windsor residents worked in Santa Rosa in 2019, and more than twice the number of Windsor residents work in Santa Rosa as work in Windsor.[7] Projections indicate that Santa Rosa will add 5,855 jobs between 2020 and 2040, increasing regional demand for housing with particular relevance for Windsor, which is among the County's closest jurisdictions to Santa Rosa. This suggests that prioritizing development of moderate- and lower-income housing units in areas of Windsor with access to Highway 101 would continue to support access to regional job centers.

Regional job proximity index scores in Sonoma County are highest along the Highway 101 corridor, particularly in communities with close access to jobs available in Santa Rosa, including Windsor, Fulton, Santa Rosa, Rohnert Park, and Cotati. Jobs proximity scores are also strong along a stretch of coastline between Stewart's Point and the Fort Ross State Historic Park, the location of several employment-generating recreational and hospitality uses. (Figure 5.6-5.8) As described previously, there is an evident pattern in Sonoma County of an inverse relationship between jobs proximity and opportunity score, as seen in Windsor, Santa Rosa, the City of Sonoma, Rohnert Park, and Sebastopol. Areas of high job proximity tend to be in lower or moderate resource areas. Like Windsor residents, higher-income residents in the County likely prioritize other housing characteristics or resource availability above proximity to job centers. As of 2018, Windsor has a jobs-to-household ratio of 0.91 (lower than the County average of 1.09), indicating that there are more households than jobs in the town. This suggests that improvements in public transportation and transit-oriented affordable housing could help reduce VMT for resident workers commuting into neighboring jurisdictions, primarily Santa Rosa, from Windsor.

[7] U.S. Census Bureau. 2022. LEHD Origin-Destination Employment Statistics Data (2002-2019). Washington, DC: U.S. Census Bureau, Longitudinal-Employer Household Dynamics Program, accessed on 03/29/22 at https://lehd.ces.census.gov/data/#lodes. LODES 7.5

FIGURE 5.8
JOBS PROXIMITY INDEX



Source: HUD 2020

Educational Opportunities

Windsor residents are served by the Windsor Unified School District's eight schools, which are reported on by the California Department of Education (DOE) annually. Within the Town of Windsor, there are two elementary schools, one middle school, one high school, three alternative schools, and a dual immersion school. The schools are in varying parts of the Town and in varying resourced areas. Mattie Washburn Elementary, Michael A. Brooks Elementary, and Windsor Middle School are in the highest-resource portion of the Town in northeast Windsor near Michael Hall Park and Hiram Lewis Park. The other schools are in moderate-resource areas of the Town. A few of the schools share campuses with each other, such as Windsor High School and North Bay Met Academy. The Town received moderate scores for educational outcomes for students throughout the Town; therefore, residents are expected to have moderate positive outcomes for educational attainment. The TCAC/HCD Opportunity Maps base access to educational attainment on fourth grade reading and math proficiency from the 2018-2019 school year, high school graduation rate, and prevalence of student poverty. School-aged children in Santa Rosa are more than three times as likely to live in poverty as school-aged children in Windsor and Healdsburg: approximately 13 percent of Santa Rosa school-aged children are in poverty while 4.0 percent of Windsor and 4.7 percent of Healdsburg school-aged children are in poverty. Instability arising from poverty, including housing instability and food security, among others, can in turn affect school performance.

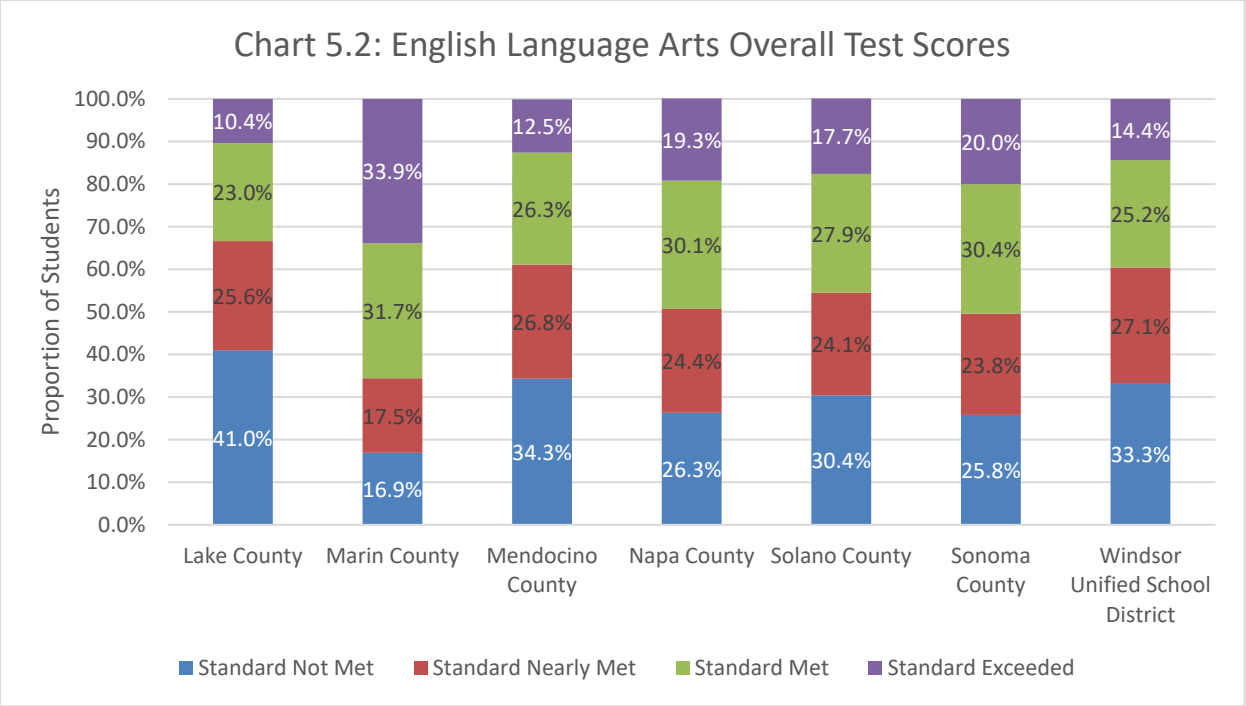
Each year, the California DOE publishes performance metrics for each school in the state, including student assessment results for English Language Arts and Mathematics as they compare to the state on meeting grade-level standards. As mentioned earlier, the DOE reports on some of the schools in the Windsor Unified School District. The Windsor Unified School District has a cluster school system, where there is only one school for each grade level. As shown in Table 5.2, the kindergarten through sixth grade elementary school (Mattie Washburn Elementary School) was the only school in the town that scored moderately high in mathematics. Most schools' scores tend to be in the middle or average, leaning toward lower performing schools. However, three of the eight schools did not have Department of Education data available on their performance because the schools offer alternative education. The shortage of high-performing schools is further supported by TCAC/HCD's educational score, an attribute of the opportunity area maps, which identifies that all of the Town is primarily in the 50th to 75th percentile for anticipated education outcomes—most census tracts range from the 50th to 60th percentile in the Town. For comparison, census tracts north of Windsor along Highway 101 near and within Healdsburg primarily received scores above the 75th percentile, indicating very positive educational attainment for students in that area. Going south of Windsor, along Highway 101, the City of Santa Rosa received less positive educational outcome scores. Within Sonoma County and other local regions, higher educational outcomes are often expected in areas with higher median incomes, though not exclusively.

TABLE 5.2 SCHOOL PERFORMANCE SCORES, 2019		
School	**English Language Arts Score**	**Mathematics Score**
Bridges Community Based School, North County Consortium		
Brooks Elementary School		
Mattie Washburn Elementary School		
North Bay Met Academy		
Cali Calmecac Language Academy		
Windsor High School		
Windsor Middle School		
Windsor Oaks Academy		

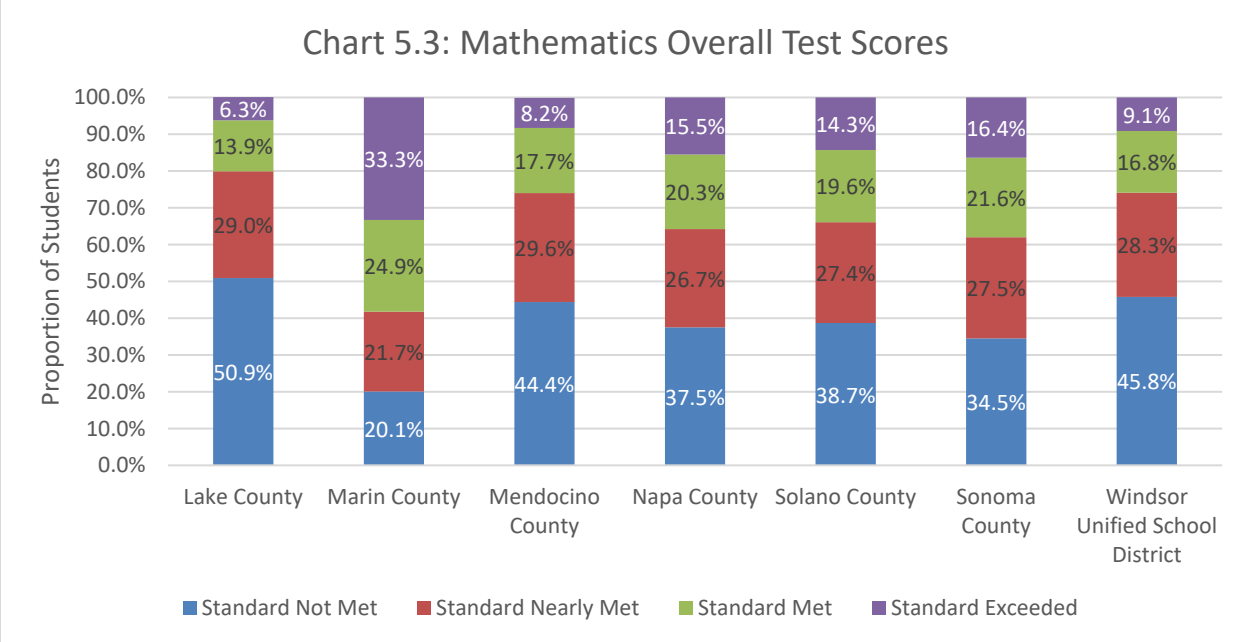
Unavailable Data *Highest Performing* *Lowest Performing*

Source: Town of Windsor, 2019

ELA scores for school districts in Sonoma County in 2019 ranged from 75.8 points below grade standards to 58.9 points above, while math scores ranged from 98.4 points below to 38.6 points above. In comparison, Windsor schools scored, on average 8.0 points below grade standards in ELA and 39.8 points below in math, indicating that school performance scores in Windsor may exceed many schools in Sonoma County. However, as shown in Chart 5.2, 39.6 percent of students in the Windsor Unified School District met or exceeded grade standards for ELA in the 2018-2019 school year, compared to 50.4 percent of students in Sonoma County as a whole. The strongest performance in the North Bay region is among students in Marin County. Math scores were also distinctly lower in Windsor schools, with just 25.9 percent of students meeting or exceeding grade standards (Chart 5.3). A lower proportion than all but Lake and Mendocino counties. In contrast to the relatively stable performance scores on the individual school level, the average scores suggests that students in Windsor may face more limited access to proficient schools compared to students throughout the region, which has been identified in Table 5.4 as a fair housing concern with associated programs aiming to improve educational opportunities in the town.



Source: California Department of Education, Data Quest, 2019; accessed December 2022



Source: California Department of Education, Data Quest, 2019; accessed December 2022

Environmental Health

In February 2021, the California Office for Environmental Health Hazard Assessment (COEHHA) released the fourth version of CalEnviroScreen, a tool that uses environmental, health, and socioeconomic

indicators to map and compare communities' environmental scores. The cumulative score for each census tract includes an exposure score, with a low score being a positive outcome, for each of the following:

- Ozone concentrations
- PM2.5 concentrations
- Diesel particulate matter emissions
- Drinking water contaminants
- Children's lead risk from housing for children
- Use of certain high-hazard, high-volatility pesticides
- Toxic releases from facilities
- Traffic impacts[8]

Disadvantaged communities or environmental justice communities ("EJ Communities") are identified by the California Environmental Protection Agency (CalEPA) as areas that are disproportionately affected by environmental pollution and other hazards that can lead to negative health effects, exposure, or environmental degradation, and may or may not have a concentration of low-income households, high unemployment rates, low homeownership rates, overpayment for housing, or other indicators of disproportionate housing need.[9] A community with a CalEnviroScreen 4.0 cumulative score in the 75th percentile or above is one with higher levels of pollution and other negative environmental indicators and is considered a disadvantaged community under SB 535.[10] Disadvantaged communities are targeted for investment through the State's cap-and-trade program. The condition of these communities poses fair housing concerns due to their disproportionate exposure to unhealthy living conditions.

In the Town of Windsor, no tracts exceed the 44th percentile, indicating that there are no areas that meet the criteria of a disadvantaged community (Figure 5.9). The northeast side of Windsor, which includes Windsor's less diverse, higher resource, and higher income areas, scores the lowest (3rd percentile in highest- and some high-resource areas, and 9th to 23rd percentile in moderate and some high-resource tracts. Scores are higher west of the Highway 101 corridor (including the triangular area between Highway 101, Hembree Lane, and the Old Redwood Highway). The tract with the Town's highest score (44th percentile) coincides with the majority of the Town's designated low-resource TCAC/HCD areas, the Town's most diverse block group (64 percent non-White population), and the town's lowest income block group ($42,819 median household income). This data suggests that lower income residents, residents with low access to resources, and residents living in the Town's most diverse neighborhood are all affected by environmental pollution to a greater degree than residents in other parts of the Town.

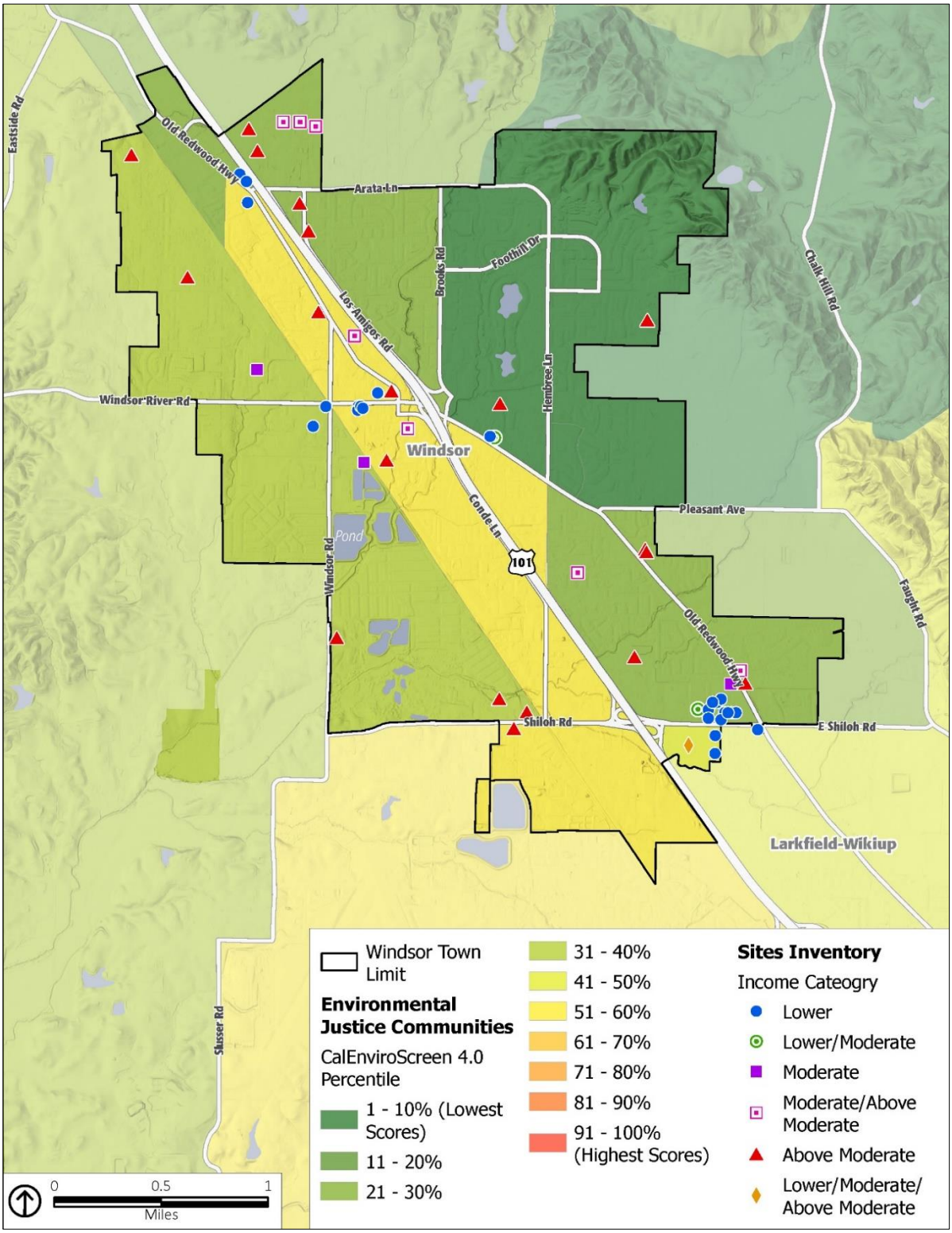
[8] California Environmental Protection Agency, California Office of Environmental Health Hazard Assessments. Update to the California Communities Environmental Health Screening Tool: CalEnviroScreen 4.0 Public Review Draft, February 2021. https://oehha.ca.gov/media/downloads/calenviroscreen/document/calenviroscreen40reportd12021.pdf

[9] California Health and Safety Code Section 39711

[10] California Office of Environmental Health Hazard Assessment. SB 535 (De León, Chapter 830, Statutes of 2012) Disadvantaged Communities, June 2017. https://oehha.ca.gov/calenviroscreen/sb535

In general, residents of Windsor have access to relatively healthy conditions that benefit long-term health and quality of life. Regionally, Santa Rosa contains the highest-scoring census tracts in Sonoma County, with some overlap into Sebastopol and Rohnert Park. Jurisdictions with scores comparable to Windsor include Healdsburg, San Rafael, and Cloverdale. Jurisdictions and areas with scores exceeding the 40th percentile include the Charles M Schulz Sonoma County Airport, Healdsburg, Cloverdale, and Petaluma. Most areas of Sonoma County enjoy environmental conditions that typically result in positive impacts on health, including reduced pollution and access to open space and parks. The closest census tracts with comparable scores to Santa Rosa are found in the City of Napa and in Vallejo, which, while smaller, similarly feature residential areas adjacent to major highways. Scores in the highly urbanized San Francisco and San Pablo Bay Areas are substantially higher than in the North Bay Area, reflecting their greater density and closer proximity to a higher number of major highways.

FIGURE 5.9
CAL ENVIROSCREEN 4.0



Source: 2021 CalEnviroScreen 4.0, Office of Environmental Health Hazard Assessment (OEHHA)

Disability Services

As described in greater detail in the Housing Needs Assessment, there are six licensed Adult Residential Facilities and one licensed ARFPSHN (Adult Residential Facilities for Persons with Special Health Care Needs) in the Town of Windsor. Together these facilities have total capacity for 34 residents.[11] In Santa Rosa, the closest large city, there are 38 licensed Adult Residential Facilities and 5 licensed ARFPSHNs. Windsor residents have convenient transit access to Santa Rosa provided by Sonoma County Transit. Sonoma County Transit's fixed-route network provides intercity transit service traveling north-south between Cloverdale and Petaluma and east-west between Sonoma and Monte Rio. Additionally, the Windsor Shuttle (Route 66) provides local connecting service between stops in and around Windsor and the intercity Cloverdale-Santa Rosa-Petaluma route (Route 60). ADA paratransit services are provided by Sonoma County Transit within ¾ of their fixed-route transit service. Sonoma County Paratransit services are provided the same hours and days as fixed-route service. Sonoma County Transit offers next-day ADA Paratransit transportation service seven days a week to those who are unable (temporarily or permanently) to independently use fixed-route services due to a disability or health-related condition.

As discussed in the Housing Needs Analysis, nearby Santa Rosa serves as a social services resource hub for Sonoma County, including services for persons with disabilities. Windsor residents with disabilities benefit from convenient transit connections to a range of services and resources offered in Santa Rosa. The ADA Paratransit Service is also available for Windsor residents which is reserved for persons living with a disability who are unable to use lift-equipped fixed-route buses. The North Bay Regional Center, which provides employment and housing-placement services for persons with developmental disabilities, among other services, has a field office in Santa Rosa that is responsible for all of Sonoma County. The field office is near public transit stops, the Sonoma County Library, St. Joseph's Memorial Hospital, and essential commercial services such as pharmacies and grocery stores.

The Town requires new developments to comply with Title 24 of the 2019 California Building Code to ensure that all new construction meets accessible design standards, thus ensuring that all new housing is accessible for all residents regardless of disability.

Disproportionate Housing Need and Displacement Risk

Overcrowding

The US Census Bureau considers a household overcrowded when the rate of persons per room is greater than 1.00, and severely overcrowded when the rate of persons per room is greater than 1.50. Overall, Windsor residents experience overcrowding at a rate of 4.3 percent, lower than the statewide average of 8.2 percent. Windsor has a low rate of overcrowding among homeowners, with 2.1 percent of owner-occupied units considered overcrowded, and a subset of 0.4 percent considered severely overcrowded. However, rates of overcrowding are much higher among renters—12.5 percent of renter-occupied units are overcrowded, with a subset of 8.4 percent considered severely overcrowded. This

[11] California Department of Social Services Community Care Licensing Division, 2021

indicates that renters experience overcrowding at a higher rate than owners in Windsor, and that a larger proportion of renters who do experience overcrowding live under severely overcrowded conditions.[12]

Overcrowded conditions are unevenly distributed in Windsor by race. White, non-Hispanic residents experience overcrowding at a rate of 1.5 percent, Asian/API households experience overcrowding at a rate of 4.7 percent, and Hispanic/Latinx households experience overcrowding at a rate of 14.0 percent. Additionally, households identifying as "Other race or multiple races" experience overcrowding at a rate of 24.7 percent. This data indicates that non-White households experience overcrowding at significantly higher rates than White non-Hispanic households in Windsor.[13]

Overcrowded conditions are also unevenly distributed in Windsor by income. Households earning at or above the Area Median Income (AMI) experience overcrowding at a lower rate, 1.8 percent, which is evenly divided between overcrowded and severely overcrowded households. However, households earning below AMI see higher rates of overcrowding, with overcrowded households comprising 11.7 percent of households earning 81 to 100 percent AMI, 3.8 percent of households earning 51 to 80 percent AMI, 12.7 percent of households earning 31 to 50 percent AMI, and 4.3 percent of households earning 0 to 30 percent AMI. Additionally, all overcrowded households in the lowest income bracket (0 to 30 percent AMI) are severely overcrowded, while other income brackets see a more even distribution of overcrowding and severe overcrowding among overcrowded households, with marginally fewer households experiencing severe overcrowding within these income groups. These data indicate that overcrowding disproportionately impacts lower- to moderate-income households in Windsor, indicating a need for larger units affordable to households at these income levels.

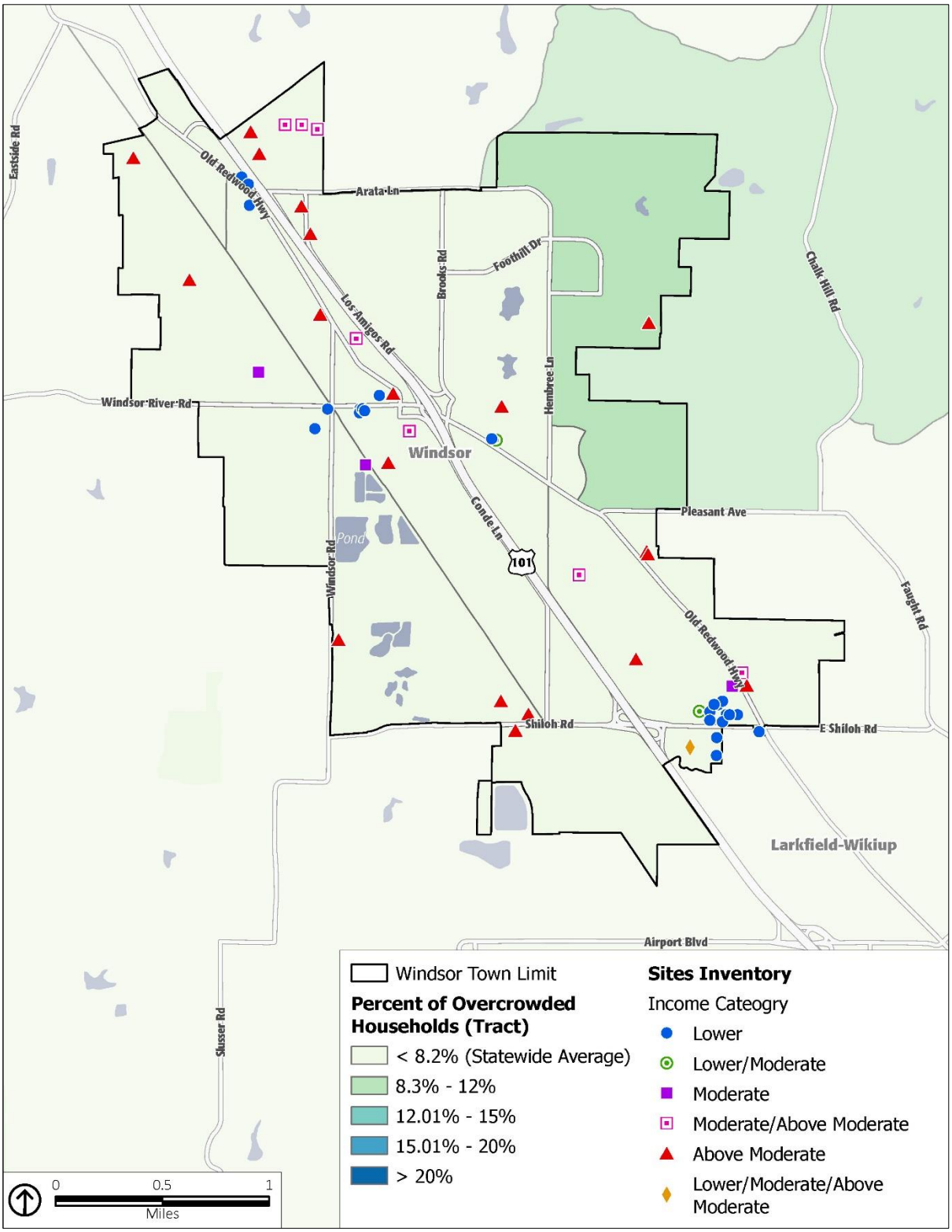
Overcrowded households in Windsor are found at higher rates within the census tract along Highway 101 and in the census tract bounded by Arata Lane to the north, Hembree Lane to the east, Old Redwood Highway to the south, and Brooks Road to the west (Figure 5.10). The former tract is home to the Town's relatively lower-income and more diverse block groups as well as the majority of the Town's nonresidential land uses. The latter tract is an amenity-rich neighborhood of larger-lot single family homes that, as described in the Overpayment/Cost Burden subsection, also sees a higher relatively rate of cost burden compared with other neighborhoods in the Town.[14] This indicates that, consistent with patterns found elsewhere in Sonoma County, overcrowding disproportionately impacts lower- and moderate-income households, households in communities of color, and households living closer to the Highway 101 corridor. Additionally, in a pattern unlike those found elsewhere in Sonoma County, overcrowding occurs at a slightly higher rate in a higher-resource area where proximity to

[12] ABAG/MTC Housing Element Data Package, Tables OVER 01-02, April 2021
[13] ABAG/MTC Housing Element Data Package, Table OVER-03 April 2021
[14] CA Dept. of Public Health, "Healthy Communities Data and Indicators Project (HCI) Housing Crowding," https://cdphdata.maps.arcgis.com/apps/MapSeries/index.html?appid=f3f5c38477d24b2fbbc616d54907df97.

green space, proficient schools, and other amenities may outweigh considerations like unit size for households with the means to live in these areas.

Regionally, residents of Windsor experience overcrowding at a lower rate (4.27 percent) than in Sonoma County (5.61 percent). However, 53 percent of Windsor's overcrowded households are also severely overcrowded, while 28 percent of all overcrowded households across Sonoma County are also severely overcrowded (refer to Table 4.8). This suggests that, while Windsor households experience overcrowding at a lower overall rate than in Sonoma County, that those Windsor households which do experience overcrowding tend to be severely overcrowded at a higher rate than in Sonoma County. In a pattern consistent with other areas of Sonoma County, overcrowding is experienced at higher rates in neighborhoods in Windsor with more diverse populations and neighborhoods with lower median household incomes. In order to actively protect residents from displacement risk due to overcrowding, and improve access to amenities for all residents, with particular attention to renter households in communities of color and lower-income renter households, the Town has included Program H-10.

FIGURE 5.10
OVERCROWDING



Source: Comprehensive Housing Affordability Strategy (CHAS) 2020

Overpayment/Cost Burden

Each year, the U.S. Department of Housing and Urban Development (HUD) receives custom tabulations of American Community Survey (ACS) data from the U.S. Census Bureau. These data, known as the "CHAS" data (Comprehensive Housing Affordability Strategy), demonstrate the extent of housing problems and housing needs, particularly for low-income households. The latest available CHAS data related to overpayment for the Town of Windsor covers the 2014-2018 ACS 5-year estimate period. A household is considered to be overpaying/cost burdened when 30 percent or more of household income is spent on housing costs (rent, mortgage payments, etc.) Households spending more than 50 percent of their income on housing costs are considered severely cost burdened. Cost burdened/overpaying households are at an elevated risk of displacement.

Overpayment is an issue in Windsor for both homeowners and renters—76 percent of households in Windsor own their homes, and 24 percent rent (Figure 5.11). Of all households in Windsor, 32 percent are cost burdened—this rate differs between homeowners and renters, with 28 percent of owners and 44 percent of renters overpaying (Figure 5.12). Regionally, 38 percent of households in Sonoma County overpay—30 percent of owners and 50 percent of renters. This indicates that households overpay at a lower rate in Windsor than the average for Sonoma County, but that the rate of overpayment among renters in Windsor is substantially higher than it is among owners, consistent with the regional pattern in Sonoma County. Also, 10 percent of owners and 17 percent of renters in Windsor are severely cost burdened (paying over 50 percent of household income on housing costs), while 12 percent of owners and 26 percent of renters in Sonoma County are severely cost burdened.

Cost burden is distributed unevenly by income in Windsor. While 32 percent of overall households in Windsor are cost burdened, when broken out by income groups, 60 percent of low income (<80 percent AMI) households are cost burdened, with a similar pattern demonstrated at the County level, where 65 percent of low-income households are cost burdened. Households not considered low income (>80 percent AMI) have relatively lower rates of cost burden both in Windsor (23 percent) and Sonoma County (21 percent), indicating that cost burden is an issue disproportionately impacting low-income residents both in Windsor and Sonoma County.

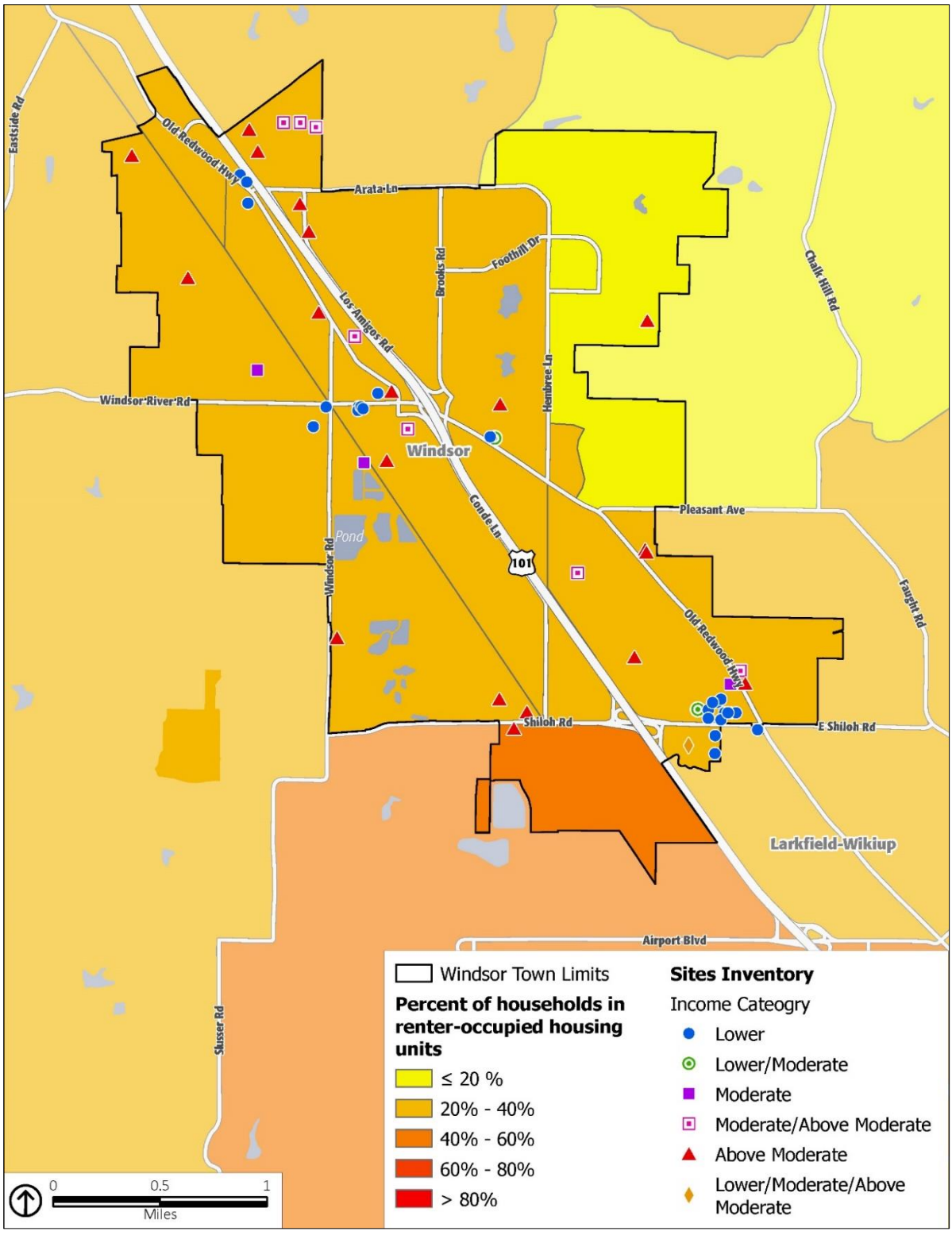
Cost burden among renters is evenly distributed spatially across Windsor, with all tracts ranging between 39 and 53 percent. The highest rate, 53 percent, is in the residential neighborhood bounded by Arata Lane to the north, Hembree Lane to the east, Old Redwood Highway to the south, and Brooks Road to the west. This neighborhood includes the Lakewood Village shopping center, the Lakewood Hills gated community, other neighborhoods composed of single-unit residences, Windsor Middle School, and several public and private parks. Overpayment among homeowners in Windsor follows a similar pattern as overpayment among renters, with a higher rate in this neighborhood (43 percent) compared with the rest of the Town's tracts (31 to 38 percent). Homes in this area are large-lot single-unit residences with more green space compared with other parts of the Town. This part of the Town is also less diverse than other areas, with a non-White population percentage of 34 percent south of Foothill Drive and 26 percent north of Foothill Drive, placing these tracts among the less diverse in the Town, compared with more diverse tracts (63 to 65 percent) in other parts of the Town with denser

housing, closer to Highway 101 and the Town's nonresidential uses. This pattern indicates that households may be stretching their budgets to live in this neighborhood with a high number of amenities, and that low- and moderate-income households and non-White households are less likely to live in this part of the Town.

Housing Choice Voucher (HCV) utilization is primarily found along Highway 101 and west of Bell Road, including the Town's commercial center, smaller-lot residential areas in proximity to the highway and nonresidential uses, and the majority of its diverse block groups. There are no households utilizing HCVs northeast of the Redwood Highway, including the previously described residential area in and around the Lakewood Hills neighborhood and several higher-income residential neighborhoods in northeast Windsor.

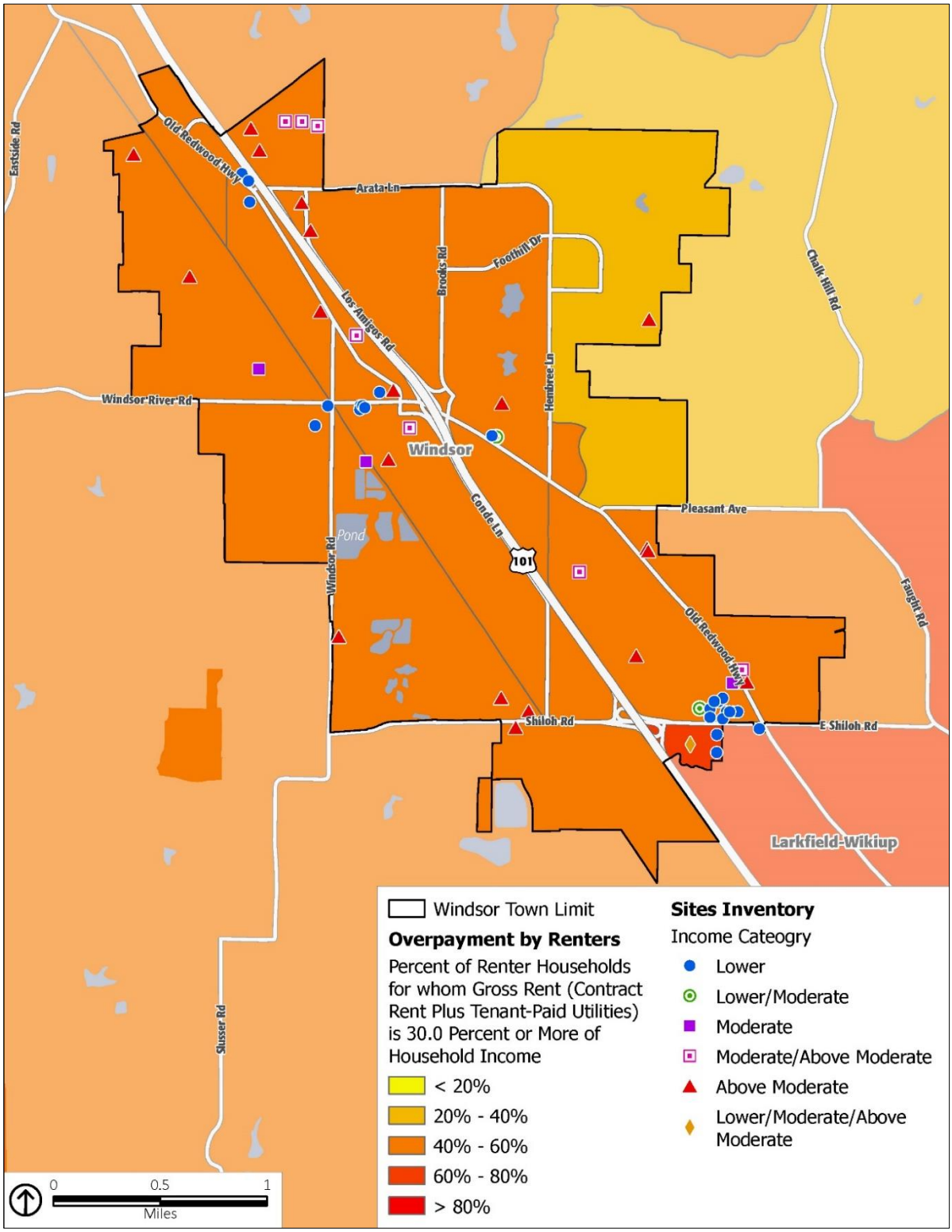
Patterns of cost burden in Windsor is marginally lower but still comparable to the average for Sonoma County. Cost burden is more serious for renters, and neighborhoods where cost burden is higher coincided with neighborhoods that are more diverse and where Housing Choice Vouchers are more likely to be used. Overpayment among owners is on par with regional trends and lower than the rate among renters, though it is distinctly higher in one more-exclusive section of the Town with access to many amenities. In order to actively protect residents from displacement, reduce cost burden on renters and owners, and improve access to amenities for all residents, with particular attention to non-white in the vicinity of Highway 101, the Town has included Program H-10.

FIGURE 5.11
RENTER OCCUPIED HOUSING



Source: 2012-2016 American Community Survey

FIGURE 5.12
OVERPAYMENT BY RENTERS



Source: 2015-2019, American Community Survey

Substandard Housing

Residents living in substandard housing face significant safety concerns and are at elevated risk of displacement. As described previously, Windsor's Community Development Department reports that very few houses or apartment buildings are in need of major maintenance or repair. Between September 2019 and 2021, 96 code enforcement cases were addressed, and approximately 15 percent were related to residential building code violations, with none of these violations related to substandard housing issues. Data indicate that instances of substandard housing are low, with approximately 2 percent of units townwide lacking complete facilities, the majority of which (85 percent) lack kitchens.[15] In a community outreach session held on October 14, 2021, participants primarily identified that their home is not in need of repair (top answer), with two participants indicating a need for major maintenance. Data indicate that substandard conditions disproportionately impact renting households.[16] As shown in Figure 5.11, a greater proportion of renting households are closer to Highway 101 and on the Town's west side, with relatively fewer renting households in northeast Windsor. These areas of Windsor with the highest rates of renting households (37 percent west of the railroad, and 31 percent running along the west side of Highway 101) also coincide with the Town's most diverse block groups (63 percent non-White population in a block group between Start Road, Windsor River Road, and the railroad, and 65 percent non-White population found between the Old Redwood Highway, Highway 101, and Hembree Lane). These data indicate that more diverse communities are more likely to be found in areas with higher rates of renting households, and that these areas are more likely to be the location of substandard housing.

As described previously, housing development has decreased in Windsor in recent years, and due to the age of existing housing units, the Town should be prepared for a growing need for maintenance and repair during the planning period. To support lower-income households that are living in substandard units and/or units in need of maintenance and repair, the Town will continue to implement the Housing and Mobile Home Rehabilitation Program (Program H-16) and continue to apply for funding to assist with overall housing rehabilitation (Program H-17) to facilitate the improvement of existing rental units. As a part of this program, the Town will identify areas of need, such as the Highway 101 corridor, to assist in repairs and potential mitigation of costs, displacement, and relocation impacts on residents.

Throughout Sonoma County and in surrounding jurisdictions, the age of much of the housing stock exceeds 30 years and may be in need of rehabilitation. For example, approximately 71 percent of the housing stock in Sonoma County is 30 years or older. Also, 41 percent of households in Sonoma County have at least one of four housing problems (incomplete kitchen facilities, incomplete plumbing facilities, more than 1 person per room, or cost burden greater than 30 percent), although this figure is higher for renters (56 percent) than owners (32 percent). According to the 2012 Sonoma County Analysis of Impediments, low-income residents reported that housing affordable to their households is often in poor condition, that residents who primarily speak languages other than English are particularly

[15] ABAG/MTC, 2021, "Housing element data package."
[16] ABAG/MTC, 2021, "Substandard Housing Issues," Housing Element Data Package.

vulnerable, and that tenants may withhold concerns over substandard conditions in fear of retaliation from landlords.[17]

To provide support in instances where residents are at risk of displacement due to safety concerns and/or displacement related to substandard housing conditions, the Town has included Programs H-16 and H-17 to advertise the availability of home maintenance and repair loans provided by the Town and Sonoma County and considers pursuing additional funding for home repairs and improvements.

Homelessness

The Continuum of Care (CoC) is Sonoma County's regional collaboration to address homelessness. The CoC is governed by a 15-stakeholder board that consists of: local officials, nonprofit representatives, homelessness experts, and individuals with lived experience. The CoC conducts an annual Point-in-Time (PIT) count of the unhoused population in the County. In 2020, the PIT count found 2,745 unhoused people across Sonoma County, a change of approximately 7 percent from the 2019 PIT count of 2,951. Approximately 62 percent or 1,702 people of the 2020 PIT were counted in unsheltered places, and 38 percent or 1,043 people were identified in sheltered places. Of the homeless population in the County, approximately 84 percent identified as Straight, 6 percent identified as Bisexual, 6 percent identified as Gay or Lesbian, 3 percent identified as Other, and 1 percent identified as LGBTQ (lesbian, gay, bisexual, transgender, queer, and others). Additionally, of the 2,745 unhoused people, 61 percent, or 1,679 people, identified as a part of the following subpopulation:

- Chronically homeless
- Families
- Older adults (Ages 44-60)
- Transition-age youth (Ages 16-25)
- Unaccompanied children
- Veterans

Of these, the top three categories are older adults, chronically homeless, and transition-aged youth. Approximately 39 percent, or 648 individuals, in these categories identified as older adults; approximately 30 percent, or 508 people, identified as chronically homeless; and approximately 15 percent, or 245 people, identified as transition-age youth. Within the families subcategory, there were 80 families consisting of 235 members. All but 3 percent of this population were sheltered. There were 59 unaccompanied children, and 82 percent of this subpopulation was unsheltered.

[17] Sonoma County, 2012, "Sonoma County Regional Analysis of Impediments to Fair Housing Choice," https://www.srcity.org/DocumentCenter/View/4163/2011-Sonoma-County-Regional-Analysis-of-Impediments-to-Fair-Housing-Choice-PDF?bidId=

According to the 2020 PIT count, approximately 64 percent of the counted individuals identified as White, and 19 percent identified as Multiracial. Approximately 6 percent identified as Black, 9 percent identified as American Indian or Alaska Native, and 25 percent identified as Latinx/Hispanic. According to Figure 4.1, the White population in Sonoma County was at 63 percent, and 27 percent of the population identified as Hispanic or Latinx. In Windsor and Sonoma County, Black residents and Other Race/Multiple Race residents made up 4 percent or less each of the population as a whole. Therefore, there is a disparity between the unhoused population and the racial and/or ethnic makeup of the County. Black, American Indian or Alaska Native, or Multiracial residents make up a disproportionate number of the unhoused population in the County. As discussed in the Housing Needs Assessment, Windsor staff estimated there about 10 persons experiencing homelessness within the Town limits, all of which are unsheltered. As of 2021, the Town does not have any homeless facilities (emergency shelters, transitional housing, or permanent supportive housing) within town boundaries. The closest available housing or shelter for persons experiencing homelessness in Windsor is Healdsburg, which can be reached by a 12-minute bus ride. However, if a person experiencing homelessness cannot afford to take the bus, the walk to Healdsburg is over five hours long. Walking to Santa Rosa from Windsor takes about 4.5 hours.

The Town can address local homeless housing needs by providing assistance to developers of transitional and supportive housing through applications for State and Federal funding, design review workshops, site location assistance, and direct financial assistance. The Town has identified Program H-35 to explore entering into participation agreements with neighboring cities and/or councils of governments that operate emergency shelter programs to expand services to assist the unhoused population in Windsor. Additionally, the Town will ensure materials related to homelessness assistance programs are translated into Spanish and other languages as needed and will partner with local service providers for persons with disabilities to identify strategies to provide adequate services for this homeless population. Additionally, under Programs H-9 and H-37, the Town will incentivize housing providers to ensure that housing needs are met for extremely low-income persons, persons with mental and physical disabilities, and other special needs groups.

Displacement Risk

Housing Costs

The annual rate of increase in average home value or rental prices compared with annual changes in the average income in Windsor also indicates an increased risk of displacement due to housing costs outpacing wage increase, a trend that is felt throughout the region, state, and nation. Zumper, an online residential rental search tool, periodically publishes a National Rent Report summarizing rental price trends and statistics.[18] Zumper reports the median rent for a two-bedroom apartment in Windsor to be $2,400 as of December 2021, a 34 percent year-over-year increase since 2016. The oldest available data is from March 2016, when the average rent for a two-bedroom in Windsor was $1,600, indicating an

[18] Andrews, Jeff. 2022. "Zumper National Rent Report," Zumper, https://www.zumper.com/blog/rental-price-data/

increase of 50 percent over a roughly five-year period. In comparison, the ACS estimates that the median contract rent in Windsor has increased from $1,411 in 2010 to $1,627 in 2019 (1.7 percent average annual increase), in Sonoma County from $1,107 to $1,478 (3.7 percent average annual increase), and in the Bay Area from $1,234 to $1,849 (5.5 percent average annual increase). While this data is slightly older than the current data provided by Zumper.com, and privately collected data is not available for current median rents, it is assumed that rents have continued to increase at similar rates. As such, rent increases in Windsor are likely rising at a slower rate than other communities in Sonoma County and the Bay Area, but the shortage of rental units identified by stakeholders still presents a barrier to housing mobility and access for new renters.

Zillow, an online real estate search tool, collects, analyzes, and publishes a Zillow Home Value Index representing a typical home value in a given area.[19] The Home Value Index is seasonally adjusted and only includes the middle price-tier of homes. As of February 2022, the Home Value Index for Windsor is $750,908, a 32.1 percent increase from $568,154 in February 2017, for an average annual increase of 6.4 percent. In comparison, the Home Value Index for Sonoma County has increased from $586,571 to $762,788 over the same period, a total of a 30.0 percent increase and an average annual increase of 6.0 percent, indicating a similar rate of increase in home prices in the city and county. While the median home value in Sonoma County reflects that of Windsor, the value in the Bay Area as a whole exceeds $1 million and has increased by nearly 15 percent annually since 2017.

Median household income in Windsor was $117,533 in 2020, $106,899 in 2019, and $86,192 in 2016, a 9.9 percent year-over-year increase and a 36 percent increase over a four-year period (ACS 2020, 2019, 2016). Increases in rental prices and home values have outpaced increases in income in Windsor, suggesting that residents may be at risk of displacement. These data also indicate that rental prices have increased at a faster pace than home prices. In combination with the limited rental stock available in Windsor, this suggests that some Windsor renters may be at risk of displacement. Regionally, counties north of the San Francisco Bay Area have seen rents increase in recent years as housing market pressures drive even higher-income renters northward. Patterns of renter overpayment, an indicator of displacement risk, in Sonoma County have stayed consistent between 2019 and 2014 ACS 5-year estimates, with higher rates closer to the urbanized Route 101 corridor north and south of Santa Rosa, and lower rates in more remote parts of the county. Certain tracts in the county that have very few renters are also considered to have higher rates of cost burden, reflecting higher rental prices in predominantly owner-occupied neighborhoods. Low-resource areas in urban parts of the county tended to stay relatively more cost burdened between 2014 and 2019.

Natural Disasters

CAL FIRE establishes Fire Hazard Severity Zones (FHSZ), designating each as moderate, high, or very high severity. CAL FIRE only designates very high fire hazard severity zones within Local Responsibility Areas (LRAs). Incorporated areas, such as Windsor, are considered Local Responsibility Areas (LRAs) and only have designations of very high fire hazard severity zones within the Town's limits. Figure PHS-

[19] Zillow. 2022. "Zillow Home Value Index," Zillow, https://www.zillow.com/windsor-ca/home-values/

9 in the Windsor Public Health and Safety Element shows the wildfire hazard severity zones and wildland-urban interface in and around Windsor.

There are no Very High Fire Hazard Severity Zones in the Town. However, areas adjacent to the Town that are susceptible to wildfires are also of concern as these conditions could exacerbate vulnerabilities within the Town. The area southeast of Windsor is considered a moderate fire hazard severity zone. There are also areas of moderate fire hazard severity along the Town's northeastern border. The nearest identified High and Very High FHSZs are in the Armstrong Redwoods State Natural Reserve to the west, and Del Rio Woods Regional Park to the north, adjacent to Healdsburg. A combination of factors, including weather, topography, and vegetation put these areas at a high risk.

Areas of wildland/urban interface (WUI), where high-value structures such as homes meet highly flammable native vegetation, are more vulnerable and, as a result of serious wildland fires throughout the state in recent years, are more stringently subject to fire-prevention regulations on development. Residential development in the WUI, the introduction and proliferation of exotic species, accumulated fuel because of the exclusion of naturally occurring fire, and climate-change-driven compression of the historical rainy season exacerbate the fire problem. Taken together, these factors result in more people, property, critical infrastructure, and natural resources in harm's way on a more frequent basis. Though large-scale wildfires do not occur every year, wildfire incidents driven by extreme weather conditions have repeatedly been difficult to contain.

Those households at greatest risk of displacement due to wildfire are those located in the WUI (see Figure PHS-9 in the Windsor Safety Element). These areas include low, moderate, and high resources areas, as well as areas with median incomes ranging from $42,819 to $128,942 and non-White populations ranging from 32.2 percent of the population to 56.4 percent. This suggests that displacement risk resulting from wildfire issues is not an isolated issue impacting disproportionately burdened groups. To reduce and mitigate the impacts of fire on neighborhoods throughout the town, but with a particular emphasis on lower-income neighborhoods that may have fewer resources for recovery, the Town has included the following policies in the Public Health and Safety Element:

- PFS-4.1 - Fire Protection Design for New Development. New development adjacent to heavily grassed and semi-arid hillsides shall be designed to minimize fire hazards to life and property, including the use of fire preventive site design (i.e., defensible space), landscaping and building materials, and fire suppression techniques.

- PFS-4.7 - Weed Abatement. The Town shall continue to support the Fire District's efforts to maintain and implement a Weed Abatement program to prevent fire hazards created by vegetative growth.

- PFS-7.2 - Fire Response Time Goal. The Town shall strive to maintain a five-minute fire suppression response time throughout the Sphere of Influence.

- PFS-7.4 - Application Review. To minimize fire hazards, firefighting personnel should be routinely involved in the review of new development applications. In particular, the Town should review development applications for the adequacy of emergency access, street widths and turning radii, fire hydrant locations, fire flow requirements, and water storage and pressure needs.

- PFS-7.5 - Fire Prevention. The Town shall require all development to provide onsite fire suppression measures and/or management of surrounding vegetation to provide minimum clearance between the structure and the vegetation.

In addition to wildfire displacement, flood risk can increase displacement risk for households living in floodplains. There are seven creeks and streams within the Town of Windsor that increase the potential for local and regional flooding during significant rain events. Flooding susceptibility in Windsor is primarily associated with Starr Creek, Windsor Creek, and Pool Creek.

The Federal Emergency Management Agency (FEMA) developed flood maps that identify areas with the highest risk of flooding, differentiating by the degree of severity and frequency of flooding anticipated. In Windsor, much of the area south of Shiloh Road is within the 100- or 500-year floodplain. West of Highway 101 uses within the town are restricted to industrial and commercial; therefore, there is not increased displacement risk resulting from flooding. However, east of Highway 101 and outside of town limits, the Mobile Home Estates and Colonial Park mobile home park are located partially within the floodplain. Within town limits, there is no increased displacement risk due to flooding south of Shiloh Road. To mitigate any potential impact, however, the Town has included the following policies in the Public Health and Safety Element:

- PHS-2.2 Locating Emergency Response Facilities and Infrastructure. The Town shall ensure that emergency response facilities and infrastructure are located to avoid hazardous areas (e.g., seismically prone areas and FEMA 100-year flood zone) and designed to remain functional following a major natural or human-made disaster. When the location of emergency facilities and infrastructure in such areas cannot be avoided, effective measures should be implemented to minimize potential damage and public inconvenience.

- PHS 3.1 - 100-Year Flood Zone Protection. The Town shall require that new residential, public, commercial, and industrial development be required to implement protection measures when located in a 100-year flood zone.

- PHS-3.2 - Land Use Restriction in Flood Prone Areas. The Town shall continue to prohibit development in designated regulatory floodways. Development is permitted in the floodway fringe with the approval of a development permit and appropriate mitigation measures.

- PHS-3.5 Floodplain Combining District. The Town shall continue to use the floodplain combining district of its Zoning Ordinance to specify the appropriate development regulations and to define the development review process for proposals within the floodways and within

the 100- year flood zone in order to remain consistent with Muni Code Title 9: Flood Damage, Flood Control, and Drainage.

- PHS-3.8 Dam Failure. The Town shall continue to coordinate with the County to maintain current Dam Inundation Maps and Dam Failure Plans.

Based on the town's location and projected natural disaster impact areas, there is not an increased displacement risk for any population in Windsor, and disasters to not present a barrier to entry for households wishing to reside in Windsor. Policies and programs included in the Town's Public Health and Safety Element are expected to adequately address and mitigate any disaster-driven displacement potential.

Enforcement and Outreach Capacity

The Town enforces fair housing and complies with fair housing laws and regulations through a twofold process: review of Town policies and codes for compliance with state law, and referring fair housing complaints to appropriate agencies. Any updates or revisions to the Town's Zoning Ordinance that are needed to comply with fair housing laws have been identified in the Housing Element programs. The Town will continue to regularly review land use policies, permitting practices, and building codes for compliance with state and federal fair-housing laws (Program H-39).

In addition to assessing fair housing issues related to development standards, fair housing issues can include disproportionate loan rates by race; housing design that is a barrier to individuals with a disability; discrimination against race, national origin, familial status, disability, religion, or sex when renting or selling a housing unit, and more. The Town ensures dissemination of fair housing information and available services through the Town's website. The Town will continue to make fair housing information available, updating annually or as needed, on the Town's website and through annual distribution of printed materials at Town buildings, and making materials available at community meetings.

The Town is in the process of updating its Zoning Ordinance, projected for adoption in the fall of 2022 following review of the draft ordinance and revisions. The Town will continue to regularly examine zoning and land use policies, permitting practices, and building codes to comply with fair-housing laws. Periodic reviews of the zoning regulations and policies confirm that, as the Town grows and changes, it continues to ensure and enforce that all persons have access to sound and affordable housing to the extent that such housing is available. The Housing Element will ensure compliance with fair housing law through the following:

- Density Bonus Law (Government Code Section 65915 et. seq.). The Town implements state Density Bonus Law in Chapter 27.22 of the Zoning Ordinance, most recently updated in 2018. The Town will amend its density bonus program in accordance with ABs 2753, 2372, 1763, 1227, and 2345 that were passed between 2019 and 2022.

- No-Net-Loss (Government Code Section 65863). The Town, through its General Plan update, will designate sufficient land to maintain an adequate number of sites at all times during the planning period commensurate with its assigned RHNA and will periodically review its land inventory to ensure site availability.
- Housing Accountability Act (Government Code Section 65589.5). The Town will not disapprove, or condition approval in a manner than renders infeasible, a housing development project for very low-, low-, or moderate-income households or an emergency shelter unless specified written findings are made.
- Objective Development and Design Standards (Government Code Section 65913.4). In 2021 the Town adopted by ordinance Multifamily Residential Design and Development Standards. Adoption of an updated Zoning Ordinance, including Objective Development and Design Standards, is projected for the end 2022, following revisions and public input.
- Homeless Accommodations. The Town's Zoning Ordinance allows for emergency shelters, transitional housing, and supportive housing in all residential zones and will amend its codes to allow for low-barrier navigation centers as a by-right land use in accordance with Government Code Sections 65582, 65583, and 65660 et. seq.
- Farmworker and Employee Housing. The Town will revise its Zoning Ordinance to allow for farmworker housing, agricultural housing, and employee housing as a by-right residential use in accordance with Sections 17021.5 and 17021.6 of the Health and Safety Code.
- Application Processing (Government Code Section 65589.5). The Town will rely on regulations set forth in state law for processing preliminary application for housing development projects, conducting no more than five hearings for housing projects that comply with objective General Plan and development standards, and making a decision on a project within 90 days after certification of an EIR or 60 days after adoption of an MND or an EIR for affordable housing projects.

Fair Housing Advocates of Northern California is the local fair housing agency serving Sonoma County (with the exception of the City of Petaluma.) FHANC offers fair housing counseling services, complaint investigation, and assistance in filing housing discrimination complaints to homeowners and renters, with resources available at no charge in English, Spanish, and Vietnamese. Between July 1, 2020, and June 30, 2021, FHANC provided counseling or education to 2,930 tenants, homeowners, homebuyers, housing providers, children, social service providers, and advocates across Marin, Sonoma, and Solano counties. Of the fair housing clients assisted by FHANC last year, 94 percent of clients were extremely low, very low, or low income. In addition, 27 percent were Latinx, 13 percent of whom spoke no English, and 20 percent were Black/African American.

There were no fair housing cases filed with HUD by residents, or against landlords, in Windsor between 2013 and 2021. Regionally, Santa Rosa is the County's largest city and has seen the largest number of Fair Housing cases (52) filed between 2013 and 2021. Other cities in Sonoma County with significant numbers of Fair Housing cases filed include nearby Sebastopol (2), Rohnert Park (14), and Cotati (3) as well as the City of Sonoma (8). These urban areas of the county are also home to low-resource census

tracts and higher rates of residents in protected classes, indicating a pattern of fair housing case filings occurring with greater frequency in cities with higher rates of protected classes.

As there have been no identified fair housing issues experienced by Windsor residents, as stated previously, it is assumed that the need for fair housing enforcement is limited. However, to ensure residents of Windsor have access to, and are aware of, fair housing resources and legal services as needed, the Town has included Program H-39 to make informational materials readily available in public buildings (i.e., Town Hall and library), in the Town newsletter, and on the Town website. Further, the Town will formally identify the Community Development Director as the point of contact for receiving and referring fair housing complaints, identifying within the capacity of the Director position. In additional to information and referrals, the Town will work with fair housing providers annually to track fair housing issues. To expand capacity to provide fair housing enforcement and outreach, the Town will also contract with a fair housing rights nonprofit to provide services on an ongoing basis (Program H-39).

Sites Inventory Analysis

Government Code Section 65583(c)(10)(A) added a new requirement for housing elements to analyze the location of lower-income sites in relation to areas of opportunity. The location of housing in relation to resources is integral to fostering inclusive communities and addressing disparities in access to opportunity. To assess whether sites improve or exacerbate fair housing conditions and whether sites are isolated by income group, the Town examined the 2021 Opportunity Areas map prepared by Tax Credit Allocation Committee (TCAC) and HCD (Figure 5.2), which identifies areas where characteristics have been shown by research to support positive economic, educational, and health outcomes for low-income households and positive long-term outcomes for children in particular. As seen in Figure 5.2, Windsor includes census tracts with TCAC/HCD designations including low, moderate, high, and highest resource. Sites identified to accommodate the RHNA are found in low, moderate, and highest resource areas. Figures 5.2 through 5.12 and accompanying charts included in this sites inventory analysis present the number of projected units by targeted income category and assess how the sites' locations will affirmatively further fair housing in terms of the sites' impacts on patterns of segregation and integration and access to opportunity for Windsor residents. The Town has introduced sites in an effort improve fair housing conditions to the greatest extent possible in the context created by the Town's existing development. As will be described in this section, in instances where identified sites do not demonstrate clear potential to improve existing fair housing issues, the Town will nevertheless promote greater access to opportunity and quality of life improvements in these areas through place-based anti-displacement and community revitalization strategies, as reflected in Section 3, Housing Goals, Policies, and Programs.

Table 5.3 presents the RHNA capacity based on census tract in the Town, and the existing conditions of each tract as they relate to indicators of fair housing. While all tracts have sites or projects located, the majority of the land area in tracts 1527.01, 1527.02, 1538.01, 1538.07, and 1539.01 is located outside of Town limits, and outside of the sphere of influence, and therefore the demographic characteristics may not represent the small portion of each tract within Town limits. Therefore, Charts 5.1 through 5.9

compare the total RHNA capacity, by income category, to identify distribution of the sites as they relate to each other.

As shown in Table 5.3, census tract 1538.09 includes 354 lower-income units and 111 above moderate-income units in this relatively income-integrated neighborhood, with median incomes spanning the income categories, to provide new housing opportunities for a range of incomes within their existing community. Additionally, this tract, which is located in the southeastern corner of the Town, has one of the lowest number of existing households currently found in Windsor. The neighborhoods in this area have the capacity to absorb approximately 20 percent of the RHNA capacity at a range of incomes to further income-integrated community in an area with relatively low poverty rates, moderate access to jobs, positive environmental conditions, and low overcrowding rates. While this tract has relatively high rates of overpayment, particularly among renters, the addition of 354 lower-income units will help to provide opportunities to reduce displacement risk due to housing costs in this area.

Census tracts 1538.04 and 1538.07 have the highest median incomes and lowest rates of poverty in the town. In order to combat the concentration of affluence in tract 1538.04, approximately 74 percent of the unit capacity is projected to meet the lower-income RHNA. While tract 1538.07 includes only above moderate-income units, the Town intends to address this concentration of affluence through alternate housing types, such as ADUs, that can be easily integrated within the neighborhood. With the exception of tracts 1527.02 and 1538.07, all tracts with identified capacity to meet the RHNA include a combination of lower-, moderate-, and/or above moderate-income units. This will facilitate mixed-income development, combat patterns of income segregation, and provide housing opportunities for a range of households.

All of the units in tract 1538.07, which is designated as high and highest resource areas, are for above moderate because this geographic area is not suitable for high density development. However, tracts 1538.04 and 1538.06 are designated as moderate and high resource, and include approximately 10 percent of the lower-income capacity. In order to improve access to resources, particularly for lower- and moderate-income households, the Town has identified several programs to integrate a range of housing types in areas of concentrated affluence, as well as improve the availability of services and resources in areas currently designated as low resource (see Table 5.4).

As presented, there are not significant differences in poverty rates, racial and ethnic characteristics, disability rates, etc. that would influence fair housing patterns with the identified distribution of site capacities and affordability.

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TABLE 5.3DISTRIBUTION OF RHNA BY CENSUS TRACT

Census Tract	Existing Households	RHNA Capacity			AFFH Indicators											
					Segregation/Integration					Access to Opportunity			Displacement Risk			
		Lower	Moderate	Above Moderate	Median Income	Poverty Rate	LMI[1] Population	Non-White Population	Disability Rate	Resource Designation	Jobs Proximity Index	CalEnviroScreen Score	Overcrowding Rate	Renter Overpayment Rate	Homeowner Overpayment Rate
1527.01[2]	1,988	126	5	141	No Data	8.8	28.6	33.9%	15.5	Moderate	97	47.2	0.0	62.4	32.8
1527.02[2]	2,000	0	0	29	$83,409	7.7	53.9	41.9%	13.9	Low	97	54.9	7.2	47.3	31.2
1538.01[2]	3,144	24	20	90	$99,643 - $125,833	6.9	33.8	39.3% - 63.2%	8.1	Low/Moderate	12 - 47	34.2	4.8	52.8	38.0
1538.04	1,033	23	0	8	$104,444 - $125,906	1.8	19.1	30.2% - 44.5%	12.3	Moderate/High	11 - 12	24.5	3.5	50.5	31.7
1538.06	1,190	42	1	2	$89,038 - $94,688	5.9	37.4	25.8% - 49.4%	10.5	Moderate/High	14 - 23	8.6	3.4	53.4	43.0
1538.07[2]	1,339	0	0	30	$123,191 - $128,942	1.4	11.9	23.3% - 31.0%	10.7	High/Highest	17 - 29	4.4	11.4	39.0	31.1
1538.08	1,516	87	44	668	$42,819 - $123,028	6.6	44.3	32.2% - 56.7%	15.5	Low/Moderate	13 - 27	52.2	6.8	56.1	36.1
1538.09	1,429	354	15	111	$58,917 - $110,000	3.3	33.8	26.7% - 49.9%	11.4	Moderate	51 - 67	26.1	2.1	49.4	37.8
1539.01[2]	2,329	23	24	219	$53,357	7.1	48.8	33.1%	9.4	Moderate	48	23.9	4.2	50.4	42.9

Sources: 2015-2019 ACS; Esri, 2018; TCAC/HCD 2021; HUD, 2020; OEHHA, 2021; CHHS, 2022

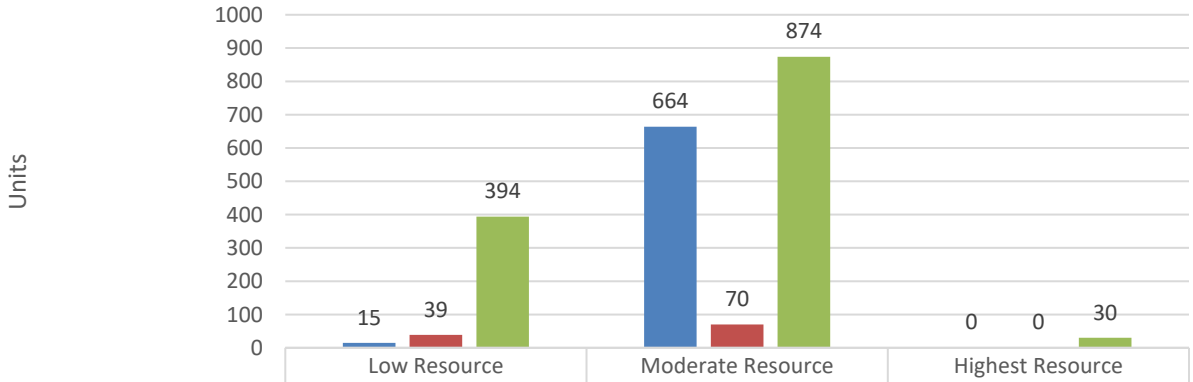
Note:

1. LMI = Low- to Moderate-Income
2. While these tracts include land within Town limits, each is largely located in the unincorporated areas of Sonoma County. Therefore, patterns may not be fully representative of the demographic characteristics of the Town of Windsor.

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Windsor's 6th Cycle RHNA allocation totals 994 units, separated by income level and number of units as follows: very low, 385; low, 222; moderate, 108; above moderate, 279. As described in Section 4 - Sites Inventory, the Town has identified sufficient sites to accommodate 2,159 units, exceeding the RHNA allocation by 1,165 units for this planning period. As described in the Sites Inventory, the Town will meet its identified housing need for the 6th cycle through approved and proposed projects, vacant and underutilized land, and new second units. The majority of units are identified through approved or pending projects. Figure 5.2 and Chart 5.1 show the distribution of total unit capacity organized by targeted income group and TCAC/HCD Opportunity Area designation. As shown in Chart 5.4, the majority of identified units, including most lower- and all moderate-income targeted units, fall within Low and Moderate Resource areas. Only 15 low-income units and 39 moderate-income units are in low-resource tracts, though sites accommodating 394 above-moderate income units are identified in low-resource tracts. Most units, ranging from lower- to above moderate-income, have been identified in moderate resource areas to promote mixed-income development. Through the distribution of sites and units in relation to opportunity area designations and targeted income groups, the Town will not create or exacerbate any concentrations of housing or household types. Through the identification and selection of housing opportunity sites, the Town will promote access to fair housing and alleviate any conditions described in this Assessment of Fair Housing that have the potential to present impediments to fair housing access.

Chart 5.4: Sites Inventory Analysis by TCAC/HCD Opportunity Area Designation



	Low Resource	Moderate Resource	Highest Resource
Sum of Lower	15	664	0
Sum of Moderate	39	70	0
Sum of Above Moderate	394	874	30

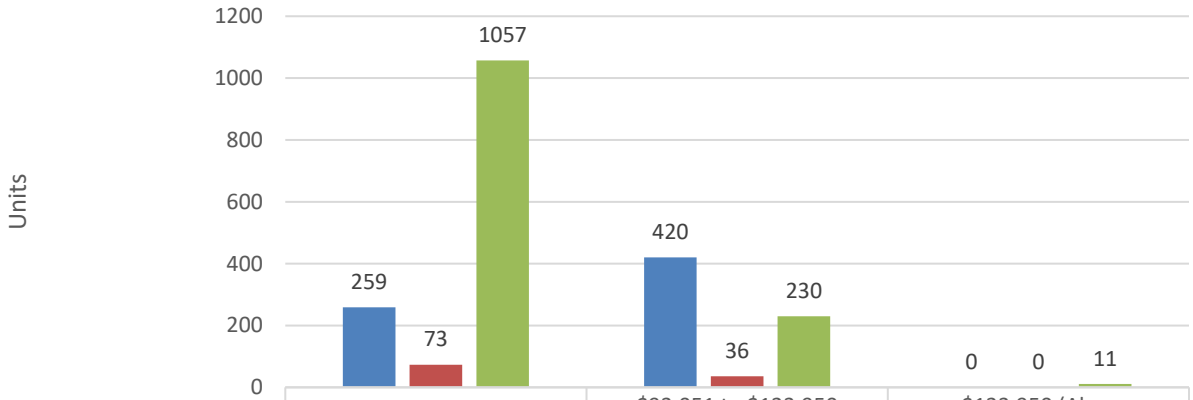
Source: HCD Regional Housing Needs Allocation, TCAC/HCD Opportunity Area Composite Score Map, 2021.

Potential Effect on Patterns of Integration and Segregation

Median Income

As described previously, Windsor census tracts have a range of household incomes, with highest-income households in the northeastern and southwestern parts of the Town and the lower-income households concentrated in more diverse areas, generally between Highway 101 and the railroad right-of-way. (Figure 5.3). For a more detailed description of household income distribution in Windsor, see "Patterns of Integration and Segregation." The Town will propose most lower-income units in moderate-resource census tracts where residents have access to many of the same resources as the high-resource areas but may experience other factors that lower their indexes for economic, environmental, and/or educational indicators. Approximately 38 percent of the potential units targeted for low-income households are in census tracts with median household incomes in the lower-income range (less than $93,051 annually) (Chart 5.5). In contrast, capacity for 62 percent of lower-income units has been identified in moderate-income areas, including some areas of the Town that qualify as RCAAs. To promote income integration throughout the Town, 81 percent of above moderate-income units have been identified in lower-income areas with the remainder in moderate-income areas. The Town has made an effort to promote a greater mix of household incomes in higher-income neighborhoods and to help promote integration through the selection of sites.

Chart 5.5: Sites Inventory Analysis by Median Household Income



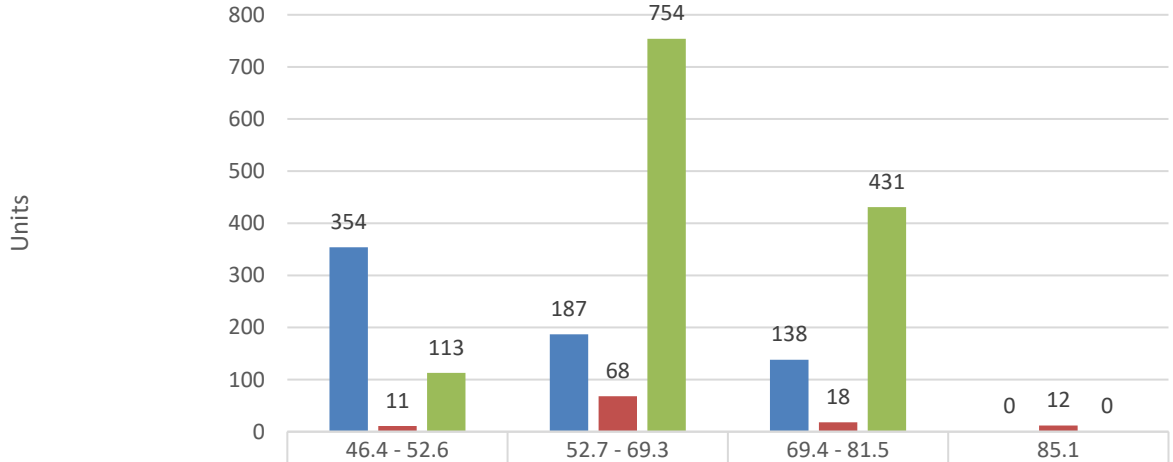
	<$93,051 (Lower-Income)	$93,051 to $123,950 (Moderate-Income)	>$123,950 (Above Moderate-Income)
Sum of Lower	259	420	0
Sum of Moderate	73	36	0
Sum of Above Moderate	1057	230	11

Source: 2015-2019 ACS

Diversity Composition

Windsor residents identifying as White comprise approximately 57 percent of the Town's population, and residents identifying as Hispanic comprise approximately 34 of the population. As described previously, the Town's two most diverse census tracts are a tract on the west side of the Town bounded by the railroad right-of-way, Windsor River Road, and Star Road, and a tract on the east side of the Town bounded by Highway 101, Old Redwood Highway, and Hembree Lane. For a more detailed description of demographic distribution in Windsor, see "Patterns of Integration and Segregation." As shown in Figure 5.5, fewer low- and moderate-income units are in the highest-diversity tracts compared with the number of low- and moderate-income units in moderately diverse tracts. As shown in Chart 5.6, the majority of housing opportunity units are identified in areas where the ESRI Diversity Index has assigned a score between 46.4 and 69.3 percent, indicating the likelihood that residents within these tracts identify by differing racial/ethnic demographic groups. Within these areas, the Town has identified sites, including a variety of units affordable to different household incomes. Sections of east Windsor, where the Diversity Index has assigned the lowest scores compared to the rest of the Town, still qualify as moderately diverse. In these areas, the Town will introduce a mix of units targeted for above moderate and low-income households, with a smaller number of units targeted for moderate-income households. Additionally, in higher-income, less diverse areas with concentrations of single-family homes in northeast Windsor, the Town will pursue a strategy of ADU promotion pursuant to Program H-7. The Town has identified sites in such a way as to propose a range of units at different levels of affordability in different parts of the Town. By taking this approach it is helping to integrate households and improve fair housing conditions by creating more housing supply and affordability on sites that are well distributed throughout the Town.

Chart 5.6: Sites Inventory Analysis by ESRI Diversity Index Score



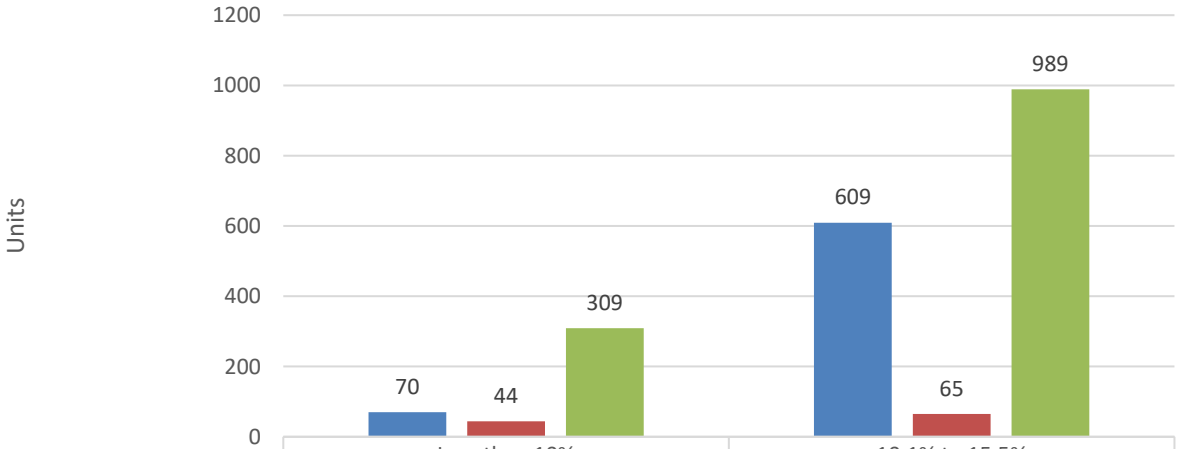
	46.4 - 52.6	52.7 - 69.3	69.4 - 81.5	85.1
Sum of Lower	354	187	138	0
Sum of Moderate	11	68	18	12
Sum of Above Moderate	113	754	431	0

Source: Esri, 2018

Persons with Disabilities

As described previously, Windsor does not contain any concentrations of persons living with disabilities, with rates ranging between 8.1 and 15.5 percent by census tract (Figure 5.7). For a more detailed description of the distribution of residents living with disabilities in Windsor, see "Patterns of Integration and Segregation." As shown in Chart 5.7, units affordable to low-, moderate-, and above-moderate income households are distributed across the Town so as not to create a concentration of low-income units, or any type of units, in areas of the Town with higher levels of residents living with disabilities. Residents living with disabilities may have unique accessibility needs; the Town will implement Program H-9 to increase the availability of accessible housing for residents living with disabilities and to make funding available for accessibility modifications.

Chart 5.7: Sites Inventory Analysis by Rate of Population Living with a Disability



	Less than 10%	10.1% to 15.5%
Sum of Lower	70	609
Sum of Moderate	44	65
Sum of Above Moderate	309	989

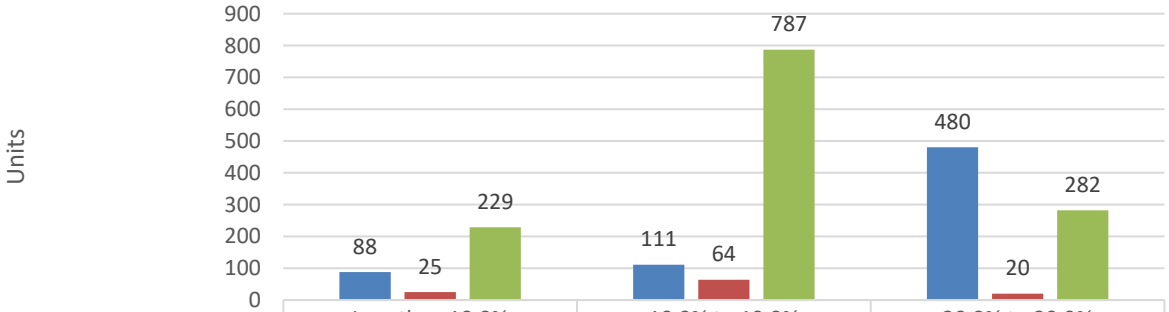
Source: 2015-2019 ACS

Familial Status

Nearly 60 percent of households in Windsor include married couples. Single-parent female-headed family households make up 10 percent of all Windsor households, and single-parent male-headed family households comprise 7 percent of all households. For a more detailed description of the distribution of household types by familial status in Windsor, see "Patterns of Integration and Segregation." Most female-headed single-parent households in Windsor have household incomes above the poverty line; approximately 14 percent of single-parent female-headed households with children, and 8 percent without children, have incomes below the federal poverty line. As shown in Figure 5.6, female-headed single-parent households are found at marginally higher rates (approximately 5 percent greater) east of Hembree Lane, but these rates are found in census tracts that

include large areas outside of Windsor and may not be representative of households within Town boundaries. Sites in this area will introduce units targeted for affordability for a variety of low-, moderate-, and above moderate-income households. The Town has identified housing opportunity sites and introduced units so that they do not create a concentration of low-income households in areas with elevated rates of children living in single-parent female-headed households. As shown in Chart 5.8, approximately 71 percent of all identified lower-income units (480 units) are found in areas with higher rates of this household type, and 13 percent of lower-income units (88 units) are in areas where the rate of single-parent female-headed households is the lowest among census tracts in the Town. The intent of this distribution is to provide affordable housing where there is a concentrated need so as to not displace residents from their community, while still providing alternate housing options elsewhere in the town for mobility opportunities. To combat a concentration of lower-income households in areas with high rates of single-parent, female-headed households, the Town has also identified 22 percent of above moderate-income units in these areas to facilitate income-integration.

Chart 5.8: Sites Inventory Analysis by Rate of Children in Single-Parent, Female-Headed Households



	Less than 10.0%	10.0% to 19.9%	20.0% to 29.9%
Sum of Lower	88	111	480
Sum of Moderate	25	64	20
Sum of Above Moderate	229	787	282

Source: 2015-2019 ACS

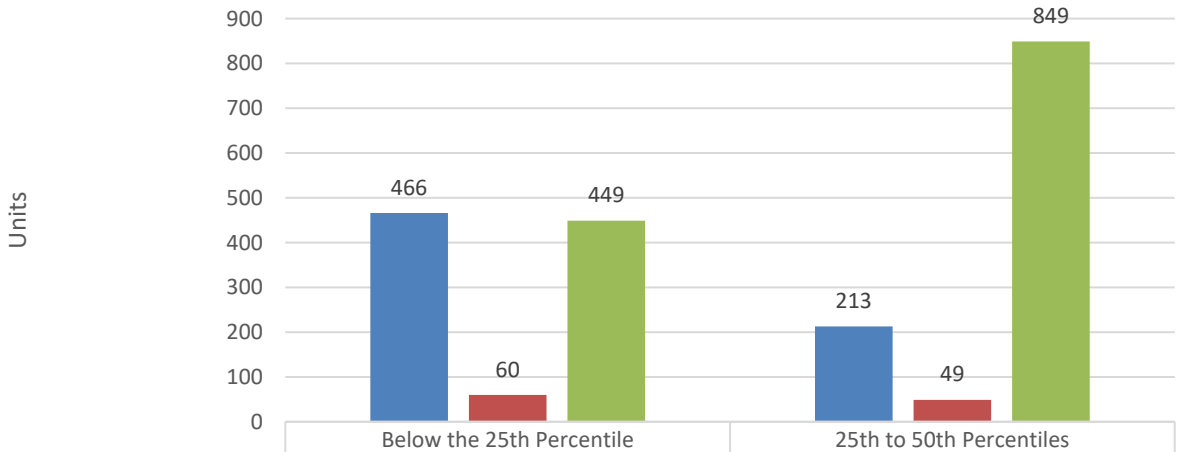
Potential Effect on Access to Opportunity

Environmental Health

Windsor residents enjoy generally healthy environmental conditions. No tracts in Windsor qualify as SB 535 disadvantaged communities, and all tracts receive CalEnviroScreen 4.0 scores in the 43rd percentile or lower. For a more detailed description of the spatial distribution of environmental conditions in Windsor, see "Patterns of Integration and Segregation." Areas of the Town between Highway 101 and the railroad right-of-way see the most adverse conditions; in these areas, the Town has identified sites that will introduce 849 units targeted for above-moderate income households, 49 units targeted for moderate-income households, and 213 units targeted for lower-income households (Chart 5.9). Conversely, approximately 71 percent of lower-income units (466 units) are in sections of the Town with scores below approximately the 25th percentile, indicating that these units

will be introduced in areas that will not create a disproportionate number of lower-income units in the areas between Highway 101 and the railroad right-of-way. The Town has identified sites in a way that will support a balanced mix of unit types among parts of the jurisdiction differing in their environmental conditions, helping to integrate households and improve fair housing access by creating more housing supply and affordability on sites that are well distributed throughout the Town (Figure 5.9). In areas where environmental conditions are adverse, the Town will implement Program H-20 as a method of place-based revitalization.

Chart 5.9: Sites Inventory Analysis by CalEnviroScreen 4.0 Composite Score Percentile



	Below the 25th Percentile	25th to 50th Percentiles
Sum of Lower	466	213
Sum of Moderate	60	49
Sum of Above Moderate	449	849

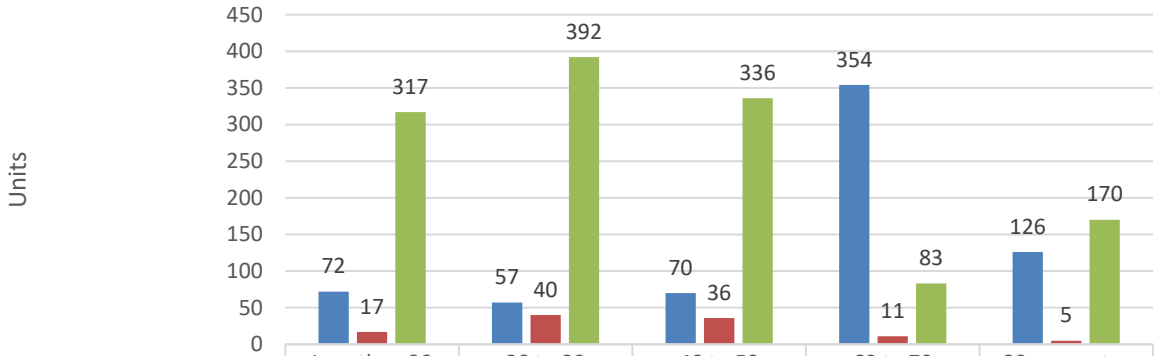
Source: California Office of Environmental Health Hazard Assessment, CalEnviroScreen 4.0, 2021

Employment Opportunities

As described previously, Windsor residents mostly have good access to local job markets, in large part due to the Town's proximity to Santa Rosa, which serves as a regional job center. Employment trends indicate a regional demand for housing units affordable to lower-, moderate-, and above-moderate income households to accommodate projected job growth in Santa Rosa and Sonoma County. For a more detailed description of access to employment opportunity in Windsor, see "Access to Opportunity." For lower-income households in particular, the costs of commuting represent a significant financial burden, and affordable housing in proximity to job centers may help alleviate housing instability for this type of household. Identified housing opportunity sites in south and southeast Windsor, which are closest to Santa Rosa, see the highest Jobs Proximity Index scores, and all sites in Windsor benefit from access to Highway 101, which bisects the town and provides direct access to Downtown Santa Rosa (Figure 5.8). In addition, several bus and train options provided by Sonoma County Transit and the SMART rail line provide direct access to jobs in Santa Rosa. Approximately 73 percent of units on housing opportunity sites with units targeted for affordability for lower-income

households are in areas of the town with Jobs Proximity Index scores greater than 60, indicating positive access to jobs for low-wage workers (Chart 5.10). Conversely, approximately 55 percent of units targeted for above-moderate income households are in areas with further proximity to jobs, scoring 39 or lower on the Jobs Proximity Index. However, higher-income households may elect to seek housing in areas further from their jobs in consideration of other factors, with commuting costs representing a smaller proportion of household income and receiving less weight in housing considerations. The Town has identified housing opportunity sites in a way that will support a balanced mix of unit types among parts of the jurisdiction differing in their access to employment opportunities, helping to avoid concentrations of low-income households in areas that are farther from jobs.

Chart 5.10: Sites Inventory Analysis by Jobs Proximity Index Score



	Less than 20	20 to 39	40 to 59	60 to 79	80 or greater
Sum of Lower	72	57	70	354	126
Sum of Moderate	17	40	36	11	5
Sum of Above Moderate	317	392	336	83	170

Source: HUD, 2017

Educational Opportunities

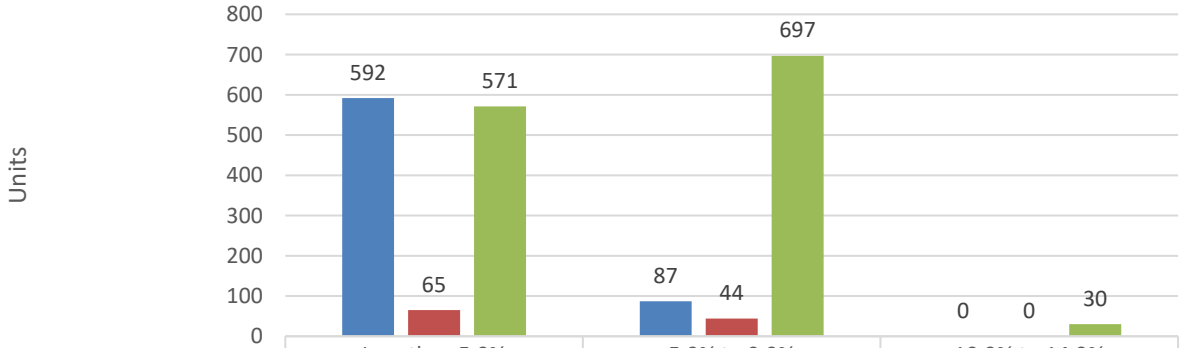
As described previously, Windsor residents are served by the Windsor Unified School District, which includes two elementary schools, one middle school, one high school, three alternative schools, and a dual immersion school. The schools are in various parts of the town and in various resource areas. For a detailed description of educational access and outcomes in Windsor, see "Access to Opportunity." Data collected from the California Department of Education indicate that schools in Windsor are proficient to a moderate degree and suggest that Windsor residents may face a shortage of access to high-performing schools. All identified housing sites share similar access to educational opportunities in the Windsor Unified School District.

Potential Effect on Disproportionate Housing Need and Displacement Risk

Overcrowding

As described previously, overcrowded conditions in Windsor are unevenly distributed by income and racial/ethnic demographic group. In general, households in census tracts with higher proportions of White residents and/or higher-income residents experience overcrowding at lower rates than in tracts with more diverse, lower-income residents (see Figure 5.10). For a detailed description of overcrowding in Windsor, see "Disproportionate Housing Need and Displacement Risk." The Town will create more housing supply at a range of levels of affordability by meeting and exceeding the RHNA, thereby reducing pressure on the local housing market and providing more housing options for households who may be experiencing overcrowding. Through the process of identifying housing opportunity sites, the Town has made an effort to avoid creating a concentration of units targeted for lower-income households in areas where overcrowding is already a common issue. As shown in Chart 5.11, approximately 87 percent (592 units) of the Town's total number of units targeted for lower-income households are in tracts where the rates of overcrowding are below 5.0 percent, representing the areas of the town with the lowest rates of overcrowding. Conversely, approximately 2 percent of units (30 units) targeted for above-moderate income households, and no lower- or moderate-income units, are in tracts where rates of overcrowding are 10.0 percent or higher, and 54 percent (697 units) are in tracts where rates of overcrowding are between 5.0 and 9.9 percent. The Town will help create more housing opportunities for low-income households who may be experiencing overcrowding by introducing low-income sites in areas where overcrowding rates are among the lowest across the jurisdiction.

Chart 5.11: Sites Inventory Analysis by Rate of Overcrowding



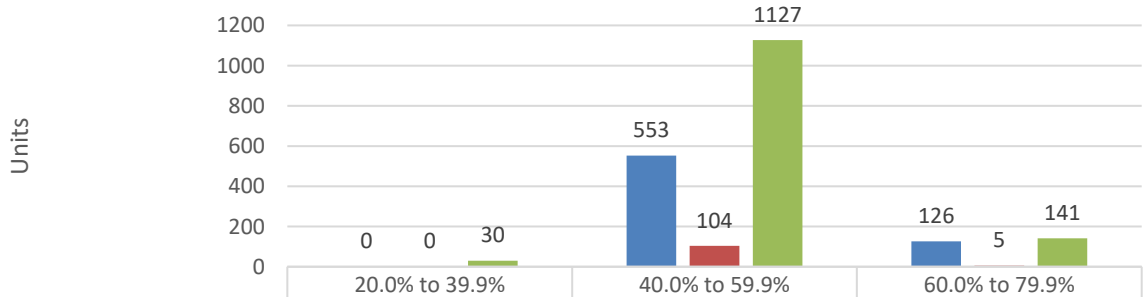
	Less than 5.0%	5.0% to 9.9%	10.0% to 14.9%
Sum of Lower	592	87	0
Sum of Moderate	65	44	0
Sum of Above Moderate	571	697	30

Source: CHAS, 2017

Overpayment/Cost Burden

Rates of overpayment in Windsor are higher among renters than owners, and generally high in the greater Bay Area region. Cost burden in Windsor is also unevenly distributed by income and racial/ethnic demographic group. For a more detailed description of overpayment in Windsor, see "Assessment of Fair Housing." In general, households in census tracts with higher proportions of White residents and/or higher-income residents experience overpayment at lower rates than residents in more diverse, lower-income tracts (see "Assessment of Fair Housing"). By meeting and exceeding the RHNA, the Town will introduce more housing supply locally, helping to relieve pressure on the local housing market and create more affordable options for Windsor residents, with the greatest impacts for renting households who disproportionately experience overpayment. In the process of identifying housing opportunity sites, the Town has made an effort to avoid concentrating units targeted for low-income households in areas where preexisting rates of overpayment are high. As shown in Chart 5.12 and Figure 5.11, 19 percent (126 units) of units targeted for low-income households are in areas of the town where overpayment is most prevalent among renters, with 81 percent of low-income units on sites in tracts where rates of overpayment range from 40.0 percent to 59.9 percent. The intent of this distribution is to provide housing opportunities where there is need, to reduce displacement risk due to housing costs without having to relocate to a new neighborhood, while also providing housing mobility opportunities in other areas as well. Consistent with trends found elsewhere in Sonoma County, rates of overpayment are lowest in the less diverse, higher-incomes areas in northeast Windsor. In these areas, housing opportunity sites have been identified that will introduce 141 units targeted for affordability for above-moderate income households. The Town will avoid creating or exacerbating concentrations of low-income households in areas where overpayment is currently higher through this well-distributed selection of housing opportunity sites. Additionally, the Town will implement Programs H-3, H-4, H-5, H-7 and H-8 to help further stimulate housing development and improve housing choice and affordability for overpaying households.

Chart 5.12: Sites Inventory Analysis by Rate of Renter Overpayment



	20.0% to 39.9%	40.0% to 59.9%	60.0% to 79.9%
Sum of Lower	0	553	126
Sum of Moderate	0	104	5
Sum of Above Moderate	30	1127	141

Source: 2015-2019 ACS

Contributing Factors

Through discussions with stakeholders, fair housing advocates, and this assessment of fair housing issues, the Town identified factors that contribute to fair housing issues in Windsor, as shown in Table 5-3.

The Town has identified the factors that contribute to these issues as priorities in ensuring access to fair housing and facilitating the development of more housing choices in high resource areas.

- Predominance of multifamily zoning along Old Redwood Highway
- Limited variety of housing types with predominance of single-unit residences
- Low housing stock, particularly for rental units
- High costs of development
- Predominance of affluence and resources in one part of the Town
- Lack of public support for higher-density and/or affordable housing
- Limited access to local services and resources
- No emergency shelters, transitional housing, or supportive housing in the city limits
- Limited affordable housing specifically for persons with disabilities

TABLE 5.4
HOUSING ISSUES IN WINDSOR

Identified Housing Issues	Contributing Factors	Meaningful Actions
Disproportionate rate of overcrowding and overpayment in low-income households and households in diverse neighborhoods	Low housing stock, particularly for rental units Local opposition to new housing	Enforcing restrictions on short-term rentals (Program H-23). Providing more opportunities for homeownership at all income levels. (Program H-10, H-13). Encouraging development of smaller housing types, such as micro-units and SROs (Program H-8).
Risk of displacement due to housing costs	Low housing stock, particularly for rental units Predominance of multifamily zoning in one area of the Town Limited variety of housing types with predominance of single-unit residences Lack of public support for higher-density and/or affordable housing	Encourage the construction of ADUs in existing low-density neighborhoods (Program H-7). Increase the supply of housing for lower-income households and special needs groups (Program H-9) Continue to implement the Town's inclusionary housing program (Program H-5).

TABLE 5.4
HOUSING ISSUES IN WINDSOR

Identified Housing Issues	Contributing Factors	Meaningful Actions
Lower resource access in lower-income and more diverse neighborhoods	Limited access to local services and resources Limited access to high performing schools Low housing stock, particularly for rental units Concentration of multifamily housing in one area of the Town	Encourage the construction of ADUs in existing high resource neighborhoods (Program H-7). Encourage mixed-use projects (Program H-4). Work with developers to expand opportunities for affordable lower-income housing for special-needs groups (Program H-9). Work with school district to identify housing solutions for students and families (Program H-39).
Legacy of exclusionary practices toward lower-income residents and non-white population resulting in concentration of White, above moderate-income households	Predominance of multifamily zoning in one area of the Town Limited variety of housing types with predominance of single-unit residences Predominance of affluence and resources in one part of the Town Lack of public support for higher-density and/or affordable housing	Providing more opportunities for homeownership at all income levels. (Program H-10, H-11). Encourage property managers in high resource areas with a low percentage of vouchers to encourage them to market their units to voucher holders (program H-12).
Limited housing mobility opportunities for lower-income households	Limited variety of housing types with predominance of single-unit residences High costs of development Lack of public support for higher-density and/or affordable housing	Incentivize construction of affordable units (Program H-9) Promote a range of housing types throughout Windsor (Program H-4, H-7, and H-8).
Shortage of services for unhoused population, persons with disabilities, and lower income residents.	Limited variety of housing types with predominance of single-unit residences High costs of development Lack of public support for higher-density and/or affordable housing Limited access to local services and resources	Encourage developers to construct accessible units to meet the needs of persons with disabilities (Programs H-29 and H-30) Continue to coordinate with service providers annually to identify opportunities for the Town to support funding applications that will enable the development of transitional and supportive housing types (H-33).

TABLE 5.4 HOUSING ISSUES IN WINDSOR		
Identified Housing Issues	**Contributing Factors**	**Meaningful Actions**
	No emergency shelters, transitional housing, or supportive housing in the Town limits Limited affordable housing specifically for persons with disabilities	Support developers of transitional and supportive housing facilities through a variety of ways to assist with the needs of this population (Program H-33) Provide financial support for area homeless services and partner with and support local organizations and churches that provide assistance to homeless residents (Program H-35).

6. Sites Inventory and Analysis

Regional Housing Need Allocation

California law (Government Code Section 65583 (a)(3)) requires that the housing element contain an inventory of land suitable for residential development, including vacant sites that can be developed for housing within the planning period and nonvacant (i.e., underutilized) sites having potential for redevelopment. State law also requires an analysis of the relationship of zoning and public facilities and services to these sites.

The California Department of Housing and Community Development (HCD) is responsible for determining the regional housing needs allocation (RHNA) for each region's planning body. The Association of Bay Area Governments (ABAG) is responsible for adopting a methodology for the RHNA in the Bay Area. The RHNA for the ABAG region covers an 8.5-year projection period (June 30, 2022, to December 15, 2030, also known as the sixth cycle) and is divided into four income categories—very low, low, moderate, and above moderate. HCD determined that the projected housing need for the Bay Area region is 441,176 new housing units for this housing element planning period. The Town of Windsor's share of the regional housing need is shown in Table 6.1. Of the 994 total units, the Town must plan to accommodate 385 units for very low-income households, 222 units for low-income households, 108 units for moderate-income households, and 279 units for above moderate-income households.

TABLE 6.1
REGIONAL HOUSING NEEDS ALLOCATION
Town of Windsor
2023 - 2031

Income Category	Units
Very Low (0-50%)	385
Low (51% to 80%)	222
Moderate (81% to 120%)	108
Above Moderate (120% +)	279
Total	994

Source: ABAG, Regional Housing Needs Plan, San Francisco Bay Area, 2022-2030.

The Town must demonstrate it has or will make available adequate sites with appropriate zoning and development standards and with services and facilities to accommodate the RHNA. This section demonstrates Windsor's ability to meet its identified housing need for this planning period. Windsor will meet this need through approved and proposed projects, vacant and underutilized land, and projected Accessory Dwelling Units (ADU). This section also identifies environmental and infrastructure constraints applicable to identified sites and discusses Windsor's ability to accommodate a variety of housing types for all income levels.

Sites Identified in Previous Housing Element

Pursuant to California Government Code Section 65583.2(c), a nonvacant site identified in the previous planning period and a vacant site that has been included in two or more previous consecutive planning periods cannot be used to accommodate the lower-income RHNA unless the site is subject to an action in the housing element requiring rezoning within three years of the beginning of the planning period to allow residential use by right for housing developments in which at least 20 percent of the units are affordable to lower-income households.

The Town has included Program H-2, which commits it to allowing residential use by right on sites consistent with Section 65583.2(c) for housing developments in which at least 20 percent of the units are affordable to lower-income households. This applies to site 7 in Table 6.5, and sites 14-18, and 21-25 in Table 6.6.

Sites Appropriate for Lower Income Housing

Housing element law requires jurisdictions to provide a requisite analysis showing that zones identified for lower-income households are sufficient to encourage such development. The law provides two options for preparing the analysis: (1) describe market demand and trends, financial feasibility, and recent development experience; or (2) use default density standards deemed adequate to meet the appropriate zoning test. According to state law (California Government Code Section 65583.2(c)(3)(B)), default densities are established using population-based criteria:

- Incorporated cities within nonmetropolitan/rural counties and nonmetropolitan counties with micropolitan areas (15 units or more per acre)
- Unincorporated areas in all nonmetropolitan counties (10 units or more per acre)
- Suburban jurisdiction (20 units or more per acre)
- Metropolitan jurisdictions (30 units or more per acre)

The Town of Windsor falls into the "suburban jurisdiction" category with a default density standard of 20 dwelling units per acre (du/acre). The Town has included several sites (see Tables 5-2, 5-3, and 5-4) that are proposed to require a minimum of 20 units per acre and are assumed to accommodate the Town's lower-income RHNA.

Realistic Capacity and Mixed-Use Project Examples

In the Town of Windsor, demand for residential development is much greater than the demand for retail. In the Boulevard Commercial Zone, which is the primary zoned used to meet the Town's lower income RHNA, from 2017 to 2021, there were eight projects approved for development. Of those projects, seven of the eight were residential projects ranging from 75 percent residential to 100 percent residential. Projects that are developed within a mixed-use zoning district are required to provide some

commercial space, but the town is flexible with developers in meeting this requirement. Several affordable housing projects have been approved with concessions that eliminate the commercial element entirely (e.g., Shiloh Terrace), pursuant to State Density Bonus Law. All mixed-use projects in Windsor are predominately residential with a small commercial component, as demonstrated by the following projects.

- The Redwood Glen Apartments project was approved in April 2022 and has not yet started construction. The project includes 43 affordable units on an approximately 1.53-acre site zoned Boulevard Commercial (allowing up to 32 units per acre). The project includes a lot merger of two parcels sized 0.94 acres and 0.59 acres. The site supports a single-family home on each parcel, which will be demolished as a part of the project. The applicant (Redwood Glen Apartments L.P.) did not request an increase in density; however, affordable housing development incentives pursuant to State Density Bonus Law were granted to allow an all-residential project in a mixed-use zoning district and reductions in setback and parking requirements. The applicant proposed to develop at a density of 28 units per acre, with a realistic capacity of 88 percent. The project does not include density bonus units.
- The Shiloh Terrace Housing project, approved in October 2021 and under construction as of February 2022, supports 134 units affordable to low- and very low-income households with one manager household. The project proposed a lot merger of three parcels, including one 0.33-acre parcel, to create a total project site of approximately four acres. The site had nine existing structures at the time of the project approval, including two occupied mobile homes. The tenants received assistance through a relocation program. Approximately 78 percent of the project site (3.14 acres) is zoned Boulevard Commercial, which allows for densities up to 32 units per acre, and the remaining 22 percent of the project site (0.87 acres) is zoned Medium Density Residential, which allows for densities up to 16 units per acre. The project received a density bonus, allowing a 50 percent increase in density on the 0.87-acre part of the site and 12 percent increase in density on the 3.14-acre part of the site, allowing an additional 20 units to the project. Overall, the site was developed at a density of 33.4 units an acre, with a realistic capacity of 118 percent. Excluding the density bonus from the calculation, the realistic capacity was 100 percent.
- The Redwood Views Apartments Mixed-Use project was approved in April 2021 and under construction as of November 2021. The project was approved to allow 52 affordable units on an approximately 2.06-acre site zoned Boulevard Commercial (allows up to 32 units per acre). The project includes 44,716 square feet of residential living area and 3,825 square feet of commercial space, resulting in a project that is 89% residential. The project proposed a lot merger of two parcels sized 1.38 acres and 0.68 acres. Each site had an existing single-family home, which were demolished as a part of the project. The site was developed at a density of 26 units per acre, with a realistic capacity of 81 percent. The project does not include density bonus units.
- The Kashia Windsor Affordable Housing project was approved in September 2021, and. construction is anticipated in summer 2023.The project includes 54 multi-family units, 7,925 square feet of office space, and a public gallery for education, outreach, and displays. The General Plan land use designation is Boulevard Mixed Use, and the Zoning is Boulevard Commercial (maximum 32 du/ac).

The total site area is approximately 2.5 acres. The project does not include density bonus units. This project is 75% residential and has a realistic capacity of 68 percent.

- The Shiloh Crossing project was approved in October 2022, with construction beginning in late 2022/early 2023. This project includes 173 affordable apartments with a total of 5.92 acres (140,768 square feet of residential living area and 8,000 of commercial space), for a project that is 95% residential and a realistic capacity of 92 percent. The General Plan land use designations are Boulevard Mixed Use/Compact Residential, and the Zoning is Boulevard Commercial/Compact Residential (maximum 32 du/ac). The project does not include density bonus units.
- The Shiloh Apartments project was approved in June 2021, permits for grading and underground utilities were issued in September; however, the building is still under review. This is a market rate mixed-use project that includes 62 apartments with a total of 74,007 square feet of residential living area and 3,575 square feet of commercial space, resulting in a project that is 95% residential with a realistic capacity of 102 percent. The General Plan land use designation is Neighborhood Center Mixed Use and the Zoning is Neighborhood Commercial (maximum 16 du/ac). The total site area is approximately 3.83 acres. The project does not include density bonus units.
- The Shiloh Mixed Use project was approved in June 2020. The building is under review and construction has not begun. This is a market rate mixed-use project with approved entitlements and currently in the plan check process. The project includes 29 apartments with a total of 24,347 square feet of residential space and a 2,833-square foot neighborhood market, resulting in a project that is 90% residential with a realistic capacity of 104 percent. The project The General Plan land use designation is Retail Commercial, and the Zoning is Community Commercial (maximum 16 du/ac). The total site area is approximately 1.75 acres. The project does not include density bonus units.

As described in each project description and summarized in Table 6.2, residential makes up approximately 94 percent of mixed-use projects and the average realistic capacity is 90 percent. While mixed-use zone districts require mixed use development (residential and commercial) they do not allow 100 percent residential projects. However, several affordable projects in the Town have successfully used the State Density Bonus incentive to eliminate commercial requirements to allow a 100 percent residential product. Additionally, the Town works with developers to determine creative ways to meet the commercial component requirement.

After considering the current multifamily development standards and on-site improvement requirements (e.g., setbacks, building height, parking, density requirements, land use controls, water and wastewater access, and open space requirements) as well as project examples the town assumed a 90 percent realistic capacity for residentially zoned sites and 80 percent realistic capacity on mixed-use zoned sites, to account for minimal nonresidential uses.

TABLE 6.2 PROJECT EXAMPLE SUMMARY TABLE, 2017 – 2021 Town of Windsor			
Project Name	**Zoning**	**Percent Residential**	**Realistic Capacity**
Redwood Glen Apartments	Boulevard Commercial	100%	88%
Shiloh Terrace Housing	Boulevard Commercial	100%	100%
Redwood Views Apartments Mixed-Use	Boulevard Commercial	89%	81%
Kashia Windsor Affordable Housing	Boulevard Commercial	75%	68%
Shiloh Crossing	Boulevard Commercial/ Compact Residential	95%	92%
Shiloh Apartments	Neighborhood Commercial	95%	102%
Shiloh Mixed Use	Community Commercial	90%	104%
Old Redwood Highway Village Project	"The Oaks" Planned Development	100%	82%
Windsor Veterans Village	Village Residential/ Medium Density Residential	93%	83%
19th Hole Drive	Surrounding Residential	100%	101%
Average		94%	90%

Source: Town of Windsor, August 2022

Inventory of Approved and Planned Projects

The "projection period" is the time period for which the RHNA is calculated (Government Code Section 65588(f)(2)). Projects that have been approved, permitted, or received a certificate of occupancy since the beginning of the RHNA projected period may be credited toward meeting the RHNA allocation based on the affordability and unit count of the development. ABAG's sixth RHNA projection period is June 30, 2022, through December 15, 2030.

In recent years, multiple projects have been approved in Windsor that will provide hundreds of housing units. The projects vary in size and complexity—some of the more complex and large-scale projects take additional time to develop and remain in the development process, but many of the smaller-scale projects have moved into construction phases. Approved and planned residential development projects credited toward the RHNA include a variety of affordable and market rate projects. There is significant development interest in Windsor for new housing opportunities, especially in walkable and transit-rich areas. Combined, the approved and planned projects can accommodate a total of 1,885 units (956 units in approved projects and 929 in pending/proposed projects) (Table 6.3 and 6.4).

As shown in Table 6.3, there are several projects that were approved prior to 2021 that have not yet been constructed. However, all of these projects are currently moving forward, with statuses shown in Table 6.3. There are no phasing plans currently in place for any approved and pending projects identified in Table 6.3 and 6.4.

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TABLE 6.3
APPROVED PROJECTS TO MEET THE RHNA
TOWN OF WINDSOR
2022

Site ID	Project Identifier	APN	Acreage	Unit Affordability Breakdown			Total Units	Year Approved	Vacant or Underutilized	Current Status
				Lower	Mod.	Above Mod.				
Approved Projects										
P-1	Kashia Windsor Affordable Housing1	161-040-008	2.48	54			54	2021	Vacant	Applicant working on financing and will apply for one year extension. Building permit application is planned for early 2024.
P-2	Duncan Village (LDR)1	066-081-092	1.38	16			16	2018	Vacant	Project entitlements are valid through December 19, 2024. Funding issues due to increased costs of construction, however, the Town released a NOFA on May 22, 2023 and proposals will be accepted through June 29, 2023. Awards will be in August 2023. It is anticipated that the applicant will apply. .
P-3	Vintage Oaks on the Town Green2	161-600-005	25		5	262	267	2016	Underutilized	The building permits for Phase 1 (120 units + community building) were issued in February 2022. Underground inspections have been performed on-site and the permits are still valid, the project just has not gone vertical yet. The entire site has completed rough grading but building permit applications have not been submitted for the remaining 267 units. Town staff assumes construction to begin by the middle of the planning period (2026).
P-4	Gumview Road at Keith Court- (VLDR)	066-420-008	1.91			1	1	2021	Vacant	N/A
P-5	Shiloh Apartments	164-350-001	3.8			62	62	2021	Vacant	Permit for grading and underground utilities issued on September 22, 2021. Building permits under review and subdivision of commercial from residential portion of the project to streamline construction currently underway.
P-6	Overlook Subdivision	164-560-001 to -089	5.21			11	11	2009	Underutilized	Grading was completed in Fall 2022 and the Final Map was recorded September 2021. Building permits applications may be made for individual lots, subject to design guidelines. The developer indicates that he plans to submit building permit applications by the end of 2023.
P-7	Windsor Gardens	163-172-017	1.17			12	12	2011	Vacant	Grading initiated Fall 2022 but a stop work order was issued due to stormwater violations in late November 2022. ~~Developer actively working with water agency to come into compliance and~~ As of May 2023, NCRWQCB had cleared the stormwater violation. Applicant is preparing to resume grading and complete building permits for construction.
P-8	Richardson Street Mixed Use	066-100-068	0.87			30	30	2017	Vacant	Building permit and improvement plans completed in January 2023 and final design review approved May 23, 2023. Developer planning to construct in spring 2023.
P-9	Draper Estates (ER)	086-220-022	23			5	5	2018	Vacant	Improvement plans under review. The next step is for the Town to approve the Final Map, followed by building permit applications on individual lots. Revised submittal of improvement plans anticipated by end of June 2023, with construction anticipated spring 2024.
P-10	Mill Creek Property (formerly Windsor Mil)	164-020-041 (portion)	1.13			360	360	2019	Vacant	Entitlements are valid through December 26, 2023. Property is for sale. Development inquiries received by planning staff on April 21, 2023, and May 9, 2023. The Mill Creek project is eligible for multiple extensions through the Subdivision Map Act. The intent of the original developer was to entitle and build
P-11	Mill Creek Property (formerly Windsor Mil)	164-020-005	1.18				0	2019	Vacant	
P-12	Mill Creek Property (formerly Windsor Mil)	164-020-007	0.29				0	2019	Vacant	
P-13	Mill Creek Property (formerly Windsor Mil)	164-020-008	2.07				0	2019	Vacant	

TABLE 6.3
APPROVED PROJECTS TO MEET THE RHNA
TOWN OF WINDSOR
2022

Site ID	Project Identifier	APN	Acreage	Unit Affordability Breakdown			Total Units	Year Approved	Vacant or Underutilized	Current Status
				Lower	Mod.	Above Mod.				
P-14	Mill Creek Property (formerly Windsor Mil)	164-020-006	0.98				0	2019	Vacant	the project, but they changed course due to evolving circumstances, including the pandemic. While the Town believes this is a viable project, the Town is not relying on this capacity to meet the RHNA.
P-15	Mill Creek Property (formerly Windsor Mil)	066-170-013	2.1				0	2019	Vacant	
P-16	Mill Creek Property (formerly Windsor Mil)	066-170-033	2.4				0	2019	Vacant	
P-17	Mill Creek Property (formerly Windsor Mil)	164-010-020	0.65				0	2019	Vacant	
P-18	19th Hole Drive Subdivision	164-350-008	4.95			11	11	2019	Vacant	Building permits under review. Two units are anticipated to be constructed in 2023. Remaining 9 units to be constructed in 2024 and 2025.
P-19	Shiloh Mixed Use	164-150-064	0.75			29	29	2020	Underutilized	Building and grading permits are being finalized. Construction anticipated in 2023.
P-20	Shiloh Mixed Use	164-150-012	1.00				0	2020	Underutilized	
P-21	6500 and 6516 Old Redwood Highway	163-012-016	0.94			4	4	2017	Underutilized	Staff provided comments on improvement plans and maps in May 2023. Applicant anticipates resubmittal in June 2023. Town Council approval of Final Map anticipated by August/September 2023.
P-22	6501 and 6516 Old Redwood Highway	163-012-017	0.94			4	4	2017	Underutilized	
P-23	Portello/Victoria Oaks Subdivision	163-320-001 to -089	9.0			47	47	2015	Underutilized	Building permits under review. Developer plans to construct in 2023.
P-24	Redwood Glen Apartments[1]	164-080-003	0.34	9			9	2022	Underutilized	Delayed due to construction cost increases. Applicant working on multiple funding applications. On October 19, 2022, the Town Council adopted Resolution No. 3795-22 in support of applications for CDBG and HOME Investment Partnership funding. Applicant to apply for Town Notice of Funding Availability, which was announced on May 22, 2023. Awards will be announced in August 2023.
P-25	Redwood Glen Apartments[1]	164-080-002	1.19	33	1		34	2022	Underutilized	
P-26	Shiloh Crossing[2]	163-171-039	5.92	171	2		173	2022	Vacant	Permit ready letter issued. Under construction as of May 16, 2023.
Total Capacity				283	8	838	1,129			

Source: Town of Windsor, August 2022
[1]Affordability based on funding from California Debt Limit Allocation Committee (CDLAC) and Low-Income Housing Tax Credits (LIHTC)
[2] Affordability based on Inclusionary Requirements

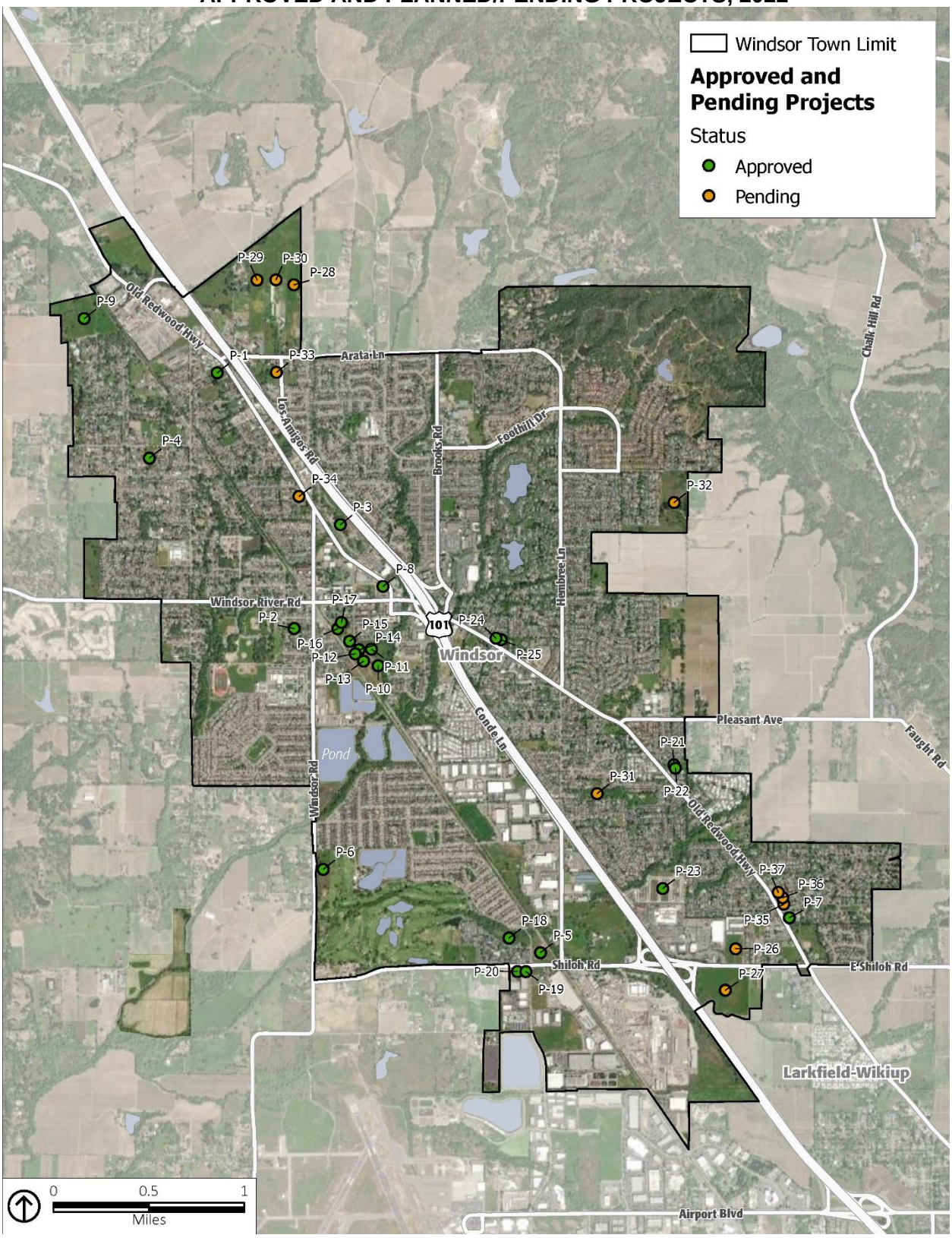
TABLE 6.4
PLANNED/PENDING PROJECTS TO MEET THE RHNA
TOWN OF WINDSOR
2022

Site ID	Project Identifier	APN	Acreage	Unit Affordability Breakdown[1]			Total Units	Estimated Year Approved	Estimated Year Construction	Vacant or Underutilized	Current Status
				Lower	Mod.	Above Mod.					
P-27	Clearwater at Windsor[1]	059-271-059	25	5	5	141	151	2022	2023	Underutilized	Entitlements approved 2/1/2023. Development Agreement to be recorded in March 2023. Applicant to submit building and improvement plans for permit review.
P-28	325 and 259 Arata Lane (North of Arata) [1]	161-020-053	21.41		8	79	87	Unknown	Unknown	Underutilized	Incomplete application. Final submittal package anticipated in March 2023.
P-29	325 and 259 Arata Lane (North of Arata) [1]	161-020-058	12.34		8	42	50	Unknown	Unknown	Underutilized	
P-30	325 and 259 Arata Lane (North of Arata) [1]	161-020-060	25.17		8	93	101	Unknown	Unknown	Underutilized	Resubmittal anticipated the week of March 6, 2023.
P-31	Hembree Lane Oaks Subdivision[1]	163-080-047	5		4	20	24	2022	Unknown	Vacant	Initial Study/MND public review period closes March 2, 2023. Entitlement approvals anticipated in May 2023.
P-32	Estates at Ross Ranch	162-020-04	17			30	30	2022	2023	Underutilized	Planning Commission public hearing 2/14/2023. Entitlement approvals anticipated in Spring 2023.
P-33	Sherlock Homes (260 Arata Lane)	161-050-060	2.1			7	7	Unknown	Unknown	Underutilized	Incomplete application. Final submittal package anticipated in March 2023.
P-34	Windsor Center	161-060-034, -035	0.61	3		13	16	Unknown	Unknown	Underutilized	Application not yet submitted.
P-35	Old Redwood Hwy Villages - entitlement[1]	163-172-019	1.0								Entitlements approved in 2022. Applicant to submit building and improvement plans for permit review.
P-36	Old Redwood Hwy Villages - entitlement[1]	163-172-020	0.58		3	25	28	2019	Unknown	Vacant	
P-37	Old Redwood Hwy Villages - entitlement[1]	163-172-021	1.36								
Total Capacity				8	36	453	494				

Source: Town of Windsor, August 2022
[1]Affordability based on Inclusionary Requirements

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FIGURE 6.1
APPROVED AND PLANNED/PENDING PROJECTS, 2022



Vacant and Underutilized Land

In addition to the approved projects described previously, the Housing Element Sites Inventory consists of vacant and underutilized sites throughout Windsor.

The Town prepared an inventory of vacant and underutilized sites currently available and planned to be available before the start of the 2023-2031 planning period to accommodate the Town's RHNA. The sites have been categorized into two groups, vacant sites (Table 6.5) and underutilized sites (Table 6.6). Tables 6.5 and 6.6 provide the characteristics of each site, including zoning, general plan designation, acreage, realistic capacity, site constraints and lists whether the sites were included in the previous Housing Element.

The sites inventory uses the following assumptions:

- Type of sites. All of the sites in the inventory are vacant or underutilized sites zoned for residential or mixed use and meet the classification in Government Code Section 65583.2(a) as "land suitable for residential development."
- Relation of density to income categories. The following assumptions were used to determine the Town's ability to meet the RHNA.
    - Lower-Income Sites. Sites that allow at least 20 units per acre were assumed as feasible to meet the lower income (extremely low-, very low- and low-income) residential development in accordance with the "default density standard" in Government Code Section 65583.2(c)(3). This includes sites with the following general plan/zoning designations:
        - Boulevard Mixed Use/BoulevardCommercial (16 to 32 units per acre).
        - Town Center/Mixed Use/Town Center Commercial (16 to 32 units per acre).
        - High Density Residential/Compact Residential (24 to 32 dwelling units per acre).
    - Moderate-Income Sites. The Town's Zoning Ordinance states that both the High-Density Residential district and the Medium Density Residential district are intended for areas appropriate for multifamily housing. Typical dwelling units include townhouses, apartments, row houses, and small apartment complexes. These areas were inventoried as feasible for moderate-income residential development. The Town is relying on zoned Low Density/Village Residential (5 to 8 units per gross acre) and Medium Density Residential/Medium Density Residential (8 to 12 units per gross acre to meet the moderate income RHNA.
    - Above Moderate-Income Sites. Above moderate income RHNA is assumed to be met with market rate housing. The Town relied on Very Low Density/Surrounding Residential to accommodate the above moderate income RHNA.

Table 6.5 identifies vacant sites and Table 6.6 identifies underutilized sites that are available for residential development in Windsor. The locations of these sites are shown in Figure 6-2. The sites identified in Table 6.5 can accommodate an estimated 112 units, of which 90 are appropriate to meet the lower income RHNA. Sites identified in Table 6.6 can accommodate a total of 346 units, of which 300 units are assumed to meet the lower income RHNA.

The underutilized sites included in Table 6.6 are all ripe for redevelopment. Some of the sites currently have uses on them such as a single-family home and other vacant commercial buildings. The Town has been in contact with some of the property owners who have expressed interest in housing over the next eight years. Additionally, several of the sites have newly approved and/or development housing projects surrounding the properties. Specifically for sites 12 through 16 and 19 through 24 are surrounded by Shiloh Terrace to the east, Shiloh Crossing to the west, and Clearwater to the South, all of which have been approved within the last year, indicating redevelopment potential, interest, and trends in this area. These sites also have access to shopping, transit, and Highway 101, which typically increases interest and increases the property value which attracts more multifamily housing development. After considering these factors, along with the Town's past affordable housing development history of development on underutilized sites, all of these sites are appropriate to accommodate a portion of the Town's RHNA. The Town has also included programs H-3 to assist developers with lot consolidation and small site development H-4 to incentivize development of residential units in mixed-use projects.

Examples of Development of Nonvacant Sites

The Town has a track record of developing affordable housing on nonvacant sites, including former single-family homes and other parcels that were underdeveloped and/or underutilized. During the 5th Housing Element cycle, four affordable housing projects were approved on underutilized sites, two of which are currently under construction. The Redwood Glen, Redwood Views, and Shiloh Terrace projects are described below and in the Realistic Capacity and Mixed-Use Project Examples section of the draft Housing Element Update. In addition, the Heritage Park affordable housing project was approved on a site with an abandoned single-family dwelling and barn. All four projects are located on sites that had previously been developed with residential units. Parcel consolidation was required for the Shiloh Terrace, Redwood Glen, and Redwood Views projects.

Shiloh Terrace

The Shiloh Terrace Apartments project, approved in 2021 and under construction as of 2022, supports 134 units affordable to low- and very low-income households with one manager household. The project proposed a lot merger of three parcels, including one 0.33-acre parcel, to create a total project site acreage of approximately four acres. The site had nine existing structures that were occupied at the time of the project approval, including two occupied mobile homes. The tenants received a relocation program. Approximately 78 percent of the project site (3.14 acres) is zoned Boulevard Commercial, which allows for densities up to 32 units per acre, and the remaining portion of the 22 percent of the project site (0.87 acres) is zoned Medium Density Residential, which allows for densities up to 16 units per acre. The project received a density bonus, allowing a 50 percent increase in density on the 0.87-

acre portion of the site and 12 percent increase in density on the 3.14-acre portion of the site, allowing an additional 20 units to the project. Overall, the site was developed at a density of 33.4 units an acre with a realistic capacity of 118 percent. Excluding the density bonus from the calculation, the realistic capacity was 100 percent.

Redwood Glen Apartments

The Redwood Glen Apartments project was approved in April 2022 and has not yet started construction. The project includes 43 affordable units on an approximately 1.53-acre site zoned Boulevard Commercial (allowing up to 32 units per acre). The project includes a lot merger of two parcels sized 0.94 acres and 0.59 acres. The site includes a single-family home on each parcel, which will be demolished as a part of the project. The applicant (Redwood Glen Apartments L.P.) did not request an increase in density; however, affordable housing development incentives pursuant to State Density Bonus Law were granted to allow an all-residential project in a mixed-use zoning district and reductions in setback and parking requirements. The applicant proposed to develop at a density of 28 units per acre, with a realistic capacity of 88 percent. The project does not include density bonus units.

Redwood Views Apartments

The Redwood Views Apartments Mixed-Use project was approved in 2021 and under construction as of 2022. The project was approved to allow 52 affordable units on an approximately 2.06-acre site zoned Boulevard Commercial (allows up to 32 units per acre), along with 3,825 square feet of commercial space. The project proposed a lot merger of two parcels sized 1.38 acres and 0.68 acres. Each site had an existing single-family home that was demolished as a part of the project. The site was developed at a density of 25 units per acre, with a realistic capacity of 79 percent.

Small Lot Development

The Town has included seven sites in the inventory assumed to meet the lower income RHNA that are smaller than 0.5 acres. The Town has a successful track record of small sites developing with affordable housing. As described previously, the Shiloh Terrace Housing Project consisted of three sites, one of which was 0.33 acres, that were consolidated through a ministerial lot merger to create one lot for development. The project is 100 percent affordable multifamily development project consisting of 134 units, including a 20-unit density bonus. Excluding the added units with the density bonus, the project's realistic capacity was 100 percent.

While the other two projects—Redwood Views and Redwood Glen—did not include parcels smaller than 0.5 acres, both are examples of lot consolidation with relatively small parcels (the smallest parcel in the Redwood Views Apartments project was 0.68 acres and the smallest parcel in the Redwood Glen Apartments is 0.59 acres).

When looking at the small sites in the inventory, vacant sites numbered 1 through 5 are all adjacent to each other at the end of a block. The Town owns one of the parcels, and one corporation owns three of the parcels; and therefore, negotiations would only involve two or three parties, which is more likely than if there were five separate owners.

Underutilized sites numbered 21-26 are similarly developed properties around the same age and density that are located in close proximity to each other and within an area that is densifying. Lot consolidation would allow redevelopment in the same pattern as other recently approved development projects on larger lots, including Shiloh Terrace at 6011 Shiloh Road, Shiloh Crossing at 295 Shiloh Road, and Clearwater Senior Living Mixed-Use at 376 Shiloh Road.

While the Town does not need any of the small sites listed in Tables 6.5 or 6.6 to accommodate the RHNA, to help reduce barriers to small lot development, the Town has included Program H-3 to help facilitate consolidation of small lots using a ministerial process whenever possible.

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TABLE 6.5
VACANT SITES TO MEET THE RHNA
Town of Windsor
2022

Site ID	Location/ Neighborhood	APN	Acreage	GP Designation	Zoning	Max. Allowable Density	Realistic Capacity	Site Constraints	Included in 4th and 5th Cycle
Sites to Meet the Lower Income RHNA									
1	Johnson Street at Bell Road	164-010-013	0.13	Town Center Mixed-Use	Town Center Commercial	32	3	None	No
2	Johnson Street at Bell Road	164-010-009	0.18	Town Center Mixed-Use	Town Center Commercial	32	4	None	No
3	Johnson Street at Bell Road	164-010-010	0.06	Town Center Mixed-Use	Town Center Commercial	32	1	None	No
4	Johnson Street at Bell Road	164-010-051	0.30	Town Center Mixed-Use	Town Center Commercial	32	7	None	No
5	Windsor River Road at Windsor Road	066-081-077	0.33	Town Center Mixed-Use	Town Center Commercial	32	8	None	No
6	Windsor River Road at Market Street	066-100-067	0.74	Town Center Mixed-Use	Town Center Commercial	32	18	None	No
7	Shiloh Road	059-310-061	0.76	Boulevard Mixed-Use	Boulevard Commercial	32	19	Preliminary Biological Studies underway	Yes
8	Shiloh Road	059-310-051	1.2	Boulevard Mixed-Use	Boulevard Commercial	32	30	None	No
Total Lower (Mixed Use)			*3.7*				*90*		
Sites to Meet the Moderate Income RHNA									
9	Windsor River Road North of Plant Road	164-030-032	1.2	Low Density Residential	Village Residential	8	8	None	--
10	UHC Communities	006-060-071	1.78	Low Density Residential	Village Residential	8	12	None	--
Total Moderate Capacity (Residential)			*2.98*				*20*		
Sites to Meet the Above Moderate Income RHNA									
11	Jensen Lane	164-040-063	0.41	Very Low Density Residential	Surrounding Residential	6	2	None	--
12	0 Los Amigos Road	161-020-064	0.85	Very Low Density Residential	Surrounding Residential	6	2	Vacant	--
13	10500 Los Amigos Road	161-020-065	9.62	Very Low Density Residential	Surrounding Residential	6	51	Vacant	--
Total Above Moderate Capacity (Residential)			*0.41*				*55*		

Source: Town of Windsor, August 2022.

TABLE 6.6
UNDERUTILIZED SITES TO MEET THE RHNA
TOWN OF WINDSOR
2022

Site ID	Location/ Neighborhood	APN	Acreage	GP Designation	Zoning	Max. Allowable Density	Realistic Capacity	Site Description	Included in 5th Cycle HE	Site Details
Sites to Meet the Lower Income RHNA										
14	Shiloh Road	163-171-023	0.5	Boulevard Mixed-Use	Boulevard Commercial	32	12	SFD, built 1962	Yes	Site appropriate based on location to multiple recent high-density development projects in close proximity, age of current structure(s) and size of lot.
15	Shiloh Road	163-171-025	0.7	Boulevard Mixed-Use	Boulevard Commercial	32	17	SFD, built 1960	Yes	Site appropriate based on location to recent high-density development, age of current structure(s) and size of lot.
16	Shiloh Road	163-171-026	0.71	Boulevard Mixed-Use	Boulevard Commercial	32	18	SFD, built 1951	Yes	Site appropriate based on location to recent high-density development, age of current structure(s) and size of lot.
17	Shiloh Road	163-171-027	0.73	Boulevard Mixed-Use	Boulevard Commercial	32	18	SFD, built 1951	Yes	Site appropriate based on location to recent high-density development, age of current structure(s) and size of lot.
18	Shiloh Road	163-171-036	1.35	Boulevard Mixed-Use	Boulevard Commercial	32	34	Church. Acreage assumes development would occur around the Church.	Yes	New State law allow housing on properties owned by religious organizations
19	Old Redwood Highway at Arata Lane	161-020-008	0.9	Boulevard Mixed-Use	Boulevard Commercial	32	23	Vacant Dog Kennel – owner interest in redevelopment	No	Underutilized site close to downtown and planned new development.
20	Old Redwood Highway at Arata Lane	161-020-009	0.9	Boulevard Mixed-Use	Boulevard Commercial	32	23	Vacant commercial building	No	Underutilized site close to downtown and planned new development.
21	211 Shiloh Road	163-171-022	0.97	Boulevard Mixed-Use	Boulevard Commercial	32	24	SFD, built 1955	Yes	Site appropriate based on location to recent high-density development, age of current structure(s) and size of lot.
22	241 Shiloh Road	163-171-021	0.97	Boulevard Mixed-Use	Boulevard Commercial	32	24	SFD, built 1956	Yes	Site appropriate based on location to recent high-density development, age of current structure(s) and size of lot.
23	287 Shiloh Road	163-171-017	0.57	Boulevard Mixed-Use	Boulevard Commercial	32	14	SFD, built 1956	Yes	Site appropriate based on location to recent high-density development, age of current structure(s) and size of lot.
24	283 Shiloh Road	163-171-018	0.44	Boulevard Mixed-Use	Boulevard Commercial	32	11	SFD, built 1950	Yes	Site appropriate based on location to recent high-density development, age of current structure(s) and size of lot.
25	189 Shiloh Road	163-171-024	0.41	Boulevard Mixed-Use	Boulevard Commercial	32	10	SFD, built 1955	Yes	Site appropriate based on location to recent high-density development, age of current structure(s) and size of lot.

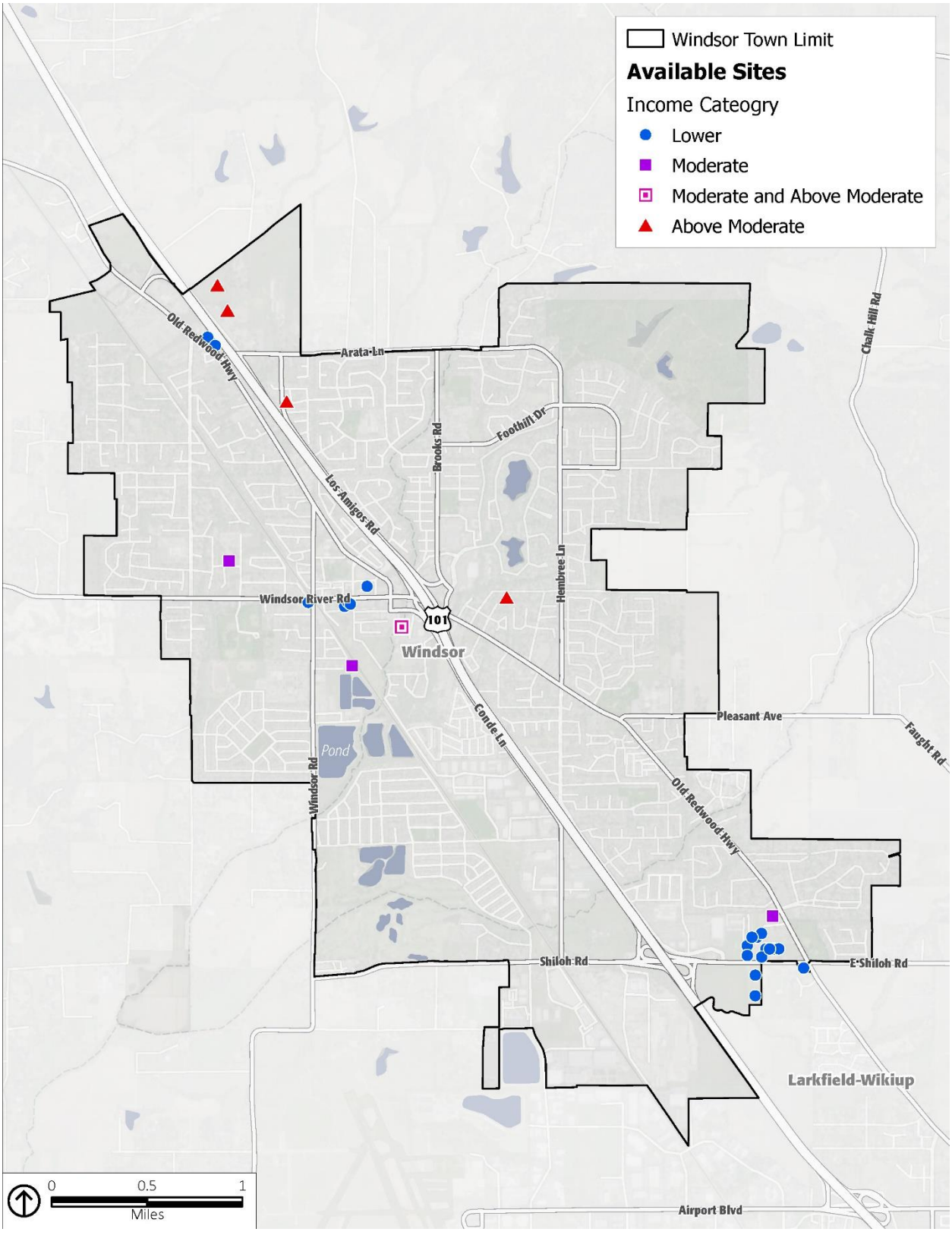
TABLE 6.6
UNDERUTILIZED SITES TO MEET THE RHNA
TOWN OF WINDSOR
2022

Site ID	Location/ Neighborhood	APN	Acreage	GP Designation	Zoning	Max. Allowable Density	Realistic Capacity	Site Description	Included in 5th Cycle HE	Site Details
26	210 Shiloh Road	059-310-052	2.84	Boulevard Mixed-Use	Boulevard Commercial	32	72	Feeding Shed	No	Site appropriate based on location to recent high-density development, age of current structure(s) and size of lot.
Total Lower Capacity (Mixed Use)			*1.8*				*300*			
										Sites to Meet the Moderate Income RHNA
27	Old Redwood Hwy	163-171-035	0.89	Low Density Residential	Village Residential	8	6	SFD, built 1952	--	Site is underdeveloped with older structures in poor repair, and site is located in an area that will experience substantial new development in the new few years.
28	8975 Conde Ln	164-020-023	3.69	Medium Density Residential	Medium Density Residential	16	36	Owner interest - site acreage adjusted by 25 percent to account for creek.	--	Site is close to downtown Windsor with capacity for medium density development.
Total Moderate Capacity (Residential)			*4.58*				*45*			
										Sites to Meet the Above Moderate Income RHNA
29	Wallace Way	161-050-072	0.2	Very Low Density Residential	Surrounding Residential	6	1	Vacant structure	--	Vacant lot
Total Above Moderate (Residential)			*0.2*				*1*			

Source: Town of Windsor, August 2022

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FIGURE 6.2
Vacant and Underutilized Sites



Accessory Dwelling Units

California Government Code Section 65583.1(a) states that a town, city, or county may identify sites for accessory dwelling units (ADU) based on the number of ADUs developed in the prior housing element planning period, whether the units are permitted by right, the need for ADUs in the community, the resources or incentives available for their development, and any other relevant factors. Based on recent changes in state law reducing the time to review and approve ADU applications, requiring ADUs that meet requirements to be allowed by right, eliminating discretionary review for most ADUs, and removing other restrictions on ADUs, it is anticipated that the production of ADUs will increase in the 6th cycle housing element planning period.

The Town issued building permits for nine ADUs in 2018, nine in 2019, three in 2020, and five in 2021. This analysis assumes that the number of ADU applications and permits will average 6.5 ADUs per year, for a total of 52 ADUs during the planning period. To promote ADUs, the Town has included Program H-7 to comply with State law and make construction of ADUs feasible for more property owners.

To determine assumptions on ADU affordability in the ABAG region, ABAG conducted a regional analysis of existing ADU rents and prepared a draft report in September 2021. The analysis resulted in affordability assumptions that allocate 30 percent of ADUs to very low income, 30 percent to low-income households, 30 percent to moderate-income households, and 10 percent to above-moderate-income households. The town considered this breakdown along with local knowledge. While relying on past ADU trends could yield up to 56 ADUs over the next eight years, the Town took a realistic approach and is only assuming 25 ADUs over the next eight years. Of the 25 ADUs projected to be built, it is estimated that 2 will be for very low-income households, 3 will be for low-income households, 5 for moderate-income households, and 15 for above-moderate-income households.

Meeting the RHNA

Table 6.7 summarizes Windsor's current capacity when accounting for current available land (total capacity for 511 units) and approved and planned projects (total capacity of 1,263 units). The capacity shown below also assumes the Town will develop 25 ADUs over the eight-year planning period. The total capacity included in Table 6.7 below shows that the Town has a surplus of 76 units in the lower income RHNA category, six units in the moderate-income category, and 723 in the above moderate-income category.

TABLE 6.7
2023-2031 RHNA COMPARED TO THE AVAIALBLE SITE CAPACITY
Town of Windsor, 2022

2023–2031 RHNA		Current Site Capacity[1]	Approved/Planned Projects[2]	Projected ADUs	Total Capacity	Identified Surplus
Very Low	385	390	288	5	683	76
Low	222					
Moderate	108	65	44	5	114	6
Above Moderate	279	56	931	15	1,002	723
Total	994	511	1,263	25	1,799	805

Source: ABAG 2021, Town of Windsor, 2022.[1] See Tables 6.5 and 6.6, [2] See Table 6.3 and 6.4

7. Housing Constraints and Incentives

This section addresses potential governmental and non-governmental constraints to new housing production in Windsor. Specific policies and programs to address these constraints are outlined in the Housing Goals, Policies, and Programs section of this Housing Element update. In addition, this section summarizes opportunities for energy conservation, as they relate to new residential development in Windsor.

Governmental Constraints

This section outlines local governmental policies and regulations that can affect the cost of housing production in Windsor.

General Plan Land Use Designations

Each city and county in California must prepare a comprehensive, long-term General Plan to guide its future. The Land Use Element of the General Plan establishes the basic land uses and density of development within each jurisdiction. Under State law, the General Plan elements must be internally consistent, and each jurisdiction's zoning must be consistent with its General Plan. Thus, the Land Use Element must provide suitable locations and densities to implement the policies of the Housing Element.

Table 7.1 shows the residential General Plan land use designations for the Town of Windsor. The land use designations support a variety of housing types, ranging from very low-density development, which generally includes single-family homes on large lots, to high-density development, which includes multifamily development.

TABLE 7.1
GENERAL PLAN LAND USE DESIGNATIONS

Land Use Designation		Allowed Density (units/acre)	General Uses
RR	Rural Residential	0 – 0.2	Rural residential living environment, single-family detached residential uses, limited agricultural operations, and recreation activities
ER	Estate Residential	0.2 – 3	Large-lot single-family neighborhood environment single-family detached residential uses
VLDR	Very Low-Density Residential	3 – 6	Mix of housing types on traditional single-family lots, single-family homes, duplexes, and triplexes
LDR	Low-Density Residential	5 – 8	Mix of housing types on smaller lots or as attached units, single-family homes, duplexes, triplexes, and townhomes

TABLE 7.1 GENERAL PLAN LAND USE DESIGNATIONS			
Land Use Designation		**Allowed Density (units/acre)**	**General Uses**
MDR	Medium-Density Residential	8 – 16	Medium-density residential living environment marked by attached units Small-lot single-family units, row houses, townhomes, small apartment complexes, and mobile home parks
HDR	High-Density Residential	16 – 32	Compact, high-density multifamily housing in areas served by major transportation routes and facilities, and near major shopping areas
MHR	Mobile Home Park	8 – 12	Existing land devoted to mobile home parks and intended to preserve its use as a mobile home park
TCMU	Town Center Mixed-Use	16 – 32	Accommodates an intensive mix of retail, residential, office, hotel, and entertainment use. Residential uses are allowed on the second floor or higher in a vertically mixed configuration
BMU	Boulevard Mixed-Use	16 – 32	Provides for mixed-use development that can include retail, residential, office, hotel, or entertainment uses with extensive pedestrian-oriented frontage on a boulevard street
NCMU	Neighborhood Center Mixed Use	8 – 16	Small-scale neighborhood centers Allows for diverse uses, including residential, commerce, professional office, employment, entertainment, and services
RC	Retail Commercial	0 – 16 Or 0.0-0.8 floor area ratio (FAR) (1.5 for residential mixed use)	Uses that provide convenience goods and services for surrounding community. Allows for residential uses on the second floor as part of a mixed-use development

Source: Town of Winsor, General Plan 2018

Zoning Districts

The Town of Windsor enforces minimum site development standards for new residential uses through the Zoning Ordinance. These include maximum number of dwelling units per acre, minimum lot size, lot width, setbacks, and lot coverage; maximum building height; and minimum parking requirements. Table 7.2 summarizes development standards by zone. All zoning and development standards are also available on the Town's website per Government Code Section 65940.1 subdivision (a)(1)(B). Table 7.2 describes the zoning districts in which residential uses are allowed and the type of permit required for various housing types in those districts. The Zoning Ordinance is available on the Town's website to meet website publication and transparency requirements. The Town's commercial and mixed-use zoning districts and their respective permitted densities are summarized in Table 7.2.

TABLE 7.2
COMMERCIAL AND MIXED-USE ZONING DISTRICTS

Zoning District		Allowed Density (units/acre)	Description
NC	Neighborhood Center Mixed Use (NCMU)	8 –16 du/ac	This district is appropriate for commercial thoroughfares and is often adjacent to medium-density residential (MDR) zoning districts. Retail, childcare, and public uses may be incorporated into either the site or building. The NC zoning district is consistent with the Neighborhood Center/Mixed-Use land use classification of the General Plan.
TC	Town Center Mixed Use (TCMU)	16 – 32 du/ac	This district is intended to provide attractive areas within the Old Town where the community can socialize, shop, recreate, and live. This zoning district includes diverse, compatible land uses that can be developed on the same site, and where desirable, in the same building. High-density residential complexes may be incorporated with retail, public uses, hotels, and office buildings. The TC zoning district is consistent with the Town Center/Mixed-Use land use classification of the General Plan.
BC	Boulevard Mixed Use	16.0 – 32.0 du/ac	The BC district incorporates mixed-use development with extensive pedestrian-oriented frontage on a built-up boulevard street. This destination-center is often near transit stops and is intended to serve local residents and businesses. Compatible land uses include public facilities or plazas, residential, retail, office, and childcare. The BC zoning district is consistent with the Boulevard Mixed-Use land use classification of the General Plan.
SR	Surrounding Residential	3.0 – 6.0 du/ac	The SR zoning district is intended for areas appropriate for a mixture of housing types. The primary housing type is single-family homes; however, duplexes and triplexes are encouraged within the allowable density range. The allowable density ranges from three to six dwelling units per acre. The SR zoning district is consistent with the Very Low Density land use classification of the General Plan.

TABLE 7.2 COMMERCIAL AND MIXED-USE ZONING DISTRICTS			
Zoning District		**Allowed Density (units/acre)**	**Description**
VR	Village Residential	5.0 – 8.0 du/ac	The VR zoning district is intended for areas appropriate for a mixture of housing types on smaller lots. The allowable density ranges from five to eight dwelling units per acre. The lower end of the density range may be appropriate adjacent to the SR or ER zoning districts, with the higher end of the range being appropriate near neighborhood centers, parks, and transit stops. The VR zoning district is consistent with the Low Density Residential land use classification of the General Plan.

Residential Development Standards

The Town of Windsor regulates the type, location, density, and scale of residential development primarily through its Zoning Ordinance. Zoning regulations are designed to protect and promote the health, safety, and general welfare of residents, as well as preserve the character and integrity of neighborhoods. The Windsor Zoning Ordinance sets forth the specific residential development standards summarized in Table 7.3. The Town's development standards can be accessed on the Town's website, in compliance with website publication and transparency requirements pursuant to Government Code Section 65940.1 subdivision (a)(1)(B).

TABLE 7.3 ZONING DISTRICTS ALLOWING RESIDENTIAL LAND USE Town of Windsor 2022									
Zone District[1]	**Max Bldg. Height (ft.)**	**Lot Width (ft.)[2]**	**Minimum Setback (ft.)1**				**Min Lot Area (sf)**	**Max Density (DU per acre)**	**Max Site Coverage**
			Front	**Side**	**Rear**	**Garage**			
ER	35 (principal); 15 (accessory); 15 (detached accessory dwelling units)[3]	80	20	5, 10 on street side[5]	20	35	10,000	0.2-3	35%
SR	35 (principal); 15 (accessory); 15 (detached accessory dwelling units)[3]	60	15			25	6,000	3-6	40%
VR	35	60	13			18	5,000	5-8	50%

TABLE 7.3
ZONING DISTRICTS ALLOWING RESIDENTIAL LAND USE
Town of Windsor
2022

Zone District[1]	Max Bldg. Height (ft.)	Lot Width (ft.)[2]	Minimum Setback (ft.)1				Min Lot Area (sf)	Max Density (DU per acre)	Max Site Coverage
			Front	Side	Rear	Garage			
MDR	35	50	13	5, 10 on street side[4,5]	15	5	5,000	8-12	50%
HDR	35	50	13		15	5	5,000	12-16	50%
CR-24	2 stories	20	5	5	10	5	3,500	12-24	80%
CR-32	4 stories	20	5	5	5	5	3,500	16-32	100%
NC	35	--	0	10 if adjacent to residential zone, none otherwise		--	6,000	16/32[6]	60%
CC	45	--	0-10	5 if adjacent to residentialzone, none otherwise		--	2,000	16/32[6]	60%
TC	20-57[7]	--	None	10 if adjacent to residential zone, none otherwise		--	2,000	16/32[6]	No Max
BC	2 story 4 story	--	None	None	None	--	5,000	16/32[6]	100%
RC	2 story 4 story	--	None	None	None	--	5,000	16/32[6]	100%
BPI	50	100	10	10	10	--	10,000	16/32[6]	50%

Source: Town of Windsor Zoning Ordinance, 2018

1 Properties within the boundaries of the adopted Windsor Station Area/Downtown Specific Plan are subject to additional design and development standards. Refer to the Windsor Station Area/Downtown Specific Plan for specific information. (Revised 02/06/13, ORD 2013-277)

2 Lot widths, lot sizes, and setbacks below the minimum may be authorized by Use Permit approval or through rezoning to apply the -PD overlay district where thereview authority finds that a lesser lot width, lot size, or setback will be adequate after first reviewing the design and layout of the proposed housing units.

3 Except as allowed by Section 27.34.180.

4 In the MDR zoning district, the required side setback shall be increased by 1 foot for each 4 feet of building height in excess of 15 feet.

5 None required on one side for a zero lot line project authorized by Use Permit approval.

6 When residential dwelling units are combined with office or retail commercial uses in a single building or on the same parcel, the maximum density shall be 16 dwelling units per acre, and up to 32 units per acre in the Shiloh Road Village Vision Plan area, plus any density bonus units approved in compliance with Chapter 27.22 (Affordable Housing Requirements and Incentives).

7 No maximum number of stories.

Parking

Excessive parking requirements may serve as a constraint on housing development by increasing development costs and reducing the amount of land available for additional units or project amenities such as childcare, open space, and attractive design components. As shown in Table 7.4, residential parking requirements vary by housing type.

According to some multifamily housing developers, Windsor's parking standards are relatively high in comparison with other cities in Sonoma County. The Town evaluates projects on a case-by-case basis to determine if shared parking and/or reduced parking is feasible. State density bonus law allows projects with at least 5 percent very low-income units or 10 percent low- or moderate-income units to qualify for parking requirement reductions.

TABLE 7.4
PARKING REQUIREMENTS BY LAND USE
Town of Windsor
2022

Residential Land Use	Vehicle Spaces Required
Emergency Shelter[1]	2 spaces per facility staff, plus 1 space per 6 occupants.
Employee Housing	1 space for each 4 persons housed. Parking areas are not required to be covered or paved.
Group quarters; Rooming and boarding houses Fraternities, sororities, dormitories	 1 covered space for each bedroom. 1 uncovered space for each bedroom.
Live-work	2 covered spaces per unit minimum, plus 1 additional space per each bedroom over 3, plus guest parking at a ratio of 1 uncovered space per unit.
Mobile homes	1 covered space for each unit.
Mobile home park	1 covered space for each unit plus 0.5 uncovered guest parking spaces and 0.25 parking spaces for each unit for vehicle storage.
Multifamily dwellings	2 covered spaces per unit minimum, plus 1 additional space per each bedroom over 3, plus guest parking at a ratio of 1 uncovered space per unit.
Residential care homes (Six or fewer clients)	2 covered spaces.
Residential care homes (Seven or more clients)	1 space for each 2 residential units, plus 1 space for each 4 units for guests and employees.
Accessory dwelling units	One off-street all-weather surface parking space in addition to that parking required for the main dwelling[2]
Junior dwelling units	No parking required.
Senior housing projects	1 space for each 2 units, with half the spacescovered, plus 1 guest parking space for each 10 units.
Single-family dwellings	2 covered spaces per unit.
Single-Room Occupancy	0.5 parking spaces for each single-room occupancy unit, one space for an on-site manager (where required), and one parking space for each additional employee.

Source: Town of Windsor, 2022
Note:
[1] The Town has included **Program H-25** to revise parking standards for emergency shelters to comply with State law.
[2] See Ordinance No-2020-343 for additional provisions on parking

Shiloh Road Village Vision Plan

The Town Council adopted the Shiloh Road Village Vision Plan ("Vision Plan") on August 7, 2002. At the time, the California Department of Housing and Urban Development (HCD) made approval of the Town's Housing Element contingent upon adoption of the Vision Plan. Because of the Vision Plan's variety of housing densities, HCD determined that it could play an important role in assisting Windsor in providing its share of housing allocations. Large areas within the Vision Plan have since been developed or are in the process of development. However, it has been 20 years since the adoption of the Vision Plan, and there are increasing inconsistencies with the Town's other policy documents. For this reason, the 2040 General Plan (adopted in April 2018), includes the following implementation program to revisit the Vision Plan:

> *General Plan Implementation LU-7. Shiloh Road Village Vision Plan Update. The Town shall review and update the Shiloh Road Village Vision Plan for consistency with the General Plan. A goal of the update will be to confirm the existing vision or define a new vision for the area, and to develop a strategy for overcoming challenges related to parcel ownership patterns and parcel configuration and to develop a feasible development Plan. Target Date: 2017-2019.*

The 2040 General Plan includes seven designated community places with unique characteristics that require specific policies to address. The Shiloh Road East Community Place encompasses the Vision Plan area and incorporated policies from Vision Plan. The Zoning Ordinance includes some development standards from the Vision Plan. However, inconsistencies among these documents occur with respect to the allowed density ranges and the Vision Plan's blueprint for development to occur around a large central plaza.

To remove a layer of review and reduce governmental constraints, the Town has included Program H-24 to sunset the Shiloh Road Village Vision Plan.

Town staff in Community Development, Public Works, and Parks and Recreation have reviewed the Vision Plan and found that it likely is no longer a helpful planning document. The Town will consider amending the General Plan's Shiloh Road East Community Place to add policies to help strengthen housing development potential in the Plan area.

Density Bonus

In compliance with California Government Code Section 65915, the Town provides density bonuses for residential development projects that agree to provide affordable housing units. Density bonuses can reach up to 80 percent and are based on both the type and number of benefits provided.

To ensure the Town's development requirements are consistent with State law, the Town will continue to review and revise the Zoning Ordinance for compliance.

Typical Densities for Development

The typical built densities for approved residential projects in Windsor have ranged from 0.5 to nearly 34 dwelling units per acre. Recent development projects have included both single-family residential projects and multifamily projects.

The typical density for recent multifamily development in the town is 16 to 32 units an acre, with an average of approximately 30 dwelling units per acre. The Town's recent Shiloh Terrace multifamily development housing project supports a total of 134 units affordable to lower-income households. The project had an approved density bonus was developed at a density of 33.4 units per acre. The typical density for recent single-family development in the town is 3 to 6 dwelling units per acre, with an average of approximately 4 dwelling units per acre. The 19th Hole Drive Subdivision and the subdivision planned on 6500, 6516 Old Redwood Highway are indicative of single-family residential development in Windsor. The 19th Hole Drive Subdivision was approved in 2019 and has an approved density of 2.2 dwelling units per acre and the subdivision planned on Old Redwood Highway has an approved density of 4.3 dwelling units per acre.

The Town did not receive any requests to approve a project listed on the sites inventory table at lower than the required density during the 5th cycle planning period. For example, Duncan Village received a 50 percent density bonus. If a request were made for approval of a project that was lower than the required density, it is important to note that the Community Development Department would require an appropriate zoning district and land use designation to match the proposed density.

Zoning for a Variety of Housing Types

State law requires the Housing Element to identify adequate sites for a variety of housing types, including housing for farmworkers, mobile homes, and factory-built housing, single-room occupancy units, and supportive housing.

Table 7.5 describes residential uses that are permitted in residential zones, and commercial zones.

TABLE 7.5
RESIDENTIAL USES PERMITTED BY ZONING TYPE
Town of Windsor
2022

Residential Use	Residential Zones						Commercial Zones (a)			
	ER	SR	VR	MDR	CR	HDR	NC	TC	BC	RC
Single-Family Dwellings	P	P	P	P	--	--	--	--	--	--
Multifamily Dwellings	--	UP	UP	P	P	P	UP(a)	P(a)	P(a)	P(a)
Residential Care > 6P	MUP	MUP	MUP	MUP	MUP	MUP	MUP(a)	MUP(a)	MUP(a)	MUP(a)
Residential Care < 6P	P	P	P	P	P	P	MUP(a)	MUP(a)	MUP(a)	MUP(a)
Mobile Homes	P	P	P	P	--	--	--	--	--	--
Mobile Home Parks	--	UP	UP	UP	--	UP	--	--	--	--
Farmworker/Employee Housing	--	--	--	--	--	--	--	--	--	--
Accessory Dwelling Unit	P	P	P	P	--	--	--	--	--	--
Junior Dwelling Units	P	P	P	P	P	P				
Emergency Shelter	--	--	--	--	--	--	--	--	--	--
Supportive Housing	P	P	P	P	P	P	UP(a)	P(a)	UP(a)	UP(a)
Transitional Housing										
Single-Room Occupancy	—	UP	UP	P	P	P	--	--	--	--

P = Permitted, MUP = Minor Use Permit Required, UP = Use Permit Required, -- = Not Allowed

(a) Residential uses may be permitted only on second or higher floors above non-residential uses. Accessible units that meet ADA requirements may be located on the ground floor. (Program H-32)

Source: Town of Windsor Zoning Ordinance, 2022

Multifamily Rental Housing

Multifamily housing is permitted by right in Medium-Density Residential (MDR), Compact Residential (CR), High-Density Residential (HDR), Community Commercial (CC), Town Center Commercial (TC), Boulevard Commercial (BC), and Regional Commercial (RC) and with a Use Permit in the Surrounding Residential (SR), Village Residential (VR), and Neighborhood Center Commercial (NC) In the commercial districts and Light Industrial District (LI), multifamily housing is allowed only on upper levels above non-residential ground floor uses.

To preserve existing multifamily rental housing in Windsor, Program H-21 calls for the Town to monitor local trends in rental unit conversion and consider adoption of an ordinance that would regulate the conversion of existing rental units to owner-occupancy.

Manufactured Housing and Mobile Homes

The Windsor Zoning Ordinance permits single-family dwellings to include factory-built, modular housing units, constructed in compliance with the Uniform Building Code (UBC), and mobile homes/manufactured housing on permanent foundations.

The Housing Element includes policies and programs to protect and promote mobile homes as an important form of affordable housing in Windsor. Policy 4.1 in the Housing Element calls for the preservation of Windsor's supply of mobile home units as sources of nonsubsidized affordable housing, and for the Town to work with developers to replace these units with very low- and low-income homes should any redevelopment of the mobile home parks occur and to provide priority placement to displaced residents. Program H-20 requires the Town to continue to provide for the administration and enforcement of its Mobile Home Park Rent Stabilization Ordinance. From 2016-2020 Town Council adopted Resolution 3190-15, an agreement with the Sonoma County Community Development Commission (CDC) for the administration of the Town's Mobile Home Rent Stabilization Program.

Accessory Dwelling Units

Accessory Dwelling Units (ADUs), previously referred to as second units, are defined in the Zoning Ordinance 27.60.020 as an ancillary dwelling unit providing complete independent-living facilities for one household on a parcel with the primary single-unit dwelling that houses a separate household. The Zoning Ordinance complies with Government Code Section 65852.150 requirements to allow ADUs by right where single-family or multifamily uses are allowed. Junior accessory dwelling units (JADUs) are smaller units entirely within an existing single-family primary unit, are also allowed consistent with Government Code Section 658522.22. Windsor permits ADUs by right in the ER, SR, VR, and MDR residential zoning districts and most commercial districts.

ADUs are permitted through an approved ministerial ADU permit and allowed 850 square feet for a studio or one bedroom and 1,000 sf for two or more bedrooms.

To ensure compliance with State Law, the Town has included Program H-7.

Emergency Shelters

The California Health and Safety Code (Section 50801) defines an emergency shelter as "housing with minimal supportive services for homeless persons that is limited to occupancy of six months or less by a homeless person. No individual or households may be denied emergency shelter because of an inability to pay."

California Government Code Section 65583(a)(4)(A) requires jurisdictions to allow emergency shelters in at least one zone with adequate vacant land without a conditional-use permit. The Windsor Zoning Ordinance allows emergency shelters by-right in the Community Commercial (CC) zone and in the Light Industrial (LI) zone with a use permit. The CC zoning district is close to local- and community-serving retail and commercial uses, including restaurants, shops, and personal and business services. As such, areas zoned CC provide the goods and services (such as food, transit, and jobs) that are required to regain self-sufficiency. The CC zone applies to a number of areas along the Town's main corridor on Old Redwood Highway. The Town has inventoried vacant sites zoned CC with a total of 3.45 acres, which represent sufficient capacity to accommodate at least one year-round shelter in Windsor, as required by State law (Table 7.6).

TABLE 7.6
VACANT COMMERCIAL LAND
Town of Windsor
2022

APN	Description	Zoning	General Plan	Acreage
164-020-038	VACANT COMMERCIAL LND W/UTIL	CC	RC	0.73
161-020-049	VACANT COMMERCIAL LND W/UTIL	CC	RC	2.72
Total				3.45

Source: Town of Windsor, 2022

Emergency Shelter Managerial Standards

Within the identified zone, only objective development and management standards may be applied, given they are designed to encourage and facilitate the development of or conversion to an emergency shelter. Development standards for emergency shelters in Windsor include:

- Compliance with federal, state, and local standards and requirements.
- On-site security when the facility is open.
- Exterior lighting on pedestrian pathways and parking lot areas on the property.
- The area used for an emergency shelter facility may not exceed 50 percent of the total floor area if the facility is also used as a religious facility.
- An emergency shelter should not be within 300 feet of any other emergency shelter.

- An emergency shelter should not exceed 40 beds per facility if located in the commercial or industrial zoning district.
- Any single resident's stay should not exceed six consecutive months.
- On-site parking should be provided at a rate of two spaces per facility staff plus one space per six occupants.
- A management plan is required for all emergency shelters to address management experience, good neighbor issues, transportation, client supervision, client services, and good services, evidence of the required permits and licensing for all services and programs associated with the emergency shelter.

Transitional and Supportive Housing

Transitional housing is defined in Section 50675.2 of the Health and Safety Code as rental housing for stays of at least six months but where the units are recirculated to another program recipient after a set period. It may be designated for a homeless individual or family transitioning to permanent housing. This housing can take many structural forms such as group housing and multifamily units and may include supportive services to allow individuals to gain necessary life skills in support of independent living.

Supportive housing is defined by Section 50675.14 of the Health and Safety Code as housing with linked on- or off-site services with no limit on the length of stay and which is occupied by a target population, as defined in Health and Safety Code Section 53260 (i.e., low-income person with mental disabilities, AIDS, substance abuse, or chronic health conditions, or persons whose disabilities originated before the age of 18). Services linked to supportive housing usually focuses on retaining housing, living and working in the community, and/or health improvement.

Pursuant to Government Code Section 65583, transitional and supportive housing types are required to be treated as residential uses and subject only to those restrictions that apply to other residential uses of the same type in the same zone.

The Town categorizes transitional housing as residential care facilities. The Town permits State-licensed residential care facilities with six or fewer residents by right in all residential zones and permits residential care facilities with seven or more residents with a minor use permit in all residential zones and all commercial zones except Service Commercial (SC) and Gateway Commercial (GC). To comply with State Law, the Town has included Program H-28 to amend the Zoning Ordinance to ensure that transitional and supportive housing types are defined and permitted as residential uses and are only subject to restrictions that apply to other residential dwellings of the same type in the same zone, per Government Code Section 65583(a)(5). Allow for the approval of 100 percent affordable developments, consistent with Government Code Section 65583(c)(3).

Low-Barrier Navigation Centers

Government Code Section 65662 requires that the development of Low-Barrier Navigation Centers be developed as a use by right in zones where mixed uses are allowed or in non-residential zones that permit multifamily housing. The Town will include Program H-27 to comply with State law. For a navigation center to be considered "low barrier," its operation should incorporate best practices to reduce barriers to entry, which may include, but are not limited to, the following:

- Permitting the presence of partners if it is not a population-specific site, such as for survivors of domestic violence or sexual assault, women, or youth
- Pets
- Ability to store possessions
- Providing privacy, such as private rooms or partitions around beds in a dormitory setting or in larger rooms with multiple beds

Farmworker/Employee Housing

The Employee Housing Act (Health and Safety Code Section 17021.5) requires jurisdictions in California to treat farmworker housing for six or fewer employees as a single-family use and allow them wherever single-family uses are allowed. The Town does not regulate the occupancy of single-family homes and complies with this provision.

State law (Health and Safety Code Section 17021.6) also requires jurisdictions to treat farmworker housing of no more than 12 units (or 36 beds in a group quarters) as an agricultural land use subject to the same permit requirements for other agricultural uses in zones allowing agricultural uses.

Additionally, Section 17021.8 requires a streamlined, ministerial application process for qualifying agricultural employee housing on land designated as agricultural.

The Town's Zoning Ordinance allows crop production and horticulture as a permitted use in the Estate Residential (ER), Light Industrial (LI), Heavy Industrial (HI), Open Space (OS), and Public/Institutional (PI) zones; however, the Zoning Ordinance currently allows agricultural worker housing in two of these zones. The Town of Windsor permits agricultural worker housing by right in the Community Commercial (CC), Heavy Industrial (HI), and Light Industrial (LI) zoning districts.

The Housing Element includes Program H-26 to update the Zoning Ordinance to fully comply with State law.

Single-Room Occupancy Units

Single-room occupancy (SRO) units are a possible form of private affordable housing for extremely low-income individuals, seniors, and persons with disabilities. The Town defines SRO units and permits SRO units by-right in residential zones, including Medium-Density Residential, High-Density Residential,

and Compact Residential, and with a Use Permit in Surrounding Residential and Village Residential zones.

To promote studio apartments and SRO units as a form of affordable housing in Windsor, Policy 5.6 in the Housing Element calls for the Town to continue to allow pairs of studio apartments of 500 square feet or less to be counted as one unit for purposes of calculating densities and fees. The Town considers this fee reduction on a case-by-case basis.

Residential Care Facilities

Health and Safety Code Sections 1267.8, 1566.3, and 1568.08 require local governments to treat licensed group homes and residential care facilities with six or fewer residents no differently than other by-right single-family housing uses. "Six or fewer persons" does not include the operator, the operator's family, or persons employed as staff. Local agencies must allow these licensed residential care facilities in any area zoned for residential use and may not require licensed residential care facilities for six or fewer persons to obtain conditional use permits or variances that are not required of other family dwellings.

The Zoning Ordinance defines residential care homes as facilities providing residential, social, and personal care for children, the elderly, and people with limited ability for self-care. The Town permits State-licensed residential care facilities with six or fewer residents by right in all residential zones and permits residential care facilities with seven or more residents with a minor use permit in all residential zones and all commercial zones except Service Commercial and Gateway Commercial.

To comply with current State law, the Town has included Program H-29 to amend provisions in the Zoning Ordinance to permit residential care facilities for seven or more persons only subject to the restrictions that apply to residential uses in the same zone.

Housing for Persons with Disabilities

The Town of Windsor incorporates the Federal Fair Housing Act and the California Fair Employment and Housing Act of 1964 as a part of its building requirements. These two statutes address the fair housing practices adhered to by the Town, which include practices against housing discrimination toward persons with disabilities. In compliance with Government Code Section 65583, the Town permits supportive housing for disabled residents in any residential zone that permits residential uses of a similar type in the same zone. To ensure there are no constraints to persons with disabilities, Program H-30 has been incorporated into the Housing Element to mitigate any possible constraints.

Reasonable Accommodation

Chapter 27.25 of the Zoning Ordinance provides a procedure for individuals with disabilities to request reasonable accommodation in seeking equal access to housing under the federal Fair Housing Act and the California Fair Employment and Housing Act ("Acts") in the application of zoning laws and land use regulations, policies, and procedures.

Procedure:

- A request for reasonable accommodation should be submitted in writing to the Community Development Director and should include the basis for the claim that the individual is considered disabled under the Acts, including verification of such claim, and the reason why the reasonable accommodation is necessary to make the specific property accessible to the applicant.
- If the project requires some other discretionary approval, the applicant should file the information required for concurrent review with the application for discretionary approval.
- If no approval is sought other than the request for reasonable accommodation, the Director should make a written determination within 45 days of the written request and either grant, grant with modifications, or deny a request for reasonable accommodation.
- A request for reasonable accommodation submitted for concurrent review with another discretionary land use application should be reviewed by the Planning Commission. The written determination on whether to grant or deny the request for reasonable accommodation shall be made by the Planning Commission, in compliance with the applicable review procedure for the discretionary review.

Findings for approval:

The written decision to grant or deny a request for reasonable accommodation is based on consideration of the following:

- Will the housing in the request be used by a person with a disability under the Acts?
- Is the request for reasonable accommodation necessary to make specific housing available to a person with a disability under the Acts?
- Will the request for reasonable accommodation impose undue financial, administrative, or enforcement burdens on the Town?
- Will the request for reasonable accommodation require a fundamental alteration in the nature of a Town program or law, including, but not limited to, land use and zoning?
- What, if any, are the potential impacts on surrounding uses?
- What are the physical attributes of the property and structures?
- Are there any other reasonable accommodations that may provide an equivalent level of benefit?

Separation Requirements

The Town's Zoning Ordinance does not include regulations regarding the siting or separation of special-needs housing, such as group homes.

Site Planning Requirements

Currently, the Town's Zoning Ordinance requires special regulations for residential care facilities for the elderly and limits the maximum number of persons who may reside in the facility by lot size, including employees. The Town has included Program H-27 to amend the language of Chapter 3.28.210 to remove site planning requirements for residential care facilities for the elderly for eight or fewer persons to ensure the standards are no different than for other residential uses in the same zone and to permit residential care facilities with seven or more persons without a use permit in all residential zones.

Definition of Family

The Town does not currently define "family" in the Zoning Ordinance. Program H-25 has been included to define "family" as one or more persons living together in a dwelling unit, with common access to and common use of all living, kitchen, and eating areas within the dwelling unit.

Local Processing and Permit Procedures

Development review procedures exist to ensure that proposals for new residential development comply with local regulations and are compatible with adjacent land uses. Table 7.7 shows the permits required for different housing projects, while Table 7.8 describes the approximate time required and the reviewing body for the Town's various permitting procedures. As described herein, the entitlement process can impact housing production costs, with lengthy processing of development applications adding to financing costs. As such, the Town will consider expediting the review for developments offering lower- and moderate-income housing as an incentive to production. In general, however, developers interviewed in the past indicated that the Town's entitlement timeline is largely in line with other jurisdictions in the area.

Building Permit

Plan check and actual building permit issuance takes approximately three to five weeks after submittal of plans with planning approval. An additional one to two weeks may be required if the plans require revision. Once a building permit is issued, construction may commence immediately. Minor use permits generally require a two- to three-month review period, and conditional use permits require a three- to six-month review period.

Windsor's processing and permit procedures are reasonable and comparable to those in other California communities. The permit process increases in complexity and duration when the circumstances of individual projects warrant extra consideration on the part of Town staff and officials. This is especially true of the environmental review component of the process. However, the Town of Windsor has little flexibility to change this, since the California Environmental Quality Act (CEQA) specifies procedures that local jurisdictions must observe in reviewing the impacts of development projects.

Subdivision Approval

The Town of Windsor's subdivision process follows the statutory requirements of the State Subdivision Map Act, which ensures that local jurisdictions adhere to a reasonable time schedule when acting on subdivision applications. According to the Subdivision Map Act, local jurisdictions must approve or deny a subdivision application within one year if an environmental impact report (EIR) is required, and within six months if a negative declaration or automatic approval is possible.

The subdivision approval process could lengthen further due to several factors. If the project would potentially create environmental impacts, the Town may determine that an EIR must be prepared before acting on the application. However, the Town rarely has projects that required an EIR. If an EIR is required, the process could be lengthened up to approximately one year, depending on the scope of the required EIR.

Zoning Clearance

A zoning clearance is the procedure used by the Town to verify that a proposed structure or land use complies with the permitted list of activities allowed in the applicable zoning district, and the development standards applicable to the type of use. If the Zoning Ordinance requires a zoning clearance, it is required at the time of Building Division review, and the Director will issue the zoning clearance after determining that the request complies with Town provisions.

Site Plan and Design Review

The purposes of Site Plan and Design Review are to focus on safety, circulation and access, site layout and design issues and solutions that will have the greatest effect on community character and aesthetics, and to encourage imaginative solutions and high-quality urban design. A Site Plan and Design Review approval is required for commercial, industrial, and institutional projects, and for residential projects of two or more dwelling units within a Planned Development (PD) or multifamily zoning district. Applications for projects that also require the approval of a discretionary permit are acted upon concurrently with the discretionary permit. All applications approved by the review authority are also scheduled for a public hearing.

An application for Site Plan and Design Review is reviewed and approved or disapproved by either the Director or Planning Commission. The review authority considers the location, design, site plan configuration, and the overall effect of the proposed project upon surrounding properties and the Town in general. Approval of the application is also determined if review authority finds all of the following:

1. The design and layout of the proposed development are consistent with the General Plan, any applicable Specific Plan, the development standards of the applicable zoning district, design standards/guidelines, and architectural criteria for special areas;
2. The design and layout of the proposed development will not interfere with the use and enjoyment of neighboring existing or future developments, and will not create traffic or pedestrian hazards;

3. The architectural design of the proposed development is compatible with the character of the surrounding neighborhood;
4. The design of the proposed development will provide a desirable environment for its occupants, visiting public, and its neighbors through the appropriate use of materials, texture, and color, and will remain aesthetically appealing and be appropriately maintained; and
5. The proposed development will not be detrimental to the public health, safety, or welfare or materially injurious to the properties or improvements in the vicinity.

To ensure that the review process is not subjective, the Town has included Program H-31 to evaluate design review findings, particularly findings 3 and 4, and revise as needed to be objective.

Use Permits and Minor Use Permits

Use Permits and Minor Use Permits provide a process for reviewing uses and activities that may be desirable in the applicable zoning district, but whose effect on the site and surroundings cannot be determined before being proposed for a particular location. A Minor Use Permit application is determined exempt from CEQA in compliance with State law and the Town's CEQA Guidelines. Each application is reviewed by the planning and other Town departments to ensure that the application is consistent with local regulations. The Director conducts a public hearing on an application required for a Minor Use Permit, and the Commission conducts a public hearing on an application for a Conditional Use Permit.

The review authority may approve a Use Permit or Minor Use Permit only after first finding all of the following:

1. The proposed use is allowed within the applicable zoning district and complies with all other applicable provisions of this Zoning Ordinance and the Town Code;
2. The proposed use is consistent with the General Plan and any applicable Specific Plan;
3. The design, location, size, and operating characteristics of the proposed activity are compatible with the existing and future land uses in the vicinity;
4. The site is physically suitable for the type, density, and intensity of use being proposed, including access, utilities, and the absence of physical constraints; and
5. Granting the permit would not be detrimental to the public interest, health, safety, convenience, or welfare, or materially injurious to persons, property, or improvements in the vicinity and zoning district in which the property is located.

In approving a Use Permit or Minor Use Permit, the review authority may impose any conditions (e.g., buffers, landscaping and maintenance, off-site improvements, performance guarantees, screening, surfacing, time limits, etc.) deemed reasonable and necessary to ensure that the approval will comply with Town regulations.

Variances

A Variance may be granted to waive or modify any requirement of the Zoning Ordinance except allowed land uses, residential density, specific prohibitions (for example, prohibited signs), or procedural requirements. The Director may grant a Minor Variance for a 10-percent maximum adjustment to any provision of the Zoning Ordinance eligible for a Variance. The Commission may grant all other Variances. The review authority may approve a Variance, with or without conditions, only after first making general findings summarized below.

- There are special circumstances applicable to the property (e.g., location, shape, size, surroundings, topography, or other conditions), so that the strict application of the Zoning Ordinance denies the property owner privileges enjoyed by other property owners in the vicinity and under identical zoning districts or creates an unnecessary and non-self-created hardship or unreasonable regulation that makes it obviously impractical to require compliance with the development standards.
- Granting the Variance is necessary for the preservation and enjoyment of substantial property rights possessed by other property owners in the same vicinity and zoning district and denied to the property owner for which the Variance is sought.
- Granting the Variance is consistent with the General Plan and any applicable Specific Plan.

In approving a Variance, the review authority may impose conditions to ensure that the Variance does not grant special privileges inconsistent with the limitations on other properties in the vicinity and zoning district in which the property is located; and may impose conditions (e.g., buffers, landscaping and maintenance, off-site improvements, performance guarantees, screening, surfacing) deemed reasonable and necessary to ensure that the approval would be in compliance with the findings required in the Zoning Ordinance.

Design Review for Multifamily and Mixed-Use Projects

Chapter 27.42.030 of the Zoning Ordinance requires Site Plan and Design Review approval for residential projects of two or more dwellings within a Planned Development (PD) or multifamily zoning district. In addition, substantial changes or intensifications of land use require a site plan and design review. Mixed-use projects are subject to the same Design Review and permitting requirements as multifamily developments.

Since Site Plan and Design Review for projects of 11 or more dwelling units requires Planning Commission review, this process has the potential to considerably slow down the approval process for multifamily projects designed for lower-income households. In fact, local developers have commented on the Town's design review process as a notable cost during the development process. In response to this constraint, under Program H-31, the Town will implement objective design standards to help streamlines the review process.

In 2019, the Town received a Senate Bill (SB) 2 grant in the amount of $160,000 to develop residential objective design and development standards, which will help facilitate non-discretionary permitting for multifamily housing projects in accordance with SB 35 and other similar housing laws. Multifamily housing would also include "missing middle" housing types such as tiny homes, duplexes, and triplexes. As a result of recent changes in State law, multifamily residential projects that meet certain requirements (including providing affordable housing units) may not be reviewed or acted on by the Planning Commission or Town Council and may not require community input. These projects can proceed straight to building permit. The objective design standards would ensure that these projects are designed to fit in with the character of Windsor. Minor discretionary application can be approved by the Administrative Hearing Office.

TABLE 7.7
PROCESSING PROCEDURES BY PROJECT TYPE
Town of Windsor
2022

	Single-Family Unit	Subdivision	Multifamily <20 units	Multifamily >20 units
	Building permit only	Subdivision Map Environmental Review	Use Permit Design Review Environmental Review	Use Permit Design Review Environmental Review
Estimated Total Processing Time	3 to 5 weeks	4 to 12 months (depending on whether a project is exempt from CEQA or not)	3 to 6 months (depending on whether a project is exempt from CEQA or not)	3.5 to 12 months (depending on whether a project is exempt from CEQA or not)

Source: Town of Windsor, 2022

TABLE 7.8
TIMELINES FOR PERMIT PROCEDURE
Town of Windsor
2022

Type of Approval or Permit	Typical Processing Time	Approval Body
Minor Use Permit / Minor Site Plan and Design Review	2 to 3 months	Administrative Hearing Officer
Ministerial Review	2 to 4 weeks	Community Development Director
Use Permit	3 to 6 months	Planning Commission
Zone Change	6 to 8 months	Planning Commission (recommendation) Town Council (action)
General Plan Amendment	6 to 8 months	Planning Commission (recommendation) Town Council (action)
Site Plan and Design Review	3 to 6 months	Planning Commission
Tentative Subdivision Maps	4 to 8 months	Planning Commission

TABLE 7.8 TIMELINES FOR PERMIT PROCEDURE Town of Windsor 2022		
Type of Approval or Permit	**Typical Processing Time**	**Approval Body**
Initial Environmental Study	2 to 6 months	Planning Commission or Town Council (depending on project, runs concurrently with entitlement application process)
Environmental Impact Report	8 to 12 months	Planning Commission or Town Council (depending on project, runs concurrently with entitlement application process)

Source: Town of Windsor, 2022

Approval to Building Permit

After the Town approves a project, such as at a Planning Commission or Town Council hearing, it becomes the applicant's responsibility to initiate the steps to secure building permits and construct the project. These steps include obtaining additional Town clearances and paying fees as outlined in a project's conditions of approval. Other necessary actions include completing construction drawings, recording subdivision (final) maps, retaining contractors, and obtaining utility approvals, required easements, and rights of entry. Some of these steps, such as the construction drawings, require Town review prior to issuance of a building permit.

The length of time between a project's approval and building permit issuance in many cases is determined by the applicant. Plan check and actual building permit issuance takes approximately three to five weeks after submittal of plans to approval. An additional one to two weeks may be required if the plans require revision. Minor use permits generally require a two- to three-month review period, and conditional use permits require a three- to six-month review period. Once a project begins the construction plan review process, the following general timelines can typically be achieved with responsive applicants:

- Civil plan approval (e.g., grading, water, sewer, streets): Three to six months
- Building permit approval: One to three months

Town Design Standards

In 1997, the Town adopted Design Standards establishing a vision for how the Town's physical character shapes the public realm. The Standards serve as a bridge between the goals, policies, and programs set forth in the General Plan and the requirements of the Zoning Ordinance. While the Standards are not prescribed requirements, they serve as a basis for project approval during design review. Projects may propose an alternative means of achieving a given standard if they demonstrate that the basic intent of the standards can be met. Exemptions may apply to encourage infill development or where existing conditions physically preclude conformance.

In 2021, Town of Windsor adopted residential multifamily objective design standards. As a result of recent changes in State law, multifamily residential projects that meet certain requirements (including providing affordable housing units) may not be reviewed or acted on by the Planning Commission or Town Council and may not require community input. These projects can proceed straight to building permit. The objective design standards ensure that these projects are designed to fit in with the character of Windsor.

Senate Bill 330 Procedure

SB 330, the Housing Crisis Act of 2019, established specific requirements and limitations on development application procedures. The bill allows housing developments for which a preliminary application is submitted that complies with applicable General Plan and zoning standards is subject only to the development standards and fees that were applicable at the time of submittal. This applies to all projects unless the project square footage or unit count changes by more than 20 percent after the preliminary application is submitted. The developer must submit a full application for the development project within 180 days of submitting the preliminary application.

The Town offers an optional pre-application review for all development proposals to advise a prospective applicant of current Town standards and requirements, shorten the length of time required to process a development proposal once it has been accepted for processing, provide a written record of staff's assessment of a development proposal. Pre-application meetings have helped to shorten the review process and allow for better communication between applicants, Town departments, and utility providers. The Town has an SB 330 application and makes the preliminary application available on the Town's website.

Senate Bill 35 Approvals

SB 35 requires jurisdictions that have failed to meet their Regional Housing Needs Assessment (RHNA) allocation to provide a streamlined, ministerial entitlement process for housing developments that incorporate affordable housing. Ordinance No. 2021-357 amended the text of the Town of Windsor zoning ordinance to include the multifamily residential objective standards. The Town of Windsor has an SB 35 application for developers that will include specific requirements for the streamlining procedure (Program H-42). The application is available on the Town's website for developers interested in pursuing the streamlined process. This procedure aids in minimizing the review time required for development processes and, in turn, reduces the costs to developers which may increase the housing production in the Town.

The Town received an SB 2 grant in the amount of $160,000 to develop objective design and development standards to facilitate non-discretionary permitting for multifamily housing projects in accordance with SB 35. Multifamily housing would also include "missing middle" housing types, such as tiny homes, duplexes, and triplexes. The project began in 2020 and was completed in mid-2021.

SB9 Implementation

The Town plans to include development standards for SB9 lot splits and units in the Zoning Ordinance Update. The Town has developed an application for SB9 lot splits and units, as well as Frequently Asked Questions (FAQs), which are available on the Town's webpage. Until the Zoning Ordinance Update is adopted, the Town is following the State's requirements for SB9 lot splits and housing units. The Town has received interest from several property owners regarding SB9 lot splits and has reviewed conceptual lot split plans. Several applications for SB lot splits are anticipated before the end of 2022. The Town has designated staff in Planning and Public Works that respond to and review SB9 inquiries and applications.

Review of Local Ordinances

Tree Preservation and Protection Ordinance

The Town adopted a Tree Preservation and Protection Ordinance in 2007 that regulates protection, preservation, maintenance, and removal of protected trees. This Ordinance aims for "no net loss" of the canopy of protected trees and requires a replacement tree for all protected trees that are approved for removal. If development sites are insufficient in size or use to plant any or all replacement trees, the Town accepts in-lieu fees that are applied to the Tree Mitigation Fund.

For development sites with significant canopy coverage, these mitigation requirements can impose a constraint on development feasibility. According to local developers, on-site replacement is frequently considered a more financially feasible mitigation option, but development sites are often not large enough to accommodate the required number of trees. This compels developers to contribute in-lieu fees to the Oak Tree Fund, which can affect the financial feasibility of a project. X The Tree Preservation and Protection Ordinance a benefit to development related to mitigating impacts.

Growth Controls

In January 1998, the Town of Windsor enacted an Urban Growth Boundary (UGB), also known as Measure A. The UGB is designed to accommodate all of the units projected for the time horizon of the General Plan (2040). Land Use Policy LU-7.15 1 Amended the UGB to Accommodate State-Mandated Housing Need. To comply with state law regarding the provision of housing for all economic segments of the community, the Town Council may amend the Urban Growth Boundary designated on the Land Use Map in order to accommodate lands to be designated for residential uses, provided that no more than 10 acres of land may be brought within the Urban Growth Boundary for this purpose in any calendar year.

In 1997, due to concerns about rapid growth, the Town Council enacted a Growth Control Ordinance (last amended in 2017). The Growth Control Ordinance limits residential unit growth to 2 to 3 percent per year. In practice, the actual growth rate could be higher based on waived and exempted units and previously approved projects.

Under the Growth Control Ordinance, each year the Town Council establishes the number of growth-control allocations to be reserved. The number of allocations is set based on the findings and determinations in the Annual Growth Control Report. This report reviews the status and capacity of infrastructure; the fiscal conditions of the Town; the status of housing production; recommended development incentives; and recommendations regarding modifications of the Growth Control Ordinance. The annual allocation also accounts for the number of entitled units in the development pipeline. It is not a formulaic allocation, but rather one based on demand (i.e., entitled projects). In effect, this process helps ensure that there is a sufficient allocation to meet demand from builders. Table 7.9 shows trends in approved projects, allocations, and exemptions and waivers over time.

In 2017 changes were made to growth control ordinance including:

- Retention of the requirement that unless exempted, all residential dwelling units must obtain a growth control allocation prior to construction.
- Award of growth control allocations can occur as part of the normal entitlement process and no longer requires a Merit Process. The Town Council will have the option to re-institute the Merit Process if and when determined to be necessary.
- Retains the requirement that the Town Council set the number of residential growth control allocations available on an annual basis but changes the allocation methodology from being based on the number of units in projects coming through the Merit Process to a number of units that is based on maintaining a 1.5 percent annual average growth rate.
- Allows the Town Council to set allocations for multiple-year periods in addition to a single-year period.
- Allows for unused, expired or released allocations to be rolled over and/or "banked" for future award.
- Establishes two categories of allocations: Reserve "A" and Reserve "B". The Reserve A will allow the Town Council to incentivize certain unit types. Staff is proposing that Reserve A allocations be for units that are part of a mixed-use development project or that are part of a higher density housing project with a density of 12 units per acre or greater. The Reserve B category is for any unit that is not eligible for a Reserve A allocation. Reserve B allocations may be awarded to units eligible for a Reserve A allocation if no Reserve A allocations are available. Reserve A growth control allocations may not be awarded to units that are not otherwise eligible.
- Allows for the Town Council to enter into a "Reserve Allocation Agreement" that would allow for award of allocations in excess of the maximum allowable or available for projects that require extensive public improvements or that have unusually high improvement costs.

TABLE 7.9 APPROVED PROJECTS, ALLOCATIONS, AND WAIVERS/EXEMPTIONS Town of Windsor 2014-2022									
	2014	**2015**	**2016**	**2017**	**2018**	**2019**	**2020**	**2021**	**2022**
Recorded/Approved Projects	0	0	132	89	111	130	17	17	
Allocations	268	92	22	4	452	19	340	315	
Waivers/Exemptions	292	7	49	59	433	41	636	814	43

Source: Town of Windsor Annual Reports.

While Measure A manages residential growth in Windsor, it is not designed to prevent the Town from meeting its share of the regional housing needs. As such, the following types of units are not required to obtain reserved growth control allocations:

- Accessory dwelling units;
- Very low/low/moderate-income units (up to 30 moderate-income units are exempt in any one year);
- Previously approved projects (approved prior to 1997); and
- Single units.

Table 7.1 shows that a 1.5 percent average annual growth rate does not prevent the Town from meeting its 2023–2031 RHNA. Based on 1.5 percent of the 2022 Department of Finance housing unit count (9,769) in Windsor, the Town is able to build 146 units per year for the next eight years. For the Town to meet its RHNA, Windsor needs to be able to accommodate 124 to 125 units per year. However, as lower-income units are exempt from Measure A, the Town must only accommodate 48 to 49 units annually to meet the moderate- and above moderate-income RHNA, leaving a surplus of 97-to-98-unit allocations each year beyond what is needed to meet the RHNA.

TABLE 7.10 MEASURE A AND THE 2023-2031 RHNA								
	2023	**2024**	**2025**	**2026**	**2027**	**2028**	**2029**	**2030**
1.5% average annual growth rate[1]	146	146	146	146	146	146	146	146
Annual goal to meet the 2023-2031 RHNA	124	124	124	124	124	124	125	125
Lower-income RHNA exempt from growth control	75	76	76	76	76	76	76	76
Annual units subject to growth control[2]	49	48	48	48	48	48	49	49

Notes:
[1] Based on 2022 Department of Finance housing unit count (9,769)
[2] ADUs, lower-income units, single units, and up to 30 moderate-income income units annually are exempt from Measure A.

Growth Control and SB 330 Requirements

Government Code section 66300, subdivision (b)(1)(D)) states that because the city/town is located with an agricultural/rural County, the city/town may enforce a limit on the number of approvals or permits or a cap on the number of housing units that can be approved or constructed if the provision of law imposing the limit was approved by voters prior to January 1, 2005, and the affected county or affected city/town is located in a predominantly agricultural county. For the purposes of this subparagraph, "predominantly agricultural county" means a county that meets both of the following, as determined by the most recent California Farmland Conversion Report produced by the Department of Conservation:

(i) Has more than 550,000 acres of agricultural land.

(ii) At least one-half of the county area is agricultural land.

Windsor is located within Sonoma County, which meets the requirements in Section (D) (i) and (ii) as a predominantly Agricultural County, in that the most recent California Farmland Conversion Report produced by the Department of Conservation (2014-16 report) concludes:

- Sonoma County has 577,735 acres of agricultural land.
- The total size of Sonoma County is 1,026,085 acres, so the agricultural acreage is 56.3%.

Inclusionary Housing

In 2004, the Town of Windsor adopted an Inclusionary Housing Requirement (Chapter 27.23) as part of its Zoning Ordinance. Originally, the Inclusionary Housing Ordinance required developers of five or more units to set aside 20 percent of units as moderate income, 15 percent as low income, or 10 percent as very low income. The Town amended the ordinance in 2008 and 2009 to provide more flexibility and reduce the requirements. As currently adopted, developers building 10 or more housing units are required to provide for affordable housing, as follows: 10 percent of units set aside for moderate-income households, 7.5 set aside for low-income households, or 5 percent set aside for very low-income households. The units must remain affordable in perpetuity for rental units, and for the longest feasible time, but not less than 45 years, for owner units. At the resale of an affordable owner unit, the affordability period of not less than 45 years shall be renewed.

Although concerns exist that inclusionary housing may constrain production of market-rate homes, studies have shown evidence to the contrary. The cost of an inclusionary housing requirement must ultimately be borne by either (1) developers through a lower return, (2) landowners through decreased land values, or (3) other homeowners through higher market-rate sale prices. In fact, the cost of inclusionary housing and any other development fee "will always be split between all players in the development process." However, academics have pointed out that, over the long term, it is probable

that landowners will bear most of the costs of inclusionary housing, not other homeowners or the developer.[20]

In addition, a 2004 study on housing starts between 1981 and 2001 in communities throughout California with and without inclusionary housing programs provides evidence that inclusionary housing programs do not lead to a decline in housing production. In fact, the study found that housing production actually increased after passage of local inclusionary housing ordinances in cities as diverse as San Diego, Carlsbad, and Sacramento.

Despite these findings, the Town of Windsor recognizes the need for a financially feasible program that does not constrain production. As described previously, the Town amended its Inclusionary Housing Ordinance in 2008 to reduce the requirements and allow developers to satisfy their inclusionary housing requirement through payment of an in-lieu fee, land donation, or off-site construction. The in-lieu fee is calculated on a per-square-foot basis, based on the square footage of the market-rate units and was updated for Fiscal Year (FY) 2022-2023:

- A minimum per-unit in-lieu fee of $2,000 shall apply for units up to 1,000 square feet;
- For units of 1,000 square feet, the fee shall be $4.31 per square foot;
- For larger units, the fee per square foot shall increase by $0.015 per 50 square feet or fraction thereof.

The fee is adjusted annually to account for inflation. The Town also offers a series of developer incentives, per State Density Bonus Law, that help offset the added cost of the inclusionary units. The Town's Inclusionary Housing Ordinance also allows for developers to seek modification of the requirements because of undue hardship. These policies are in line with recommendations in *On Common Ground: Joint Principles on Inclusionary Housing Policies*, published by the Non-Profit Housing Association of Northern California (NPH) and the Home Builders Association of Northern California (HBA) in 2005. The report points to the need for flexible inclusionary housing requirements, such as those established by Windsor, to allow for financially feasible residential development.

Short-Term Rentals

A short-term rental (STR) is defined as a dwelling unit or part of a dwelling unit rented for a period of less than 30 days. In 2015, the Town established an internal STR policy that established the following requirements for a residential unit to be used as a STR: (1) approval of a business license; (2) safety inspection by the Fire District; and (3) compliance with Fire District requirements. The Town is in the process of developing an ordinance to formally regulate short-term "vacation rentals". The ordinance will address present-day housing, economic, and quality-of-life realities, while incorporating lessons

[20] Ellickson, R.C. 1985. "Inclusionary zoning: Who pays?" *Planning* 51(8).
Hagman, D. 1982. "Taking care of one's own through inclusionary zoning: Bootstrapping low- and moderate-income housing by local government." *Urban Law and Policy* 5: 169–187.
Mallach, A. 1984. *Inclusionary Housing Programs: Policies and Practices*. Ann Arbor, MI: University of Michigan, Center for Urban Policy Research.

learned in regards to resiliency from such events as the Nuns and Tubbs Fires of 2017 and the Kincade Fire of 2019. At the time of this writing, there are 78 active STR business licenses.

The Town of Windsor released a draft STR Ordinance in early 2022. The STR ordinance would require a permit in the following zoning districts: Neighborhood Commercial (NC), Community Commercial (CC), Town Center (TC), Town Center Active Use Frontage Overlay (TCAUFO), Town Center Entertainment Overlay (TCEO), Estate Residential (ER), Surrounding Residential (SR), Village Residential (VR), Medium-Density Residential (MDR), Compact Residential (CR), and High-Density Residential (HDR).

The STR ordinance is meant to help to balance housing needs of long-term residents with the value of providing accommodations to visitors while minimizing the negative secondary effects on surrounding residential properties. In developing the draft STR ordinance, Town staff has identified the following potential benefits and issues with STRs in the community as they relate to housing:

Benefits

- Boost to local economy from Transient Occupancy Tax and tourism
- Added value and economic stability for property owners
- Temporary housing that can be made available during emergencies such as floods or fires\
- Nuisance activities and loss of neighborhood character
- Additional calls to service for public safety and code enforcement
- Homes that are converted to STRs represent a loss of permanent housing inventory
- Newly constructed units that become STRs are typically not anticipated or accounted for in the RHNA, General Plan, Hazard Mitigation Plan, or other guiding documents.

Codes and Enforcement

In November 2019, the Town adopted the 2019 edition of the California Code of Regulations, Title 24, and made the following amendments to achieve Countywide consistency.

- Amended the California Green Buildings Standards Code to require Tier 1 measures.

The Town conducts code enforcement primarily on a case-by-case basis as complaints are received. While Windsor has not developed a formal rehabilitation program, the Town is participating in a countywide Programs H-16 and H-17 to provide assistance with rehabilitation needs.

On-/Off-Site Improvement Standards

The Town of Windsor requires developers to complete certain minimum site improvements in conjunction with new housing development. Required on-site improvements include grading and installation of water, sewer, storm drainage, gas, electricity, and cable utilities. Required off-site improvements include curbs, gutters, sidewalks, ½ street section, and street lighting. Along subdivision

edges that face collector or arterial streets, the Town requires construction of one-half plus 10 feet of the road section along the length of the frontage.

Based on conversations with local developers, these site improvement standards are typical of many communities, and do not adversely affect housing production in Windsor. Again, developers can include these costs in preliminary proformas, and account for them in their site acquisition costs.

Development Fees and Exactions

The Town charges residential developer fees for entitlement services performed by Town staff. These fees are listed in Table 7.11. The development fees are available on the Town's website to meet website publication and transparency requirements, pursuant to Government Code Section 65940.1 subdivision (a)(1)(B). The Town does not charge cost recovery, and therefore the fees do not reflect the actual cost of processing the application, which means that the Town subsidizes the cost of processing applications. Because of this, Windsor's fees are lower than most other cities in Sonoma County, since they are not cost recovery.

TABLE 7.11
PLANNING FEES
Town of Windsor
2022

Type of Fee	Fee Amount
Design Review	
Administrative Fee - Design Review	$ 1,663 per application
Design Review – Residential Level 1	$ 3,100 per application
Design Review – Residential Level 2	$ 5,750 per application
Planning and Zoning	
Zoning Permits (w/o posting)	$ 220 per application
Zoning Permits (w/ posting)	$ 551 per application
Addressing Amendment	$ 111 per application
Road Name Change	$ 881 per application
Signs (Non-Commercial)	$ 28 per application
Workshop/ Pre-Application Review	$ 1,426 per application
General Plan Amendment	$ 5,580 per application
Specific Plan/Area Plan Amendment	$ 5,580 per application
Development Agreement	$ 5,781 per application
Variance	$ 881 per application
Use Permit	$ 4,963 per application
Minor Use Permit	$ 1,630 per application
Zone Change	$ 4,680 per application

TABLE 7.11 PLANNING FEES Town of Windsor 2022	
Type of Fee	**Fee Amount**
Lot Line Adjustment and Subdivision	
Certificate of Modification	$ 1,401 per certificate
Lot Line Adjustment	$ 729 per application
Major Subdivisions	Fixed fee: $ 6,389 per application plus Variable fee, $28 per lot
Minor Subdivision	$ 4,340 per application
Fire Plan Check Fee	$ 210 per hour, 1-hour minimum for small projects. Large projects must get an estimate from the Fire Marshal.
Environmental	
Environmental Impact Report	Actual cost of consultant report, plus 12%
Categorical Exemption	$ 660 per application
Initial Study	$ 1,983 per application
Extension of Time	$ 1,212 per application
Revision to File	$ 1,212 per application

Source: Town of Windsor, FY 2022-2023.

Within the Town of Windsor, developers of new residential projects also pay various impact fees to finance improvements to infrastructure and public facilities needed to serve new housing. Development impact fees shown in Table 7.12, except for the school impact fee, are assessed on a per-unit basis and are not adjusted for the size of the unit. However, amounts do vary based on building use, meter size, frontage, and average daily trips generated. Development impact fees can total over $57,423 for a single-family unit, which is approximately 19 percent of total development costs, and over $37,158 per unit for multifamily development projects, which is approximately 19 percent of total development costs for the sample project described in Table 7.15.

Windsor collects development fees to recover the capital costs of providing community services and the administrative costs associated with processing applications. Payment of impact fees is necessary to maintain an adequate level of services and facilities, and more generally, to protect public health, safety, and welfare.

Based on an online search of fees in neighboring jurisdictions, development fees in Windsor are generally lower than most neighboring cities, but similar to cities of Cotati ($36,211 and Healdsburg ($30,517). The cities of Sebastopol, Cloverdale, and Petaluma have development impact fees within the range of $42,000 to $45,000 per unit, and the City of Santa Rosa and County of Sonoma have fees higher than $50,000 per unit.

TABLE 7.12
DEVELOPMENT IMPACT FEES
Town of Windsor
2022

Impact	Single Family[1] (Per Unit)	Multifamily[2] (Per Unit)
Public Facilities Impact Fee	$1,626	$1,301
Fire Facilities Impact Fee ($1.76 per square foot for single-family) ($2.33 per square foot for multifamily)	$3,520	$1,864
Park Development Impact Fee	$12,521	$10,181
Recreation Impact Fee	$704	$563
Water Capacity Fee (1st meter)	$4,695	$2,394
Drainage Impact Fee	$3,758	$2,218
Water Reclamation Capacity Fee	$11,387	$8,883
Traffic Impact Fee	$12,492	$7,066
School Fees ($3.36 per square foot)	$6,720	$2,688
Total	$57,423	$37,158

Source: Town of Windsor, Windsor School District, 2022
[1] Assumes 2,000 square feet per single-family unit
[2] Assumes 800 square feet per multifamily unit

Table 7.13 shows the estimated total cost of constructing a single-family or multifamily unit in Windsor, and what percentage of total housing costs are development fees. Development impact fees are an estimated be 16.8 percent for single-family development and 24.4 percent for multifamily development. While the Town's fees for single-family units is comparable to the region, including fees in the neighboring City of Santa Rosa, multifamily fees account for a larger proportion of development costs than is typical. Therefore, the Town has included Program H-43 to review fees for high density multifamily projects to ensure they are not a constraint on development.

TABLE 7.13 TOTAL CONSTRUCTION FEES Town of Windsor 2022		
Fee Description	**Single Family[1] (Per Unit)**	**Multifamily[2] (Per Unit)**
Building Permit Fee[1]	$3,166	$675
Plan Check Fee	$2,058	$439
Impact Fees	$57,423	$37,158
Total Development Fees	*$62,647*	*$38,272*
Typical Building Construction Costs per unit (2022 estimate)[1]	*$310,633*	$118,827
Total Housing Cost (not including land costs)	*$373,280*	*$157,099*
Fees as % of Total Housing Costs	16.8%	24.4%

Source: Town of Windsor, 2022; National Building Cost Manual, 95492 zip code modifiers, Craftsman Book Company, 2022
1 Based on 2,000-square-foot home and 60-unit multifamily project with an average unit size of 800 square feet.

Available Dry Utilities

Dry utilities, including cable, electricity, and telephone service, are available to all areas within the Town. There is sufficient capacity to meet the current need and any future need. Service providers are as follows:

- Electricity: Pacific Gas and Electric Company (PG&E) and Sonoma Clean Power
- Telephone and Internet: AT&T U-verse, Comcast, Frontier Communications, HughesNet, Dish Satellite, Sonic, Viasat

Non-Governmental Constraints

Land Costs

In most real estate markets, approximately 25 percent of housing costs are attributable to land costs. Windsor's percentage is slightly lower with just 10-10.8 percent making up the cost for both single-family and multi-family units. Most of this cost is land speculation, although land costs are also affected by zoning density, the availability of infrastructure, the existence or absence of environmental constraints, and the relative amount of similar land available for development.

Land costs typically represent one of the largest components of the total cost of new housing. Because the availability of land has dwindled over the past years, land costs have increased, as have housing prices. Land costs vary throughout the community and depend on the underlying zoning for the site (single- or multiple-family), whether infrastructure is needed, the surrounding area, and location. The only available land at the time of online search in Windsor (February 2022) was $10 per square foot for a price of $2,250,000. Other land values in Healdsburg and Santa Rosa range from $0.94 per square foot to $46 per square foot with an average price per acre at $64,483.

Countering higher construction costs is a trend towards smaller residential lots. The land cost per developed unit can also be lowered through the development of high-density housing.

Construction Costs

Construction costs for a single-family home in Windsor are approximately $155 per square foot. This is based on costs calculated for a 2,000-square-foot, wood-framed, single-story, four-cornered home of good quality construction and including a two-car garage and forced-air heating and cooling. Estimated total construction costs for such a home are $310,633. These construction costs include labor, materials, and equipment but do not include costs of buying land.[21] Costs for multifamily construction are approximately $154 per square foot. This is based on costs calculated for a 3-story building in Windsor with 60 units and an average unit size of 800 square feet each. The calculation is for a wood or light steel frame structure, including forced air heating and cooling and constructed of good-quality materials. The estimated total construction costs for each unit $118,827, and total construction costs for the building are $7,414,259. These construction costs include labor, materials, and equipment but do not include costs of buying land or off-street parking.[1]

Financing Costs

The cost and availability of financing can impact a household's ability to purchase a home or to perform necessary maintenance and repairs. As shown in Table 7.13, conventional mortgage loans for homes range between 45 and 6 percent for a standard fixed-rate loan with a 30-year term. In recent years, interest rates have decreased, reaching historic lows, but are starting to increase. Increases in interest rates can have a dramatic impact on housing affordability. For example, for a home loan for $200,000

[21] 2022, National Building Cost Manual , 95492 zip code modifiers, Craftsman Book Company.

and a 20-percent down payment ($40,000), the difference in the monthly payment between a 5.5-percent interest rate ($1,136) and a 6.8-percent interest rate ($1,304) is nearly $168. The difference paid over the life of the loan (assuming a 30-year, fixed-rate loan) exceeds $33,000.

As prices for market-rate housing increase, the subsidies to bridge the amount a household can afford to pay and the market price of the unit have become very high. As a result, substantial financial subsidies, often from multiple funding sources, are required to finance the construction of affordable housing; however, only a few affordable housing developers can assemble multiple funding sources and have experience in complying with the complex regulatory requirements governing the use of various funding programs.

TABLE 7.14
INTEREST RATES

	Interest	Annual Percentage Rate
30-year fixed	5.500%	5.696%
15-year fixed	4.625%	4.910%
5-year Adjustable-Rate Mortgage	4.875%	5.495%
Federal Housing Administration Rates		
30-year fixed	5.75%	6.871%
Veterans Loans		
30-year fixed	5.125%	5.499%

Source: http://www.wellsfargo.com, 2021; http://www.usbank.com

Total Development Costs

Table 7.14 shows a rough estimate of the total development cost for a 2,000-square-foot single-family home on a 5,000-square-foot lot in the Town of Windsor. Based on the assumptions described below, a typical 2,000-square-foot home would cost around $ to build, including land costs, construction costs, site improvements, and impact fees.

TABLE 7.15
ESTIMATED SINGLE FAMILY HOUSING DEVELOPMENT COSTS[1]
Town of Windsor
2021

Type of Cost	Amount (Per Unit)
Land Costs[2]	$75, 000
Site Improvement Costs (includes development impact fees)	$507,423
Construction Costs[3]	$308,000
Total Development Costs	$748,323

[1] Assumes a 2,000 square foot single family home built on a 6,000 square foot lot (i.e., 6 units per acre)

[2] Assumes an average cost of $450,000 per acre, based on February 2022 listing in Windsor for a 5-acre property at $2,250,000.

[3] Assumes $155 per square foot construction costs

Table 7.15 shows a rough estimate of the total development cost for an 800-square-foot multifamily unit in asmall multifamily in the Town of Windsor. Based on the assumptions, a multifamily unit would cost around $285,000 to build, including land and construction costs, site improvements, and impact fees.

TABLE 7.16
ESTIMATED MULTIFAMILY HOUSING DEVELOPMENT COSTS[1]
Town of Windsor
2021

Type of Cost	Amount (Per Unit)
Land Costs[2]	$21,007
Site Improvement Costs	$20,000
Construction Costs[3]	$118,827
Development Impact Fees	$37,158
Total Development Costs	$196,992

1 Assumes a 60-unit multifamily building with average unit size of 800 square feet
2 Assumes one acre of land at an average cost of $420,147 based on current prices for land less than 5 acres in Santa Rosa in November 2021 (sample of 10). Prices ranged from $128,808 per acre to $936,214 per acre.
3 Assumes multifamily building is 48,145 total square feet and construction costs are $154 per square foot

Environmental Constraints

Potential environmental constraints to housing development in Windsor include the presence of flood hazards and noise impacts from the Sonoma County Airport.

Areas in Windsor subject to flood hazards are primarily near the five creeks within the Town. The Windsor General Plan identifies land within the 100-year floodplain of these creeks as Flood Hazard Areas. The Floodplain Combining District prohibits development in the floodway of a creek but allows development in the floodway fringe with the incorporation of mitigation measures to reduce risk to the public.

The Charles M. Schulz-Sonoma County Airport is to the south of Windsor. Areas within airport safety zones are subject to limited residential densities. None of the sites identified in Table 6.3 are within an airport safety zone.

Floodplain

A 100-year flood is the level of floodwater expected to be equaled or exceeded every 100 years on average. The 100-year flood, which is the standard used by most federal and state agencies, is used by the National Flood Insurance Program (NFIP) as the standard for floodplain management and to determine the need for flood insurance. The Federal Insurance Administration identified areas of special flood hazard in the Flood Insurance Rate and Flood Boundary and Floodway Maps for Windsor. The Flood Hazard Overlay District identified in the Windsor Zoning Ordinance is based on these maps and is distributed throughout the Town along various open space corridors and existing development in residential, commercial, and industrial districts.

Areas of special flood hazard in Windsor are subject to the Town's Floodplain Management Ordinance, which requires all new construction, improvements, additions, or repairs to existing structures, to obtain a development permit if it is located in any area of special flood hazard. Permit approval is contingent on required flood-proofing standards. Development permits must specify the flood-proofing methods for the proposed structure and describe the extent to which any watercourse will be altered or relocated as a result of proposed development.

With the exception of the southeast corner of the Town, due to the built-out nature of the areas subject to the Town's Flood Hazard Overlay, the Floodplain Management Ordinance will only minimally affect new residential development.

Airport Influence Zone

The Charles M. Schulz-Sonoma County Airport is the primary air carrier airport in unincorporated Sonoma County immediately south of the Town of Windsor. A mixture of commercial/industrial and open space provides a buffer between the airport and residential areas in Windsor. The primary flight pattern extends northwesterly of the airport, over the western portion of the Town's sphere of influence.

Infrastructure Constraints

Water Supply

As described below, water supply is a potential constraint for new residential development. The Town anticipates potential vulnerabilities to their water supplies due to climate change. Potential climate impacts include more frequent and intense droughts, which can stress water supplies and amplify the differences between supplies and demands. The Town's supply is projected to exceed demand through 2030, but the Town may experience shortages in single-dry years beginning in 2035 due to curtailments of Russian River supplies and increasing demands. The implementation of additional water-saving practices will help the Town meet potential water shortages during drought conditions.

Water Supply and Future Demands

The Town of Windsor's water supply comes from four primary sources: the Russian River Well Field (known collectively as the Town's riverbank wells), a local groundwater well, surface water from the Russian River delivered via the Santa Rosa Aqueduct, and recycled water.

Windsor's water system is made up of five large wells adjacent to the Russian River (riverbank wells), one active off-river well, two emergency wells, a direct connection to the Sonoma County Water Agency aqueduct, and 15 reservoirs.

The 2020 Urban Water Management Plan (UWMP), adopted in August 2021, provides detailed information on water supplies, water demands, and management for the Windsor Water District's water utility, and is intended as a planning tool for long-term supply and resource management. The water demand projections for the Town for 2025 are estimated to be 4,910 acre-feet per year (AFY) and projected to increase to 6,208 AFY by 2040 and are made up primarily of demands from single-family

units. Residential customers represent the highest potable water demand, with 69 percent of the total water consumed in 2020 by single- or multifamily residential customers. Potable water demand is projected to increase to 6,564 AFY in 2045. Potable water demand projections are 34 percent higher than 2015 UWMP projections for 2040.

The water demand analysis and projections developed for the UWMP are consistent with the general planning background document, which also considers lower-income housing. Approximately four percent of the Town's population falls below the poverty line, and it is assumed that low-income houses have the same per-capita water use as the average consumption in the Town. Therefore, the water use for low-income communities is estimated to be 146 AFY. For comparison, the total volume of water used by single-family residences in 2020 is 2,247 AFY and by multifamily residences is 157 AFY.

Based on the 2020 Urban Water Management Plan, the Town has an adequate supply of water for the number of housing units required by RHNA for the 2023-3031 Housing Element period.

Stormwater Treatment

The North Coast Regional Water Quality Control Board (RWQCB) certifies projects for water quality impacts under standards established by the National Pollutant Discharge Elimination System (NPDES). Projects that disturb one or more acres of soil or that disturb less than one acre but are part of a larger common plan of development that in total disturbs one or more acres, are required to obtain a Construction General Permit for discharges of stormwater associated with construction activity.

The Construction General Permit requires the development and implementation of a Stormwater Pollution Prevention Plan (SWPPP). Among other required content, the SWPPP must list best management practices (BMPs) the discharger will use to protect stormwater runoff and the placement of those BMPs. The RWQCB encourages specific low-impact development (LID) techniques, tools, and materials to control the amount of impervious surface, increase infiltration, improve water quality by reducing runoff from developed sites, and reduce costly infrastructure. These practices include bioretention facilities or rain gardens, grass swales and channels, vegetated rooftops, rain barrels, cisterns, vegetated filter strips, and permeable pavements. In areas where the State Trash Amendment is applicable, new developments are required to address trash removal along creek corridors and storm drains to stop trash from flowing downstream.

Wastewater Treatment Plant Capacity

The Windsor Water District (WWD) owns, operates, and maintains the wastewater collection system that includes approximately 94 miles of public sewer lines, 1,728 manholes, 525 cleanouts, and approximately 7,600 private sewer laterals throughout the Town (Windsor 2020). Existing pipelines range in diameter from 4-inches to 42-inches and include two siphons located at Los Amigos Road and Rio Russo Drive. The Town collects its wastewater and treats it to disinfected tertiary levels at its water reclamation plant, the Windsor Wastewater Treatment Reclamation and Disposal Facility (WWTRDF). The WWTRDF is designed with a capacity of 2.25 million gallons per day (MGD) average dry weather flow, and 7.2 MGD, peak weekly wet weather flow. The current Average Dry Weather Flow (ADWF) seen at the water reclamation facility is 1.4 MGD (Windsor 2020). The Water Reclamation Division is

responsible for the treatment, storage, and disposal of the Town's Wastewater. The 2040 General Plan includes policies that would ensure sufficient wastewater treatment capacity. Therefore, wastewater capacity is sufficient to accommodate the 2023-2031 RHNA.

Priority for Affordable Housing

Per State requirements (Chapter 727, Statutes of 2005, SB 1087), the Town will immediately furnish local water and sewer service providers with a copy of the adopted Housing Element and inform them of requirements for priority service to proposed developments serving lower-income households.

8. Opportunities for Energy Conservation

Planning to maximize energy efficiency and the incorporation of energy conservation and green buildingfeatures can contribute to reduced housing costs for homeowners and renters. In addition, these efforts promote sustainable community design, reduced dependence on vehicles, and significantly contribute toreducing greenhouse gases.

All new buildings in California must meet the standards contained in Title 24, Part 6 of the California Code ofRegulations (Energy Efficiency Standards for Residential and Nonresidential Buildings). These regulations were established in 1978 and most recently updated in 2019 with more stringent green building requirements. Energy-efficiency requirements are enforced by local governments through the building permit process. All new construction must comply with the standards in effect on the date a building permit application is submitted(?).

This section describes programs related to energy conservation and residential development.

Available Programs

Municipal Building and Housing Code

The Town of Windsor adopted the 2019 California Green Building Standards Code (CALGreen), Tier 1. CALGreen creates uniform regulations for new residential and non-residential California buildings that are intended to reduce construction waste, make buildings more efficient in the use of materials and energy, harden buildings to prevent the spread of wildfire, and reduce environmental impacts during and after construction.

Energy Upgrade California

Energy Upgrade California is a state initiative to help Californians take action to save energy, conserve naturalresources, help reduce demand on the electricity grid, and make informed energy management choices at home and at work. It is supported by an alliance of the California Public Utilities Commission, the California Energy Commission, utilities, regional energy networks, local governments, businesses, and nonprofits to help communities meet state and local energy and climate action goals. Funding comes from investor-owned utility customers under the auspices of the California Public Utilities Commission. The program offers up to $4,500 to homeowners for selecting energy-saving home improvements.

Sonoma County Energy Independence Program

The Sonoma County Energy Independence Program (SCEIP) is a County of Sonoma Energy and Sustainability Division program that serves county residents and businesses as a central clearinghouse of information about energy efficiency, water conservation, and renewable energy generation. SCEIP provides resources, rebates, incentives, contractors, and financing options to residential and commercial property owners to conserve energy and save money. In 2020, through resolution No. 36180-29, the

Town expanded its participation under SCEIP to include financing wildfire safety improvements and seismic strengthening.

SCEIP partners with the Windsor Efficiency PAYS Program. Windsor Efficiency PAYS provides water- and energy-saving upgrades for Windsor residential properties that provide immediate utility bill savings, new water- and energy-saving appliances, and drought-resistant landscaping. Windsor homeowners and renters can "pay as you save" by installing:

- Low-flow showerheads and faucet aerators
- High-efficiency measures - toilets, CFLs, clothes washers/dryers, refrigerators, and hot water recirculation pumps
- Drought-resistant landscaping to conserve water

Property Assessed Clean Energy (PACE)

The Property Assessed Clean Energy (PACE) program is a financing mechanism that enables low-cost, long-term funding for energy-efficiency, renewable energy, and water conservation projects. PACE financing is repaid as an assessment on the property's regular tax bill. PACE can be used for residential, commercial, and some non-profit developments. PACE programs allow a property owner to finance the up-front cost of energy or other eligible improvements on a property and then pay the costs back over time through a voluntary assessment, that is attached to the property rather than an individual.

Sonoma Clean Power

Sonoma Clean Power (SCP) is a new, not-for-profit, locally controlled electricity provider in Sonoma Countythat is independently run by the Sonoma County cities that have joined the program, including Windsor, Sonoma, Cotati, Sebastopol, Santa Rosa, and Cloverdale, as well as all of the unincorporated areas in the county. SCP provides everyone in participating cities with the option of using environmentally friendly power, generated by renewable sources, such as solar, wind, and geothermal. SCP both partners with and competes against the Pacific Gas and Electric Company (PG&E). The partnership arises from SCP's use ofPG&E's infrastructure to deliver and meter SCP electricity and the competition arises from the ability of customers in SCP's covered areas to elect electric generation service from either PG&E or SCP.

Pacific Gas and Electric Company Programs

PG&E, which provides gas and electricity services in Windsor, offers public information and technical assistance to homeowners regarding energy conservation. PG&E provides numerous incentives for energy-efficient new construction and home remodeling.

Remodeling rebates include cool roofs, insulation, and water heaters. Residents are granted between $100 and $200 per 1,000 square feet for installed cool roofs and up to $400 for attic and wall insulation. Installing air sealing qualifies residents for between $300 and $500 and switching to PG&E Electric Pump and Water Heater heat qualifies residents for a rebate between $1,750 and $3,850.

Due to overwhelming response in PG&E's service area, program incentives for tax credits are no longer available.

PG&E provides a variety of energy conservation services for residents as well as offers a wealth of financialand energy-related assistance programs for low-income customers.

- Budget Billing. Designed to eliminate big swings in a customer's monthly payments by averaging energy costs over the year. On enrollment, PG&E averages the amount of energy used by the household in the past year to derive the monthly energy costs. PG&E checks the household's account every four months to make sure that its estimated average is on target. If the household's energy use has increased or decreased dramatically, PG&E will adjust the amount based on actual usage so that the household does not overpay or underpay too much over the course of a year.
- CARE (California Alternate Rates for Energy). PG&E offers this rate reduction program for low- to middle-income households. PG&E determines qualified households by a sliding income scalebased on the number of household members. The CARE program provides a 20-percent discount on monthly energy bills.
- Energy Efficiency for Multifamily Properties. The Energy Efficiency for Multifamily Properties program is available to owners and managers of existing multifamily residential dwellings containing two or more units. The program encourages energy efficiency by providing rebates for the installation of certain energy-saving products, such as high-efficiency appliances, compact fluorescentlight bulbs, attic and wall insulation, and efficient heating and cooling systems.
- Energy Savings Assistance Program. PG&E's Energy Savings Assistance Program offers free weatherization measures and energy-efficient appliances to qualified low- to moderate-income households. PG&E determines qualified households through the same sliding income scale used forCARE. The program includes measures such as attic insulation, weather stripping, caulking, and minor home repairs. Some customers qualify for replacement of appliances including refrigerators, air conditioners, and evaporative coolers.
- Energy Works Program/Energy Partners Program. The Energy Works Program provides qualified low-income tenants free weatherization measures and energy-efficient appliances to reduce gas and electricity usage. To qualify for the program, a household's total annual gross income cannot exceed the income as set in the income guidelines (*https://www.pge.com/myhome/customerservice/financialassistance/energypartners/standardqualification/index.shtml*); households must receive gas and/or electricity from PG&E; and the residence cannot have participated in the Energy Partners Program in the past 10 years.
- Family Electric Rate Assistance (FERA) Program - PG&E's rate reduction program for large households of three or more people with low- to middle-income. It offers a monthly discount on electric bills for households of three or more people with a slightly higher income than required for CARE.

- Low-Income Home Energy Assistance Program (LIHEAP) Block Grant. Funded by the California Department of Community Services and Development (CSD), it provides two basic types of services. Eligible low-income persons, via local governmental and nonprofit organizations, can receive financial assistance to offset the costs of heating and/or cooling dwellings and/or to have their dwellings weatherized to make them more energy efficient.
- Medical Baseline Allowance Program. The Medical Baseline Allowance Program is available to households where a California-licensed physician has certified that a full-time resident is either dependent on life-support equipment while at home; a paraplegic, hemiplegic, quadriplegic, or multiple sclerosis patient with special heating and/or cooling needs; a scleroderma patient with special heating needs; or suffering from a life-threatening illness or compromised immune system with special heating and/or cooling requirements to sustain the patient's life or prevent deteriorationof the patient's medical condition. The program allows customers to get additional quantities of energy at the lowest or baseline price for residential customers.
- PG&E's SmartAC™ program. This program offers a simple and convenient way to help prevent power interruptions. When customers sign up, PG&E installs a free SmartAC device that slightly reduces the energy the air conditioner uses automatically in case of a state or local energy supply emergency. PG&E customers receive $50 for signing up for the SmartAC™ program.
- REACH (Relief for Energy Assistance through Community Help). The REACH program is sponsored by PG&E and administered through the Salvation Army. PG&E customers can enroll to give monthly donations to the REACH program. Through the REACH program, qualified low- income customers who have experienced uncontrollable or unforeseen hardships that prohibit them from paying their utility bills may receive an energy credit up to $300. REACH assistance is available once per 18-month period, with exceptions for seniors and mentally and physically disabled persons. The Salvation Army determines eligibility by a sliding income scale based on the number of household members. To qualify for the program, the applicant's income cannot exceed 200 percent of the federal poverty guidelines.

9. Review of Existing Housing Element

Per California Government Code Section 65588,

> Each local government shall review its housing element as frequently as appropriate to evaluate all of the following: (1) The appropriateness of the housing goals, objectives, and policies in contributing to the attainment of the state housing goal. (2) The effectiveness of the housing element in attainment of the community's housing goals and objectives. (3) The progress of the city, county, or city and county in implementation of the housing element. (4) The effectiveness of the housing element goals, policies, and related actions to meet the community's needs, pursuant to paragraph (7) of subdivision (a) of Section 65583.

Progress Toward Meeting Quantifiable Objectives

The 2015–2023 Regional Housing Needs Allocation (RHNA) prepared by the Association of Bay Area Governments (ABAG) determined that zoning to accommodate 994 additional housing units needed to be in place in Windsor during the prior planning period to meet regional housing needs. ABAG disaggregated this allocation into four income categories: very low, low, moderate, and above moderate.

Table 9.1 compares the 5th Cycle RHNA to the building permits issued during 2015 to 2020. The Town issued permits for a total of 169 units from 2015 to 2020. Among these, approximately 35 percent (59 units) were for building permits affordable to very low and low-income households, one permit was affordable to moderate income, and the remaining (109 units) were market-rate units.

TABLE 9.1
REGIONAL HOUSING NEEDS ALLOCATION COMPARED TO PERMITS ISSUED, 2015–2021

Income Category	2015–2023 RHNA	2015–2020* Building Permits Issued
Very Low	385	30
Low	222	29
Moderate	108	1
Above Moderate	279	109
Total	994	169

Source: ABAG Regional Housing Needs Allocation (RHNA) Plan, December 2021, Town of Windsor, April 2022.
*2021 data was not available

Table 9.2 shows building permit trends for single and multifamily units during the 5th cycle Housing Element planning period from 2015 to 2020. Windsor experienced the most growth in multifamily unit production in 2015 and 2019, with a total of 114 multifamily units constructed. A total of 27 single-family units were constructed between 2015 and 2020.

TABLE 9.2 BUILDING PERMITS BY BUILDING TYPE, 2015 - 2020							
Unit Type	**2015**	**2016**	**2017**	**2018**	**2019**	**2020**	**Total**
Single Family	1	1	0	9	14	2	27
Multifamily	54	0	0	0	60	0	114

Source: Town of Windsor, April 2022

Efforts to Address Special Housing Needs

California Government Code Section 65588 requires that local governments review the effectiveness of the housing element goals, policies, and related actions to meet the community's special housing needs. As shown in the Review of Previous Housing Element matrix, Table 9.1, the Town worked diligently to continuously promote housing for special-needs groups in a variety of ways.

- The Town established a fund for the collection of in-lieu housing fees and awarded over $1.6 million to three affordable housing projects—Duncan Village, Heritage Park Apartments, and Windsor Veterans Village
- Accessory dwelling units (ADUs) can be an affordable option for many low-income households. In 2016, the Town initiated an update of its development impact fees, and removed fees for ADUs, consistent with State Law, to encourage their development.
- Through the increase in densities, the 60-unit Windsor Veterans Village was developed to house local homeless, disabled, and low-income veterans. The complex, which also provides counseling and supportive services, began accepting residents during summer 2021 and is entirely occupied as of December 2021. The Town provided $500,000 to the project.
- The Town received an SB2 grant in the amount of $160,000 to develop residential objective design and development standards, which will help facilitate nondiscretionary permitting for multifamily housing projects in accordance with SB35 and similar housing laws.

Progress Towards Meeting Housing Element Programs

Table 9.3 summarizes the programs from the 2015-2023 Housing Element. To the degree that such programs are recommended to be continued in the current Housing Element.



TOWN OF WINDSOR

2040 General Plan

TOWN OF
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Part 3: General Plan Administration and Implementation

In order for the Town's General Plan to serve its purpose effectively, the Town must review, maintain, and implement the Plan in a systematic and consistent manner. This section begins with an outline of the process for administering and updating the Windsor 2040 General Plan and a program for monitoring its implementation. The section also outlines requirements for implementing the Town's General Plan consistent with its goals, policies, and programs, and provides an overview of the types of actions and tools the Town will use to implement the Plan's policies. It concludes with tables that list specific implementation programs for each General Plan Element.

Administering the General Plan

The Town will implement the General Plan through policy decisions, ordinances and regulations, and future action plans consistent with General Plan. The General Plan is a dynamic document that should be revised to reflect changing circumstances and priorities in the town. State law requires the Town to report annually on "the status of the plan and progress in its implementation" (Government Code Section 65400). The Town must file annual progress reports on the implementation of the General Plan with the local legislative body, Governor's Office of Research and Planning (OPR), and the Department of Housing and Community Development.

General Plan Maintenance and Monitoring

The Town is committed to annually reviewing its progress in implementing the goals and policies of the General Plan. Since many of the factors and issues that the General Plan addresses change from year-to-year, an annual review and reporting of implementation will help ensure the Town is moving forward to achieve the Plan's vision. This review will report on the status of each specific implementation program in the General Plan and take into account the availability of new implementation tools, changes in funding sources, and feedback from monitoring activities.

Periodic Review and Update

The Town will periodically review the General Plan and revise and update it as necessary. This review and update process may encompass the entire General Plan, individual elements, and/or specific implementation programs.

General Plan Amendments

As conditions and needs change, the Town will need to consider proposed amendments to the General Plan. Like the adoption of the General Plan itself, general plan amendments are subject to environmental review, public notice, and hearing requirements and must not create inconsistencies with other parts of the plan. Some of these will be policy changes, while many will likely be changes to the Land Use Diagram. Each of the changes will need to be carefully evaluated not only for merit and potential impact, but also for consistency with the rest of the General Plan. State law requires that the general plan be an integrated and internally consistent set of goals, policies, standards, programs, and diagrams.

General Plan Consistency in Implementation

To ensure that the policies and proposals of the general plan are systematically implemented, State law since the early 1970s has increasingly required that the actions and decisions of each local government concerning both its own projects and the private projects it approves are consistent with its adopted general plan. The courts have supported and furthered this trend through their interpretations of State law.

The General Plan serves as a tool to align Town decisions and actions with the community's vision. The General Plan will be implemented through municipal policy decisions, ordinances and regulations, and future actions that are consistent with the General Plan. The following is a list of the Town's plans and actions that must be consistent with the General Plan:

- Master Plans
- Specific Plans
- Capital Projects
- Development Agreements
- Subdivision Approvals
- Zoning Approvals
- Development Projects

Categories of Implementation Actions/Tools

The Town will implement the policies of the General Plan through many actions and tools that can be grouped according to the eight categories listed below.

Regulation and Development Review

Many General Plan policies are implemented through regulations adopted by the Town based on the Town's police power to protect the public health, safety, and welfare. Town ordinances also create a development review process that provides for Town review of individual project proposals and authorizes the Town to approve, condition, or deny projects based on their consistency with the General Plan. The following is a list of regulatory procedures, plans, and ordinances commonly used to implement the General Plan:

- Master Plans
- Specific Plans

- Zoning Ordinance
- Subdivision Ordinance
- Building and other codes
- Habitat Conservation Plans
- California Environmental Quality Act (CEQA)
- Development Review

Town Master Plans, Strategies, and Programs

The Town has adopted many master plans, specific plans, strategies, and programs focusing on various types of services and facilities, types of development, or geographic areas. These are prepared to provide more specific direction for Town decision-makers, staff, property owners, developers, and the public on how the General Plan will be implemented. They are not elements or components of the General Plan. The following is a list of master plans, specific plans, strategies, and programs that the Town has adopted or plans to adopt. Specific implementation programs in the General Plan call for the annual or periodic review of many of these plans, strategies, and programs in addition to adoption of some new plans and strategies:

- Station Area/Downtown Specific Plan
- Civic Center Visioning Study
- Old Redwood Highway Boulevard Design Plan
- Shiloh Road Village Vision Plan Update
- Bicycle and Pedestrian Master Plan
- Trails Master Plan
- Parks and Recreation Master Plan
- Economic Development Strategic Plan
- Urban Water Management Plan
- Water Master Plan
- Water Shortage Contingency Plan
- Carbon-Free Water Plan
- Recycled Water Plan
- Sanitary Sewer Management Plan
- Wastewater Treatment Master Plan
- Trunk Sewer Plan
- Stormwater Management Plan
- Storm Drainage Master Plan
- Emergency Operations Plan
- Local Hazard Mitigation Plan

Financing and Budgeting

The development, maintenance, and operation of public facilities such as buildings, parks and drainage facilities and the provision of Town services require financial resources that are derived from various sources. Programming of Town capital projects and their funding over time is outlined in the Town's Capital Improvement Budget, which is updated biannually. The following is a list of revenue sources used by or available to the Town to support development, maintenance, or operation of public facilities and services:

- Property tax
- Sales tax

- User fees
- Development impact fees
- Quimby Act (Park) dedications
- Business improvement districts
- Community facilities and special assessment districts
- Municipal bonds
- Special taxes
- County, state, and federal funding

Planning Studies and Reports

The Town conducts studies and produces reports to collect and evaluate information related to specific issues. These studies and reports are undertaken at the direction of the Town Council as needed or are prepared annually to report on the status and implementation of the General Plan or other planning documents.

Town Services and Operations

The Town provides a broad range of services to its residents, businesses, and visitors and manages and operates its facilities to meet community needs. How the Town provides services and carries out its operations makes a significant difference in how effectively the General Plan is implemented.

Inter-governmental Coordination

The Town must coordinate with numerous local, regional, state, and federal agencies to implement the General Plan. These agencies provide services, facilities, or funding and administer regulations that directly or indirectly affect many issues addressed in the General Plan. The following is a partial list of public agencies that may play a role in implementing the General Plan:

- Local agencies such as: Sonoma County; Sonoma County Local Agency Formation Commission; Windsor Unified School District; tribal governments; and other special districts.
- Regional agencies such as: Association of Bay Area Governments; Metropolitan Transportation Commission; Sonoma County Transit; and Sonoma Marin Area Rapid Transit (SMART).
- State agencies such as: Caltrans; General Services; California Community Colleges; California Environmental Protection Agency; and Native American Heritage Commission.
- Federal agencies such as: U.S. Fish and Wildlife Services; U.S. Army Corps of Engineers; and Federal Emergency Management Agency.

The Town recognizes there are unique public and private partnerships. In those instances, where there are public and private partnerships, it will involve both inter-governmental coordination and joint partnerships with the private sector, as described in more detail below.

Joint Partnerships with the Private Sector

The Town can combine its efforts with private sector efforts to improve public service delivery, manage public sector assets, or leverage private sector investment. By expanding the role of the private sector, the Town can use its technical,

management, and financial resources in creative ways to achieve objectives of the General Plan.

Public Information

The Town can use a wide range of tools to keep residents and businesses informed of services or other issues of current interest. Public information can be distributed through media such as brochures, pamphlets, the Town's website, social media, workshops, seminars, public access television, radio, newspapers, and public hearings.

Specific Implementation Programs

Specific implementation programs are listed in the following tables. Following each implementation program is a description of which policy(ies) the program implements and which Town department(s) is responsible for implementation. To the right of each program is a timeline that identifies when the implementation will be completed.

The implementation program tables are organized as follows:

- Table 3-1: Land Use and Community Design Implementation Programs
- Table 3-2: Economic Development Implementation Programs
- Table 3-3: Mobility Implementation Programs
- Table 3-4: Public Facilities and Services Implementation Programs
- Table 3-5: Environmental Resources Implementation Programs
- Table 3-6: Public Health and Safety Implementation Programs
- Table 3-7: Housing Element Implementation Programs

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Table 3-1: Land Use and Community Design Implementation Programs

Table 3-1: Land Use and Community Design Implementation Programs	2017-2019	2020-2024	2025-2040	Annual	Biennial	Ongoing
LU-1. Zoning Ordinance Update The Town shall review and update its Zoning Ordinance, including regulations for mixed-use development, and Zoning Map to be consistent with the Land Use Diagram and related policies of the General Plan.	X					
Implements Policy: Land Use Designations, LU-4.1, LU-4.6						
Responsible Department: Community Development						
LU-2. Design Standards Update The Town shall review and update the Town of Windsor Design Standards to provide clear guidance for new residential, commercial, mixed-use, and industrial development, and to remove standards that are overlapping with the Complete Streets Design Guidelines. In reviewing and updating the guidelines, the Town shall provide opportunities for public input.		X				
Implements Policy: LU-1.5, LU-1.6, LU-1.7, LU-1.8, LU-1.10, LU-1.11, LU-3.2, LU-4.2, LU-4.3, LU-4.4, LU-5.4						
Responsible Department: Community Development						
LU-3. Monitor Industrial Land Starting in 2020, and biennially thereafter, the Town shall monitor the absorption and availability of industrial land to ensure a balanced supply of available land for all industrial business sectors and shall assess the possible need for amending the amount of industrially designated uses.		X			X	

Table 3-1: Land Use and Community Design Implementation Programs	2017-2019	2020-2024	2025-2040	Annual	Biennial	Ongoing
Implements Policy: LU-5.3						
Responsible Department: Town Manager's Office, Economic Development						
LU-4. Urban Growth Boundary Ballot Measure The Town shall sponsor a ballot measure extending the existing UGB as an important growth management tool that continues to reflect community preferences on Windsor's size, pace, and location of growth and urbanization.	X					
Implements Policy: LU-7.1						
Responsible Department: Town Manager's Office, Community Development						
LU-5. Interjurisdictional Coordination The Town shall continue to maintain formal and informal consultations with the County and the Local Agency Formation Commission (LAFCo) regarding development and other issues of mutual concern. In order for the Urban Growth Boundary to be successful, the Town must establish a close working relationship with the County and the LAFCo to assure that County land use decisions support Windsor's goals and policies.						X
Implements Policy: LU-9.1, LU-9.6						
Responsible Department: Town Manager's Office, Community Development						

Table 3-1: Land Use and Community Design Implementation Programs	2017-2019	2020-2024	2025-2040	Annual	Biennial	Ongoing
LU-6. Old Redwood Highway Boulevard Design Plan The Town shall prepare and adopt a boulevard design plan to create a guide for a cohesive urban form along Old Redwood Highway. The design plan, which may take the form, or include components of, a form-based code, shall provide standards for setbacks, lot coverage, height, parking, landscaping, sign standards, and how the buildings address the street.		X				
Implements Policy: LU-12.1, LU-12.2, LU-12.3, LU-12.4, LU-12.5, LU12.6						
Responsible Department: Community Development						
LU-7. Shiloh Road Village Vision Plan Update The Town shall review and update the Shiloh Road Village Vision Plan for consistency with the General Plan. A goal of the update will be to confirm the existing vision or define a new vision for the area, and to develop a strategy for overcoming challenges related to parcel ownership patterns and parcel configuration and to develop a feasible development plan.	X					
Implements Policy: LU-13.8						
Responsible Department: Community Development						

Table 3-2: Economic Development Implementation Programs

Table 3-2: Economic Development Implementation Programs	2017-2019	2020-2024	2025-2040	Annual	Biennial	Ongoing
ED-1. Economic Development Strategic Plan The Town shall review and update the Economic Development Strategic Plan in 2018 and every 10 years thereafter.	X					X
Implements Policy: ED-1.5, ED-1.6, ED-1.7, ED-2.1, ED-2.3, ED-2.4, ED-2.5, ED-2.6, ED-3.1, ED-3.5, ED-3.9, ED-4.4, ED-4.5						
Responsible Department: Economic Development, Town Manager's Office, Chamber of Commerce						
ED-2. Entitlement Streamlining The Town shall periodically assess the entitlement review process to identify permit streamlining opportunities that will enhance economic development.		X				X
Implements Policy: ED 1.10						
Responsible Department: Community Development						

Table 3-2: Economic Development Implementation Programs

	2017-2019	2020-2024	2025-2040	Annual	Biennial	Ongoing
ED-3. Latino Business Outreach Strategy The Town shall create a comprehensive outreach strategy for the Latino business community that provides goals that will further growth, collaboration, and foster success.	X					
Implements Policy: ED-1.13, ED-4.5						
Responsible Department: Economic Development, Town Manager's Office, Chamber of Commerce						
ED-4. Tourism Marketing Strategy The Town shall create a focused marketing strategy that highlights Windsor's proximity to area wineries and wineries within the Russian River Valley appellation, the craft beverage industry, the Airport, recreational facilities, and related commercial establishments.	X					X
Implements Policy: ED-3.1, ED-3.2, ED-3.5, ED-3.6, ED-3.7, ED-3.8, ED-3.9						
Responsible Department: Economic Development, Chamber of Commerce, Community Development						

Table 3-3: Transportation and Mobility Implementation Programs

Table 3-3: Transportation and Mobility Implementation Programs	2017-2019	2020-2024	2025-2040	Annual	Biennial	Ongoing
M-1. Multimodal Level of Service Study The Town shall study the suitability of adopting a multimodal Level of Service (LOS) standard in Windsor. If deemed suitable, the Town shall consider amending the LOS standards described in Policy M-3.18 to include pedestrian, bicycle, and transit modes where deemed applicable.		X				
Implements Policy: M-2.9						
Responsible Department: Public Works						
M-2. Vehicle Miles Traveled (VMT) Program The Town shall review, and update if needed, the General Plan Level of Service standards and policies to be consistent with the California Environmental Quality Act (CEQA) guideline amendments adopted for the implementation of SB 743 (Steinberg, 2013) or other future state legislation.	X					
Implements Policy: M-3.18						
Responsible Department: Public Works						

Table 3-3: Transportation and Mobility Implementation Programs	2017-2019	2020-2024	2025-2040	Annual	Biennial	Ongoing
M-3. Traffic Mitigation Impact Fees The Town shall continue implementing a Townwide traffic mitigation impact fee program to ensure new development pays its fair share of needed transportation infrastructure improvements that support the development of all travel modes, including: pedestrian, bicycle, and transit facilities; roadway improvements; and emergency response needs (e.g., traffic signal pre-emption). The existing program shall be updated every 5 years or as appropriate to reflect changes in land use and other factors affecting capacity needs.	X					X
Implements Policy: M-9.3, M-9.4						
Responsible Department: Public Works						
M-4. Prioritizing Complete Street Upgrades The Town shall conduct a study of the existing street network to identify streets that would benefit from multimodal improvements, including identification of gaps and barriers in the transportation and transit networks. Based on findings from the study, the Town shall prepare and submit recommendations to the Town Council on a priority list of complete streets improvements.		X				
Implements Policy: M-2.5, M-2.7						
Responsible Department: Public Works						

Table 3-3: Transportation and Mobility Implementation Programs	2017-2019	2020-2024	2025-2040	Annual	Biennial	Ongoing
M-5. Complete Street Design Guidelines The Town shall review and update the Complete Street Design Guidelines every five years	X					X
Implements Policy: M-1.3, M-1.4, M-2.1, M-2.2, M-2.3, M-2.4, M-2.6, M-2.8, M-2.10, M-3.4, M-3.5						
Responsible Department: Public Works, Community Development						
M-6. Underused Rights-of-Way The Town shall conduct a study to identify underused rights-of-way, such as street lanes, open drainage facilities, and railroad corridors, to convert to bikeways, sidewalks, trails, and/or landscaping improvements. Based on findings from the study, the Town shall prepare and submit to the Town Council recommended priorities to maximize the use of underused right-of-way for non-motorized facilities or landscaping improvements.		X	X			
Implements Policy: M-2.4, M-4.2						
Responsible Department: Community Development, Public Works						

Table 3-3: Transportation and Mobility Implementation Programs	2017-2019	2020-2024	2025-2040	Annual	Biennial	Ongoing
M-7. Traffic Reduction Targets The Town shall implement a series of traffic reduction measures to discourage fast, through-traffic across neighborhoods; including: a. Street widths shall be designed to reflect the traffic volumes they are projected to carry, in order to avoid constructing undersized or oversized roads. b. Curb radii shall be minimized at intersections to reduce pedestrian crossing time and reduce turning speeds. c. Curb extensions at existing intersections as well as landscaping into parking lanes shall be encouraged. d. Roundabouts or traffic circles shall be considered to reduce conflicts. In all of the above techniques, the intersections should be designed so that vehicles can turn safely without encroaching into the opposing traffic lane(s). Curb returns must also be designed to comply with Americans with Disabilities Act standards for ramps.						X
Implements Policy: M-3.20						
Responsible Department: Community Development, Public Works						

Table 3-3: Transportation and Mobility Implementation Programs	2017-2019	2020-2024	2025-2040	Annual	Biennial	Ongoing
M-8. School Traffic Congestion Plan The Town shall work with the Windsor Unified School District to develop a plan to reduce congestion around schools through means such as: a. provide planned street connections b. capacity and on-site circulation enhancements c. adequate loading/unloading zones d. student pickup and drop-off areas e. enhance connections between school and parks f. increase accessibility to pedestrian and bicycling paths to and from school g. creative use of technology to encourage rideshare, "walking school bus", and other alternative travel methods These methods can reduce congestion surrounding schools and decrease peak hour trips. **Implements Policy:** M-3.22 **Responsible Department:** Community Development, Public Works	X					X
M-9. Grant Funding The Town shall actively pursue grant funding as part of the Town's Capital Improvement Program to obtain funding to supplement traffic impact fees as collected to construct improvements identified in the Town's Traffic Impact Fee program. **Implements Policy:** M-3.23						X

Table 3-3: Transportation and Mobility Implementation Programs	2017-2019	2020-2024	2025-2040	Annual	Biennial	Ongoing
Responsible Department: Public Works						
M-10. Sidewalk Maintenance and Repair Program The Town shall adopt and implement a Sidewalk Maintenance and Repair Program to ensure adequate and safe pedestrian travel.	X					
Implements Policy: M-4.4						
Responsible Department: Public Works						
M-11. Windsor Bicycle and Pedestrian Master Plan The Town shall review and update the Windsor Bicycle and Pedestrian Master Plan every five years to ensure adequate facilities that are meeting demand.		X	X			X
Implements Policy: M-4.1						
Responsible Department: Community Development, Public Works						
M-12. Windsor Safe Routes to School The Town shall work with staff at all schools within the town to implement the suggested strategies and improvements identified in the Windsor Safe Routes to School Program.	X					
Implements Policy: M-4.13						
Responsible Department: Community Development, Public Works						

Table 3-3: Transportation and Mobility Implementation Programs	2017-2019	2020-2024	2025-2040	Annual	Biennial	Ongoing
M-13. Bicycle and Pedestrian Transportation Education The Town shall continue to work with the Bicycle and Pedestrian Advisory Committee (BPAC) to fund bicycle and pedestrian education programs to promote bicycling and walking as alternate modes of transportation. **Implements Policy:** M-4.16 **Responsible Department:** Community Development, Public Works	X					X
M-14. Pavement Management Program The Town shall review and update the Pavement Management Program every two years to ensure the ability to apply for grant funding through the Metropolitan Transportation Commission (MTC) to rehabilitate and provide the necessary ongoing maintenance of the Town's street network. **Implements Policy:** M-3.9 **Responsible Department:** Public Works					X	
M-15. Transportation Capital Improvement Program The Town shall reassess the Transportation Capital Improvement Program (CIP) for transportation infrastructure projects on a biennial basis. In addition to the 5-year timeframe, the Town shall identify long range transportation improvement needs for 10- and 20-year timeframes. **Implements Policy:** M-3.8, M-3.9					X	

Table 3-3: Transportation and Mobility Implementation Programs	2017-2019	2020-2024	2025-2040	Annual	Biennial	Ongoing
Responsible Department: Public Works						
M-16. Bridge Assessment The Town shall assess conditions of all Town bridges every 5 to 10 years as part of the CIP.		X				X
Implements Policy: M-3.10, M-3.11						
Responsible Department: Public Works						
M-17. Truck Route Review The Town shall review and update its commercial truck routes as necessary to minimize the impacts of truck traffic, deliveries, and staging in residential and mixed-use areas while recognizing the needs of commerce.		X				X
Implements Policy: M-8.1, M-8.2, M-8.3						
Responsible Department: Public Works						
M-18. Downtown Parking Strategy The Town shall develop and implement a Downtown Parking Strategy that addresses the parking supply and demand in Downtown, including parking demand created by SMART, proposing creative and flexible solutions to solve parking issues, such as inadequate supply or inconvenient locations, as identified through a parking study.	X					
Implements Policy: M-6.6						
Responsible Department: Public Works, Community Development						

Table 3-3: Transportation and Mobility Implementation Programs	2017-2019	2020-2024	2025-2040	Annual	Biennial	Ongoing
M-19. Review Parking Standards The Town shall review and update its parking standards as necessary to reduce the amount of land devoted to parking and encourage shared parking and alternative modes of transportation while maintaining an adequate supply to serve adjacent land uses.	X					X
Implements Policy: M-6.2 – M-6.5						
Responsible Department: Community Development, Public Works						
M-20. School On-Site Parking The Town shall work with the Windsor Unified School District (WUSD) to increase on-site parking where necessary and feasible. Where school parking cannot be sufficiently accommodated on-site, the Town shall work with WUSD to establish programs to reduce demand and monitor use of off-site parking to minimize negative impacts on nearby property owners. Such programs may include education of parents and student drivers, ambassador programs to monitor off-site parking areas, a monitoring program for vehicles that are parked illegally, or other undesirable or illegal activities associated with such parking.	X					X
Implements Policy: M-6.8						
Responsible Department: Community Development, Public Works						

Table 3-3: Transportation and Mobility Implementation Programs	2017-2019	2020-2024	2025-2040	Annual	Biennial	Ongoing
M-21. SMART Commuter Rail Coordination The Town shall actively pursue the extension of SMART commuter rail service to Downtown Windsor. The Town shall coordinate with SMART on the right-of-way easements necessary for the SMART trail.		X				X
Implements Policy: M-4.15, M-5.6, M-10.4						
Responsible Department: Public Works						

Table 3-4: Public Facilities and Services Element Implementation Programs

Table 3-4: Public Facilities and Services Implementation Programs	2017-2019	2020-2024	2025-2040	Annual	Biennial	Ongoing
PFS-1. Capital Improvement Program The Town shall review its Capital Improvement Program and ensure that it reflects the assumptions, priorities, goals, and objectives adopted in this General Plan.	X					X
Implements Policy: PFS-1.1, PFS-2.3, PFS-3.1, PFS-3.4, PFS-3.7, PFS-3.9, PFS-9.1, PFS-9.3, PFS-9.17						
Responsible Department: Town Manager, Administrative Services, Public Works, Parks and Recreation						
PFS-2. Water Master Plan The Town shall review and update the Water Master Plan at least every five years to remain consistent with the General Plan.		X	X			
Implements Policy: PFS-2.1						
Responsible Department: Public Works						
PFS-3. Urban Water Management Plan The Town shall review and update the Urban Water Management Plan at least every five years as required by the Urban Water Management Planning Act.		X	X			
Implements Policy: PFS-2.2						
Responsible Department: Public Works						

Table 3-4: Public Facilities and Services Implementation Programs	2017-2019	2020-2024	2025-2040	Annual	Biennial	Ongoing
PFS-4. Water Shortage Contingency Plan The Town shall create and implement a water shortage contingency plan in order to address the concerns regarding water supply interruption due to drought or other causes.	X					
Implements Policy: PFS-2.12						
Responsible Department: Public Works						
PFS-5. Carbon-Free Water Plan The Town shall create and implement a work plan to achieve a carbon-free water system by 2030.		X				
Implements Policy: PFS-2.13						
Responsible Department: Public Works						
PFS-6. Wastewater Treatment Master Plan The Town shall review and update the Wastewater Treatment Master Plan at least every five years to ensure adequate treatment for projected development.		X	X			
Implements Policy: PFS-3.1, PFS-3.2, PFS-3.3, PFS-3.4, PFS-3.5, PFS-3.6						
Responsible Department: Public Works						
PFS-7. Sanitary Sewer Management Plan The Town shall review the Sanitary Sewer Management Plan every two years and complete a comprehensive update every five year to ensure management practices align with current code standards and regulations.	X	X	X			X

Table 3-4: Public Facilities and Services Implementation Programs	2017-2019	2020-2024	2025-2040	Annual	Biennial	Ongoing
Implements Policy: PFS-3.8						
Responsible Department: Public Works						
PFS-8. Collection System Management Goals The Town shall monitor, review, and update the Collection System Management Goals annually, as part of the Performance Measures in the Sewer System Management Plan.				X		
Implements Policy: PFS-3.3						
Responsible Department: Public Works						
PFS-9. Trunk Sewer Plan The Town shall implement and review the Trunk Sewer Plan at least every five years to ensure adequate treatment for the projected development.		X	X			
Implements Policy: PFS-3.7						
Implements Policy: PFS-3.7						
PFS-10.Recycled Water Plan The Town shall create and implement a Recycled Water Plan that provides principles, policies, educational components, and actions, that promote the use of recycled water through conservation efforts. The Town shall pursue grant opportunities as a funding mechanism for the Plan.	X					
Implements Policy: PFS-2.5, PFS-3.10						
Responsible Department: Public Works						

Table 3-4: Public Facilities and Services Implementation Programs	2017-2019	2020-2024	2025-2040	Annual	Biennial	Ongoing
PFS-11. Stormwater Management Plan The Town shall implement and review the Stormwater Management Plan at least every five years to ensure adequate water quality through best management practices.		X	X	X		X
Implements Policy: PFS-4.1						
Responsible Department: Public Works						
PFS-12.Best Management Practices (BMP) The Town shall review and update the Best Management Practices (BMP), as needed, to remain current with new technology, regulations, and standards.						X
Implements Policy: PFS-4.1						
Responsible Department: Public Works						
PFS-13.Storm Drain Master Plan The Town shall develop and implement a Storm Drain Master Plan to ensure sufficient capacity for stormwater runoff from development and to reduce the potential for flooding in low-lying areas.	X					
Implements Policy: PFS-4.2						
Responsible Department: Public Works						
PFS-14.Construction Activities and Grading Guidelines The Town shall develop Construction Activities and Grading Guidelines that will provide policies that focus on the reduction of water quality impacts from grading and similar construction related activities.	X					

Table 3-4: Public Facilities and Services Implementation Programs	2017-2019	2020-2024	2025-2040	Annual	Biennial	Ongoing
Implements Policy: PFS-4.5						
Responsible Department: Public Works						
PFS-15. Guidelines for Crime Prevention Through Environmental Design The Town shall develop guidelines for incorporating components of Crime Prevention Through Environmental Design during review of new development applications.		X				
Implements Policy: PFS-6.3						
Responsible Department: Community Development						
PFS-16.Parks and Recreation Master Plan The Town shall review and update the Parks and Recreation Master Plan every five years to ensure there are adequate facilities and park space that meet the Town's regulations and standards.		X	X			X
Implements Policy: PFS-9.1						
Responsible Department: Parks and Recreation, Community Development						

Table 3-4: Public Facilities and Services Implementation Programs	2017-2019	2020-2024	2025-2040	Annual	Biennial	Ongoing
PFS-17.State Grants for Parkland Acquisition The Town shall pursue funds available from the State and the Sonoma County Agricultural and Open Space District, Windsor Parks and Recreation Foundation for acquisition of lands for outdoor parks, recreation, wetlands, and open space. In addition, the Town shall seek to leverage any grant monies with funding from other public and private sector sources, donations, non-profits and special fundraising events. When pursuing funding for park acquisition, the Town shall identify sources of funding for the ongoing maintenance of new parks.						X
Implements Policy: PFS-9.1, PFS-9.2, PFS-9.6, PFS-9.9, PFS-9.10, PFS-9.11						
Responsible Department: Town Manager, Parks and Recreation, Administrative Services						
PFS-18.Childcare Facilities The Town shall support provisions of childcare facilities by: a. Establishing incentives for business that provide onsite childcare facilities; and b. Excluding onsite childcare facilities in industrial and commercial developments from floor area ratio calculations.						X
Implements Policy: PFS-12.2, PFS-12.3						
Responsible Department: Community Development, Community Services						

Table 3-5: Environmental Resources Implementation Programs

	2017-2019	2020-2024	2025-2040	Annual	Biennial	Ongoing
ER-1. Interjurisdictional Coordination The Town shall coordinate with Sonoma County, the Sonoma County Agricultural and Open Space District, and various nonprofit organizations to protect open space resources along the edge of Windsor's Urban Growth Boundary.						X
Implements Policy: ER-1.3, ER-1.4, ER-1.5, ER-1.8						
Responsible Department: Community Development, Public Works						
ER-2. CEQA Guidelines The Town shall update its CEQA Guidelines every five years to ensure consistency with changes in statutory and case law and the CEQA Guidelines.		X	X			
Implements Policy: TBD						
Responsible Department: Community Development, Public Works						
ER-3. Right to Farm Disclosure The Town shall consider revising the notification provisions of Chapter 27.24-Agricultural Preservation to expand the disclosure provisions to include buyers of real property within a specified distance of agricultural land to remain consistent with the California Right to Farm Act.	X					
Implements Policy: ER-2.3						
Responsible Department: Town Manager's Office, Community Development						

Table 3-5: Environmental Resources Implementation Programs	2017-2019	2020-2024	2025-2040	Annual	Biennial	Ongoing
ER-4. Energy Information Program The Town shall provide energy conservation information to the library and schools on renewable energy programs and development techniques that reduce energy consumption and emissions of greenhouse gases.	X					
Implements Policy: ER-5.8						
Responsible Department: Town Manager's Office, Building						
ER-5. Energy Conservation Performance Standards The Town shall establish a program of mandatory energy conservation performance standards for all new development to increase energy efficiency and use of renewable resources. The program will include a rating system for determining compliance with the performance standards. The program shall provide a menu of options available for meeting and overall minimum performance for a building or development project. This program shall be updated annually.	X	X	X			
Implements Policy: ER-5.10, ER-5.11						
Responsible Department: Public Works						
ER-6. Review of Town GHG Emissions Inventory The Town shall review and update the Town's GHG emissions inventory for communitywide GHG emissions every five years at a minimum.	X	X	X			
Implements Policy: ER-5.1						
Responsible Department: Town Manager's Office						

Table 3-5: Environmental Resources Implementation Programs	2017-2019	2020-2024	2025-2040	Annual	Biennial	Ongoing
ER-7. Energy Efficient Retrofit Program The Town shall develop a program that encourages individuals and businesses to complete efficient building retrofits through incentives such as tax credits, financing opportunities, or other means.	X					
Implements Policy: ER-5.12, ER-5.19						
Responsible Department: Town Manager's Office, Community Development						
ER-8. Review of Town Energy Consumption The Town shall review and update the Municipal GHG Emission Reduction Action Plan every two years to track the Town's progress in meeting its municipal GHG reduction targets and establish new actions, as necessary, to reach future targets.					X	
Implements Policy: ER-5.7						
Responsible Department: Public Works						
ER-9. Vernal Pool Mitigation The Town shall continue to participate with the U.S. Fish and Wildlife Service, the California Department of Fish and Wildlife, Sonoma County, and other interested parties in the mitigation planning for vernal pools in the Santa Rosa Plain.						X
Implements Policy: ER-6.1						
Responsible Department: Public Works, Planning						

Table 3-5: Environmental Resources Implementation Programs

	2017-2019	2020-2024	2025-2040	Annual	Biennial	Ongoing
ER-10. Cultural Resources Information Program The Town shall establish an educational program to acquaint the Town's population with possible landmark programs and preservation issues. As part of this program, the Town will inform owners of eligible historic properties of State and Federal preservation programs and ways to participate in tax incentives for historic restoration.		X				
Implements Policy: ER-7.8						
Responsible Department: Town Manager's Office						
ER-11. Mills Act The Town shall consider implementing the Mills Act as part of an effort to provide incentives to property owners to register and preserve historic and significant structures in the community.	X					
Implements Policy: ER-7.1						
Responsible Department: Town Manager's Office, Community Development						
ER-12. Significant Cultural Resources Inventory The Town shall continue to identify and update an inventory of significant prehistoric and historic architectural and heritage resources in collaboration with local historic societies, associations, and appropriate Native American tribe(s) using the criteria for inclusion in the National Register of Historic Places or other similar databases.						X
Implements Policy: ER-7.1, ER-7.6						
Responsible Department: Community Development						

Table 3-5: Environmental Resources Implementation Programs	2017-2019	2020-2024	2025-2040	Annual	Biennial	Ongoing
ER-13. Preservation of Resources and Artifact and Data Recovery The Town shall establish policies and procedures which would support preservation in place/avoidance as the preferred method of mitigation for impacted cultural resources. Where such preservation and avoidance is not possible, the Town shall require that any artifacts collected or recovered as a result of cultural resources investigations be catalogued, that the Native American tribe with which the artifact is associated be consulted, and that the artifact be preserved at the direction of both the Native American tribe and the lead agency heading the investigation per Senate Bill 18 (SB18) and Assembly Bill 52 (AB52).						X
Implements Policy: ER-7.2, ER-7.3, ER-7.5, ER-7.8, ER-7.9, ER-7.10						
Responsible Department: Community Development						

Table 3-5: Environmental Resources Implementation Programs

	2017-2019	2020-2024	2025-2040	Annual	Biennial	Ongoing
ER-14. Cultural Resources Study If the preliminary reconnaissance required under Policy ER-7.10 suggests that significant historic resources, cultural resources, or tribal cultural resources may exist, the applicant shall retain a qualified archaeologist meeting the Secretary of the Interior's (SOI) Professional Qualification Standards (PQS) in archaeology and/or an architectural historian meeting the SOI PQS standards in architectural history to complete a Phase 1 cultural resources inventory of the project site (NPS 1983). A Phase 1 cultural resources inventory should include a pedestrian survey of the project site and sufficient background archival research and field sampling to determine whether subsurface prehistoric or historic remains may be present. Archival research should include a records search conducted at the Northwest Information Center (NWIC) and a Sacred Lands File (SLF) search conducted with the Native American Heritage Commission (NAHC). The technical report documenting the Phase 1 cultural resources inventory shall include recommendations to avoid or reduce impacts to cultural resources.						X
Implements Policy: ER-7.2, ER-7.3, ER-7.5, ER-7.8, ER-7.9, ER-7.10						
Responsible Department: Community Development						

Table 3-5: Environmental Resources Implementation Programs	2017-2019	2020-2024	2025-2040	Annual	Biennial	Ongoing
ER-15. Paleontological Resources Studies The Town shall require a paleontological assessment, and avoidance and/or mitigation for potential impacts to paleontological resources for any development in Windsor that occurs within high sensitivity geologic units, whether they are mapped at the surface or hypothesized to occur in the subsurface, The Town shall require the following specific requirements for projects that could disturb geologic units with high paleontological sensitivity, whether they are mapped at the surface or hypothesized to occur in the subsurface. 1. Retain a Qualified Paleontologist. Prior to initial ground disturbance that occurs within highly sensitive geologic units, the applicant shall retain a project paleontologist, defined as a paleontologist who meets the SVP (2010) standards for Qualified Professional Paleontologist, to direct all mitigation measures related to paleontological resources. A qualified paleontologist (Principal Paleontologist) is defined by the SVP standards as an individual with an M.S. or Ph.D. in paleontology or geology who is experienced with paleontological procedures and techniques, who is knowledgeable in the geology of California, and who has worked as a paleontological mitigation project supervisor for a least one year. 2. Paleontological Mitigation and Monitoring Program. Prior to construction activity a qualified paleontologist should prepare a Paleontological Mitigation and Monitoring Program to be implemented during ground disturbance activity for the proposed project. This program should outline the procedures for construction staff Worker Environmental Awareness Program (WEAP) training, paleontological monitoring extent and duration, salvage and preparation of fossils, the final mitigation and monitoring report, and paleontological staff qualifications.						X

Table 3-5: Environmental Resources Implementation Programs	2017-2019	2020-2024	2025-2040	Annual	Biennial	Ongoing
(ER-15 continued)						X
3. Paleontological Worker Environmental Awareness Program (WEAP). Prior to the start of construction, the project paleontologist or his or her designee, shall conduct training for construction personnel regarding the appearance of fossils and the procedures for notifying paleontological staff should fossils be discovered by construction staff. The WEAP shall be fulfilled at the time of a preconstruction meeting at which a qualified paleontologist shall attend. In the event of a fossil discovery by construction personnel, all work in the immediate vicinity of the find shall cease and a qualified paleontologist shall be contacted to evaluate the find before restarting work in the area. If it is determined that the fossil(s) is(are) scientifically significant, the qualified paleontologist shall complete the following conditions to mitigate impacts to significant fossil resources.						
4. Paleontological Monitoring. Ground disturbing construction activities (including grading, trenching, foundation work and other excavations) at the surface in areas mapped as high paleontological sensitivity and exceeding 5 feet in depth in areas overlying potentially high paleontological sensitivity units should be monitored on a full-time basis by a qualified paleontological monitor during initial ground disturbance. The Paleontological Mitigation and Monitoring Program shall be supervised by the project paleontologist. Monitoring should be conducted by a qualified paleontological monitor, who is defined as an individual who has experience with collection and salvage of paleontological resources. The duration and timing of the monitoring will be determined by the project paleontologist.						

Table 3-5: Environmental Resources Implementation Programs	2017-2019	2020-2024	2025-2040	Annual	Biennial	Ongoing
(ER-15 continued)						X
4. Paleontological Monitoring (Continued). If the project paleontologist determines that full-time monitoring is no longer warranted, he or she may recommend that monitoring be reduced to periodic spot-checking or cease entirely. Monitoring would be reinstated if any new or unforeseen deeper ground disturbances are required and reduction or suspension would need to be reconsidered by the Supervising Paleontologist. Ground disturbing activity that does not occur in areas mapped as high sensitivity or that do not exceed 5 feet in depth in areas overlying potentially high sensitivity units would not require paleontological monitoring.						
5. Salvage of Fossils. If significant fossils are discovered, the project paleontologist or paleontological monitor should recover them. Typically, fossils can be safely salvaged quickly by a single paleontologist and not disrupt construction activity. In some cases, larger fossils (such as complete skeletons or large mammal fossils) require more extensive excavation and longer salvage periods. In this case the paleontologist should have the authority to temporarily direct, divert or halt construction activity to ensure that the fossil(s) can be removed in a safe and timely manner. Work may continue outside of a buffer zone around the fossil, usually 50-100 feet (specific distance may be determined by the project paleontologist).						

Table 3-5: Environmental Resources Implementation Programs

	2017-2019	2020-2024	2025-2040	Annual	Biennial	Ongoing
(ER-15 continued) 6. Preparation and Curation of Recovered Fossils. Once salvaged, significant fossils should be identified to the lowest possible taxonomic level, prepared to a curation-ready condition and curated in a scientific institution with a permanent paleontological collection (such as the University of California Museum of Paleontology), along with all pertinent field notes, photos, data, and maps. Fossils of undetermined significance at the time of collection may also warrant curation at the discretion of the project paleontologist. 7. Final Paleontological Mitigation Report. Upon completion of ground disturbing activity (and curation of fossils if necessary) the qualified paleontologist should prepare a final mitigation and monitoring report outlining the results of the mitigation and monitoring program. The report should include discussion of the location, duration and methods of the monitoring, stratigraphic sections, any recovered fossils, and the scientific significance of those fossils, and where fossils were curated.						X
Implements Policy: ER-7.2, ER-7.9						
Responsible Department: Community Development						
ER-16. Scenic Corridor Design Standards The Town shall develop more specific design guidelines to assist with the review of development proposals along scenic corridors and within the public viewshed of these routes. As part of this program, the Town should distinguish between skyline ridges and intermediate ridges and may also identify the critical vantage points from which the scenic resources and corridor policies should apply.	X					

Table 3-5: Environmental Resources Implementation Programs	2017-2019	2020-2024	2025-2040	Annual	Biennial	Ongoing
Implements Policy: ER-9.1, ER-9.2						
Responsible Department: Administrative Services						
ER-17. Scenic Corridor Enhancement The Town shall initiate a program to enhance its scenic corridors by litter removal programs, route identification signs, and provision of parking at desirable viewpoints.		X				
Implements Policy: ER-9.1						
Responsible Department: Town Manager's Office, Community Development						

TABLE 3-6: PUBLIC HEALTH AND SAFETY IMPLEMENTATION PROGRAMS						
Table 3-6: Public Health and Safety Implementation Programs	**2023-2024**	**2025-2029**	**2030-2040**	**Annual**	**Biennial**	**Ongoing**
PHS-1. Local Hazard Mitigation Plan The Town shall maintain and update its Local Hazard Mitigation Plan that identifies risks and associated with natural disasters anddevelop strategies for reducing loss of life and property damagefrom natural disasters every five years, or as required by compliance agencies (i.e., FEMA, California Office of Emergency Services). The current plan, approved by FEMA, shall be incorporated by reference into the Public Health and Safety Element.		**X**	**X**			**X**
Implements Policy: PHS-1.1, PHS-7.5						
Responsible Department: Community Development, Public Works						
PHS-2. Emergency Operations Plan The Town shall coordinate with the Fire District and the County tomaintain an up-to-date Emergency Operations Plan to provide emergency planning, mitigation, response, and recovery activities.The Plan shall be in compliance with and implement the statewideStandardized Emergency Management System (SEMS) and National Incident Management System (NIMS). This plan shall be reviewed annually and updated as necessary.						**X**
Implements Policy: PHS-1.8						
Responsible Department: Town Manager's Office, Police Department, Fire District, Public Works						
PHS-3. Emergency Readiness The Town shall conduct periodic emergency drills to test andimprove response and communications locally, as well as participate in county and regional exercises. These drills shall: a. Review response times of emergency vehicles and takeappropriate measures to reduce them; b. Review and amend as necessary the Water Master Planprovision for emergency storage and water pressure; c. Test and improve the communications network andmethod for alerting the general public.				**X**		
Implements Policy: PHS-1.1						
Responsible Department: Town Manager's Office, Police Department, Fire District, Public Works						

TABLE 3-6: PUBLIC HEALTH AND SAFETY IMPLEMENTATION PROGRAMS						
Table 3-6: Public Health and Safety Implementation Programs	**2023-2024**	**2025-2029**	**2030-2040**	**Annual**	**Biennial**	**Ongoing**
PHS-4. Preparedness Information The Town shall inform citizens of government emergency plansand encourage business, agency, and household emergency preparedness through targeted awareness campaigns.						
Implements Policy: PHS-1.4						
Responsible Department: Town Manager's Office, PoliceDepartment, Fire District, Public Works						
PHS-5. Recovery and Reconstruction The Town shall consider preparing temporary ordinances to be enforced following an emergency which requires major reconstruction efforts. Such ordinances would address granting emergency powers to the Town Manager and other local officialsto make decisions during early recovery regardingallowable land uses, development intensities, and development standards. These provisions shall remain consistent with the General Plan.						X
Implements Policy: PHS-1.8						
Responsible Department: Community Development, Public Works,Building						
PHS-6. Medical Facilities Coordination The Town shall work with local medical providers to ensure that medical facilities are prepared to meet any increased demand from hazardous events.						X
Implements Policy: PHS-1.10						
Responsible Department: Community Development, Public Works						
PHS-7. Public Information on Earthquake Preparedness The Town shall provide public information on existing seismic hazards and shall promote awareness and preparedness in theevent of an earthquake.	X					
Implements Policy: PHS-2.10						
Responsible Department: Town Manager's Office, Police Department, Fire District, Public Works						

TABLE 3-6: PUBLIC HEALTH AND SAFETY IMPLEMENTATION PROGRAMS						
Table 3-6: Public Health and Safety Implementation Programs	**2023-2024**	**2025-2029**	**2030-2040**	**Annual**	**Biennial**	**Ongoing**
PHS-8. FEMA 100-Year Flood Map The Town shall continue to maintain flood hazard maps and revisethem as necessary to reflect the FEMA 100-year floodplain.						**X**
Implements Policy: PHS-3.5, PHS-3.6						
Responsible Department: Community Development, Public Works						
PHS-9. Flood Control Management The Town shall amend its development regulations and buildingcodes to encourage the use of natural drainageways and non- structural flood protection methods to convey stormwater and shall minimize alteration of natural drainageways as much as possible.		**X**				
Implements Policy: PHS-3.4						
Responsible Department: Community Development, Public Works,Building						
PHS-10. Coordination with State Division of Safety of Dams Coordinate with the State Division of Safety of Dams to ensure that the Town is aware of the timeline for the maintenance and inspection of dams whose failure would impact their jurisdiction.						**X**
Implements Policy: PHS-3.9						
Responsible Department: Community Development, Public Works						
PHS-11. Automatic Aid Agreements The Town shall maintain automatic aid agreements with other fire protection/suppression agencies in Sonoma County.						**X**
Implements Policy: PHS-4.11						
Responsible Department: Fire District						
PHS-12. Public Information on Hazardous Materials The Town shall provide educational material as part of the Phase IPhase MS4 program on the proper handling and disposing of hazardous materials, best management practices for storage, and locations of approved drop-off spots for hazardous materials. Thismaterial shall be distributed to both residential and commercial properties.	**X**					
Implements Policy: PHS-5.1, PHS-5.4, PHS-5.14						
Responsible Department: Town Manager's Office, Public Works						

TABLE 3-6: PUBLIC HEALTH AND SAFETY IMPLEMENTATION PROGRAMS						
Table 3-6: Public Health and Safety Implementation Programs	**2023-2024**	**2025-2029**	**2030-2040**	**Annual**	**Biennial**	**Ongoing**
PHS-13. Airport Safety Overlay Consistency The Town shall review and update "AS" overlay District and noiseand safety compatibility criteria for consistency with the SonomaCounty Comprehensive Airport Land Use Plan.	X					
Implements Policy: PHS-6.1-6.3						
Responsible Department: Community Development, Public Works						
PHS-14. Incorporating Climate Change Adaptation The Town shall implement climate change adaptation policies and programs into existing and new emergency awareness and preparedness programs. These climate change adaptation additions shall be evaluated every five years.		X	X			X
Implements Policy: PHS-7.2						
Responsible Department: Town Manager's Office, Community Development, Public Works						
PHS-15. Climate Vulnerability Assessment Integration The Town shall integrate the results and adaptive policies of the Climate Vulnerability Assessment into other Town planning documents where feasible, including this General Plan Public Health and Safety Element, the Local Hazard Mitigation Plan, Zoning Ordinance, fire code, building code, and other applicable codes.						X
Implements Policy: PHS-7.3						
Responsible Departments: Public Works, Community Development						
PHS-16. Incorporating Natural Systems Where feasible, the Town shall encourage the use of existing natural features and ecosystem processes, or the restoration of, when considering alternatives and adaptation projects through the conservation, preservation, or sustainable management of open space. This includes, but is not limited to, the conservation, preservation, or sustainable management of any form of aquatic or terrestrial vegetated open space, such as parks, rain gardens, and urban tree canopies. It also includes systems and practices that use or mimic natural processes, such as permeable pavements and bioswales that are combined with restored natural systems, to provide clean water, conserve ecosystem values and functions, and provide a wide array of benefits to people and wildlife.						X
Implements Policy: PHS-7.4, PHS-7.8, PHS-7.10						
Responsible Department: Community Development						

TABLE 3-6: PUBLIC HEALTH AND SAFETY IMPLEMENTATION PROGRAMS						
Table 3-6: Public Health and Safety Implementation Programs	**2023-2024**	**2025-2029**	**2030-2040**	**Annual**	**Biennial**	**Ongoing**
PHS-17. Drought-Responsive Design Mandate drought-responsive design features and measures, such as retrofitting all existing Town-owned buildings with water-efficient fixtures (e.g., faucets, toilets, sprinklers) as well as prohibiting landscape irrigation during the middle of the day.						**X**
Implements Policy: PHS-7.11						
Responsible Department: Public Works						
PHS-18. Building Code Amendments The Town shall periodically review the building code in conjunctionwith the local fire protection districts to assess whether proposed construction in higher fire hazard areas should be subject to more stringent standards such as higher fire rating roofs, restrictive building methods, and greater fire protection through landscape maintenance and approved plant lists.						**X**
Implements Policy: PHS-2.3						
Responsible Department: Building, Public Works						
PHS-19. Truck Route Evaluation The Town shall evaluate its designated truck routes to minimize noise impacts and potential hazardous materials transport impactsfor sensitive land uses and modify them as necessary.	**X**					**X**
Implements Policy: PHS-5.7, PHS-8.9						
Responsible Department: Community Development, Public Works						

TABLE 9.3
PROGRESS IN IMPLEMENTING THE 5TH CYCLE HOUSING ELEMENT PROGRAMS

Program		Implementation Status	Action
H-1 (2016 program) 1-A Inclusionary Housing Ordinance. The Town shall continue to implement the Inclusionary Housing Ordinance and require new residential developments of 10 or more units to set aside either: 10 percent of units for moderate-income households. 7.5 percent of units for low-income households; or 5 percent of units for very low-income households. The Town shall also continue to allow developers to satisfy their inclusionary housing requirement through various options, which may include payment of an in-lieu fee, land donation, or off-site construction. The Town shall investigate the feasibility of conducting a nexus study to determine an appropriate in-lieu fee, and based on the findings of the study, the Town may adopt an updated in-lieu fee or eliminate the in-lieu fee option. The Town shall establish a dedicated fund for the inclusionary housing in-lieu fee and a program for distributing the funds for the development of affordable housing. The Town shall facilitate partnerships between developers of market-rate units and affordable housing developers to assist developers in meeting inclusionary requirements, including partnerships with non-profit and for-profit developers of affordable rental housing and organizations	Responsibility: Community Development Department Funding: N/A Schedule: Ongoing; establish dedicated fund and program; and investigate feasibility of a nexus study by 2016.	The Town continues to implement its Inclusionary Housing Ordinance. In 2016, the Town established a fund for the collection of in-lieu housing fees. Since then, through the Town's Inclusionary Fund, the Council awarded over $1.6 million to three affordable housing projects, Duncan Village, Heritage Park Apartments, and Windsor Veterans Village. Duncan Village will be a 16-unit affordable, single-family, ownership, self-help project. It was initiated by Habitat for Humanity of Sonoma County (HDHSC). The Town awarded $556,000 to the project. The project was approved in 2018. In November 2019, HFHSC stopped development projects due to financial issues. The Town has had discussions with another affordable housing developer that is interested in completing this project. The developer is looking for a partner to help construct. The entitlements are valid through mid-November 2022. Heritage Park Apartments is a 33-unit multifamily rental project on a 1.66-acre site. The apartments will be affordable to low- and very low-income households and will include 13 three-bedroom units at 1,055 square feet each, 16 two-bedroom units at 955 square feet each, and 4 one-bedroom units at 720 square feet each. It was awarded $565,000 from the Town and was approved by the Planning Commission on July 28, 2020. Construction is anticipated in summer 2022.	Continue. New Program H-5

TABLE 9.3 PROGRESS IN IMPLEMENTING THE 5TH CYCLE HOUSING ELEMENT PROGRAMS			
Program		**Implementation Status**	**Action**
employing the Community Land Trust model (e.g., Housing Land Trust of Sonoma County).		Windsor Veterans Village provides 60 one- and two-bedroom townhome apartments to local homeless, disabled, and low-income veterans. The complex, which also provides counseling and supportive services, began accepting residents during summer of 2021 and is entirely occupied as of December 2021. The Town provided $500,000 to the project. Developers have not exercised the option to meet the inclusionary housing requirement with on-site, off-site development, or land donation, and have instead favored the option to pay an in-lieu fee. In 2019 the Town began work on an update of the Inclusionary Housing Ordinance. The Town is considering whether the in-lieu fee option supports its housing goals or if it should be discontinued. Staff anticipate the update will be completed in 2022.	
H-2 (2016 program) 1.B Assistance to Affordable Housing and Special Needs Housing Developers. 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 regional, State, and Federal funding: ▪ design review workshops: ▪ site location assistance; and	Responsibility: Town Manager, Community Development Department Funding: General Fund; Inclusionary Housing In-Lieu Fees; Regional, State, and Local Funds Schedule: Annually	The Town continued to support Affordable Housing and Special Needs Housing Developers. The Council awarded over $1.6 million from the Town's Inclusionary Fund to three affordable housing projects, Duncan Village, Heritage Park Apartments, and Windsor Veterans Village. See H-1.A for descriptions of these projects.	Continue. New Program H-10

TABLE 9.3 PROGRESS IN IMPLEMENTING THE 5TH CYCLE HOUSING ELEMENT PROGRAMS			
Program		**Implementation Status**	**Action**
▪ direct financial assistance. Financial support may come in the form of inclusionary housing in-lieu fees, Community Development Block Grant (CDBG) funds, Mental Health Services Act (MHSA) funding, and other regional, State, and Federal sources that the Town shall continue to pursue in partnership with local developers.			
1.C **Annual Growth Control Report.** The Town shall monitor the supply of residential land through its Annual Growth Control Report to ensure sufficient developable land is planned and zoned for single family and multifamily residential development to accommodate projected housing needs for the RHNA planning period through October 31, 2022. If, at any time, the supply of sites zoned for multifamily housing falls below the quantity of land required to accommodate the Town's remaining need for higher density multifamily housing, the Town shall initiate rezoning to provide additional land.	Responsibility: Planning Department Funding: General Fund Schedule: Annually	To ensure sufficient developable land was planned and zoned for single family and multifamily residential development, the Town completed Annual Growth Control Reports. In April 2018, the Town Council adopted the 2040 General Plan. The General Plan newly designated areas along Old Redwood Highway for mixed-use development, which created additional opportunities for higher density residential development at 16 to 32 units per acre. By early 2022, two projects were proposed and are anticipated to move forward in the newly designated area. **Redwood Views** affordable housing project is a 3-story project under construction that will include 52 affordable housing units above ground-floor commercial space. **Heritage Park** affordable housing project is planned to include 33 total units, including 4 one-bedroom units, 16 two-bedroom units, and 13 three-bedroom units constructed in three stories. The project would include outdoor amenities and parking.	Modify. New Program H-6

TABLE 9.3 PROGRESS IN IMPLEMENTING THE 5TH CYCLE HOUSING ELEMENT PROGRAMS			
Program		**Implementation Status**	**Action**
		Redwood Glen affordable housing project is an approved 3- and 4-story project that will provide 43 affordable housing units.	
H-4 (2016 program) 1D. Annual Housing Report. The Town shall review and report annually on the implementation of Housing Element programs and the effectiveness in meeting the program objectives for the prior calendar year. The Town shall present the annual report at a public hearing before submitting the annual report to the California Department of Housing and Community Development and the Office of Planning Research. (Community Development Department/ Planning)	Responsibility: Planning Department Funding: General Fund Schedule: Annually	The Town continues to review and report annually on the implementation of Housing Element programs and the effectiveness in meeting the program objectives for the prior calendar year.	Delete
H-5 (2016 program) 1.E Encourage Affordable Housing Development at Shiloh Road Village. The Town shall make an effort to publicize opportunities for development of housing at the Shiloh Road Village site. This effort shall include organizing special marketing events geared toward the development community and posting the site inventory and other updates pertaining to Shiloh Road Village on the Town's website. As an objective, the Town shall aim to support the development of at least 200 affordable units at Shiloh Road over the course of this planning period	Responsibility: Planning Department Funding: General Fund Schedule: Ongoing	The Town continued to promote higher density affordable housing for the Shiloh Road Village Vision Plan area by organizing special marketing events geared toward the development community and posting the site inventory and other updates pertaining to Shiloh Road Village on the Town's website. As of 2022, two projects working toward development in the area are Shiloh Terrace and Shiloh Crossings. Shiloh Terrace has secured approval to construct a 134-unit, 100 percent affordable housing project, including a three-story building with 21 units and a four-story building with 113 units. The project is on a 4.25-acre site at 6011 Shiloh Road. Shiloh Crossings is a 173-unit, mixed-use, affordable	Delete.

TABLE 9.3 PROGRESS IN IMPLEMENTING THE 5TH CYCLE HOUSING ELEMENT PROGRAMS			
Program		**Implementation Status**	**Action**
		housing project was approved in October 2022. The project would be on a 5.92-acre parcel at 295 Shiloh Road and includes 8,000 square feet of commercial and a 3,000-square-foot community room.	
H-6 (2016 program) 1.F Support the Development of Rental Housing and Housing Affordable to Extremely Low-Income Households. The Town shall prioritize funding identified in Program 1.B for development of housing affordable to extremely low-income households. The Town shall encourage developers to use the density bonus incentives to encourage the development of single-room occupancy rental units. Further, the Town shall commit a portion of the in-lieu fees from Program 1.A to partner with non-profit housing development organizations to build high-density residential and mixed-use housing that includes units affordable to extremely low-income-households.	Responsibility: Planning Department Funding: Inclusionary Housing Fund of $1.1 million Schedule: Biannually	The Town continues to support the development of affordable housing for extremely low-income households. Such efforts include offering density bonuses and other incentives and seeking funding opportunities biannually. Shiloh Terrace and Duncan Village are using density bonuses and other incentives. Heritage Park Apartments is using incentives only. And Windsor Kashia is using incentives and a waiver. In 2016 the Town established an Inclusionary Housing fund. The Council awarded over $1.6 million from the Town's Inclusionary Fund to three affordable housing projects, Duncan Village, Heritage Park Apartments and Windsor Veterans Village. Shiloh Terrace is a project under construction that will be a 134-unit, 100 percent affordable housing project, including a three-story building with 21 units and a four-story building with 113 units. The project is on a 4.25-acre site at 6011 Shiloh Road. Duncan Village will be a 16-unit affordable, single-family, ownership, self-help project. It was initiated by Habitat for Humanity of Sonoma County (HDHSC). The Town awarded $556,000 to the project, which was approved in 2018. In November 2019, HFHSC stopped development	Modify. New Program H-37

TABLE 9.3 PROGRESS IN IMPLEMENTING THE 5TH CYCLE HOUSING ELEMENT PROGRAMS			
Program		**Implementation Status**	**Action**
		projects due to financial issues. The Town has had discussions with another affordable housing developer that is interested in completing this project. Heritage Park Apartments is a 33-unit, multifamily rental project on a 1.66-acre site. The apartments will be affordable to low- and very low-income households and will include 13 three-bedroom units at 1,055 square feet each, 16 two-bedroom units at 955 square feet each, and 4 one-bedroom units at 720 square feet each. It was awarded $565,000 from the Town and was approved by the Planning Commission on July 28, 2020. Windsor Kashia is an approved project providing 54 affordable apartments for Kashia Tribe members and a mixed-use building for Tribal Headquarters offices, with community spaces and a lobby/gallery on the ground floor. The project includes five 3-story buildings on 2.5-acres at 6011 Shiloh Rd, and 6035 and 6050 Old Redwood Highway. Windsor Veterans Village provides 60 one- and two-bedroom townhome apartments to local homeless, disabled, and low-income veterans. The complex, which also provides counseling and supportive services, began accepting residents during summer 2021 and is entirely occupied as of December 2021. The Town provided $500,000 to the project.	

TABLE 9.3 PROGRESS IN IMPLEMENTING THE 5TH CYCLE HOUSING ELEMENT PROGRAMS			
Program		**Implementation Status**	**Action**
H-7. **Accessory Dwelling Unit Ordinance.** The Town shall prepare and adopt an updated Accessory Dwelling Unit Ordinance that complies with State law. The Town shall also reduce fees for accessory dwelling units, as described in Program 5C.	Responsibility: Community Development Town Manager, Town Council Funding: General Fund Schedule: 2017	The Town updated its ADU ordinance in 2020 to comply with State law.	Modify. Combine with Program 1.G. New Program H-7
1.G **Affordable Secondary Dwelling Unit Incentive Program.** The Town shall develop an affordable second dwelling unit incentive program to encourage property owners to deed restrict second units as affordable rental housing for lower- or moderate-income households. As part of the program, the Town shall establish long-term affordability requirements and a monitoring program to ensure long-tern affordability is maintained. The Town may impose a small monitoring fee to cover program costs. Incentives may include but are not limited to: an increase in the maximum allowed size of second units, a reduction in the minimum lot size on which second units are allowed, reduced setbacks and/or other property development standards, and/or permit and development fee waivers.	Responsibility: Planning Department, Town Manager, Town Council Funding: General Fund Schedule: Ongoing	The Town continues to implement the Affordable Secondary Dwelling Unit (ADU) Incentive Program. The Town established long-term affordability requirements and a monitoring program to ensure long-term affordability is maintained. In 2016, the Town initiated an update of its development impact fees and reduced fees for ADUs to encourage their development. Consistent with State law, all development impact fees, apart from the fees for traffic, have been eliminated or reduced for ADUs. In 2020, the Town Council adopted new drainage fees and eliminated drainage impact fees for ADUs. This led to the decrease in impacts fees for an 840 sf ADU to approximately $4,500. In addition to these impact fees, the only other fee charged by the Town is the building permit fee. The Town Council eliminated traffic impact fees and drainage fees for ADUs in 2020. Between 2016 and early 2022, the Town finalized 28 ADU permit applications.	Modify. Combine with Program H-7. New Program H-7

TABLE 9.3 PROGRESS IN IMPLEMENTING THE 5TH CYCLE HOUSING ELEMENT PROGRAMS			
Program		**Implementation Status**	**Action**
H-8 (2016 program) 1.H Station Area/Downtown Inclusionary Housing Ordinance. The Town shall explore the feasibility of amending the Inclusionary Housing Ordinance to include a higher affordability requirement for projects with the Station Area/Downtown Specific Plan planning boundary.	Responsibility: Planning Department Funding: General Fund Schedule: Ongoing	The Town continued to explore the feasibility of amending the Inclusionary Housing Ordinance to include a higher affordability requirement for projects with the Station Area/Downtown Specific Plan planning boundary. In April 2018, the Town Council adopted the 2040 General Plan. As a part of this process, the Town prepared a technical report for the update of the Town's Inclusionary Housing Ordinance. However, due to the need for housing that was created by the Nuns and Tubbs fires in October 2017, the Town deferred taking action on the options in the report. In 2020, the Town re-initiated the update to the Inclusionary Housing Ordinance, including updating the previously prepared technical report. The Town anticipates updates to policies related to Inclusionary Housing to be completed in 2022.	Modify. Combine with Program 1.A. New Program H-5
H-9. Zoning Ordinance Consistency. The Town shall amend the Zoning Ordinance for consistency with the General Plan. In the interim, when the development is proposed, the Town shall support housing densities consistent with the 2040 General Plan. As part of the Zoning Ordinance Update, the Town shall amend its Density Bonus Ordinance for consistency with State law.	Responsibility: Community Development Department Funding: General Fund Schedule: 2018 (in process)	In 2020, the Town applied for, and received an award of State LEAP grant funding to cover the costs of the needed Zoning Ordinance Update. The Zoning Ordinance Update is currently in process. The project includes updating the Zoning Ordinance to be consistent with current State Housing laws, including State Density Bonus Law, as well as other changes aimed at streamlining housing development.	Delete

TABLE 9.3
PROGRESS IN IMPLEMENTING THE 5TH CYCLE HOUSING ELEMENT PROGRAMS

Program		Implementation Status	Action
H-10 (2016 program) 2.A **Pursue Funding for Homebuyer Assistance.** As opportunities arise, the Town shall pursue funding from State agencies for homebuyer assistance, particularly in partnership with the sponsors of affordable housing projects.	Responsibility: Planning Department Funding: State Schedule: Ongoing	The Town continues to pursue funding for Homebuyer Assistance from State agencies as State funding becomes available. Additionally, when possible, the Town reuses Building Equity and Growth in Neighborhoods Program (BEGIN) funds to assist income-eligible persons with down payment assistance when an affordable housing unit owner wishes to sell.	Continue. New Program H-10
H-11 (2016 program) 2.B **Mortgage Credit Certificate Program.** The Town shall continue to participate in the Mortgage Credit Certificate (MCC) Program, administered by the County of Sonoma and is part of a Joint Powers Agreement to provide assistance to first-time lower- and moderate-income homebuyers. The Town shall continue to publicize the program through the distribution of brochures and information on the Town website.	Responsibility: Planning Department and Sonoma County Development Commission Funding: General Fund Schedule: Ongoing	During the 5th housing element cycle, the Town continued to assist lower income and/or first-time homebuyers in purchasing new homes by participating in the Mortgage Credit Certificate program. The Town annually renews its membership in the MCC program.	Continue. New Program H-11
H-12 (2016 program) 2.C **Section 8 Rental housing Subsidies.** The Town shall continue agreements with Sonoma County Housing Authority to make Section 8 rental housing subsidies available to qualified Windsor residents whenever available.	Responsibility: Town Manager and Sonoma County Housing Authority Funding: General Fund Schedule: Ongoing	Since 2017, the Town has kept an ongoing agreement with the Sonoma County Housing Authority to make Section 8 rental housing subsidies available to qualified Windsor residents.	Continue. New Program H-12
H-13 (2016 program) 3.A **CDBG Housing and Mobile Home Rehabilitation Program.** The Town shall continue to encourage residents to participate in the Sonoma County Community Development Commission	Responsibility: Town Manager and Sonoma Community Development Commission Funding: CDBG	The Town continues to encourage residents to participate in the Sonoma County Community Development Commission Mobile Home and Housing Rehabilitation Program that is funded by Community Development Block Grant (CDBG). From 2017 to 2020, the Town has	Continue. New Program H-16

TABLE 9.3 PROGRESS IN IMPLEMENTING THE 5TH CYCLE HOUSING ELEMENT PROGRAMS			
Program		**Implementation Status**	**Action**
Housing Rehabilitation Program funded by Community Development Block Grant (CDBG) funding. The Town shall publicize the availability of funding for rehabilitation via the Town website and encourage residents to consider applying for fund through code enforcement cases.	Schedule: Ongoing	been focusing CDBG funds on ADA compliance projects.	
H-14 (2016 program) 3.B **Additional State, Federal, and Other Funds for Rehabilitation.** The Town shall continue to apply for CDBG funds from the County Community Development Committee on an annual basis, in partnership with sponsors of affordable housing projects in Windsor and shall continue to seek funds from State and Federal sources to augment local funds for housing rehabilitation. This effort may include partnerships with affordable housing developers to access funds. In addition, the Town shall secure mortgage revenue bonds through the California Housing Finance Agency at the request of developers	Responsibility: Town Manager and Planning Department Funding: CDBG Schedule: Annually	The Town continues to apply for state, federal, and other funds on an annual basis to assist in the development of affordable housing and rehabilitation.	Continue. New Program H-17
H-15. Coordination with Fire Inspection Programs The Town shall continue to support the Windsor Fire Protection District's apartment inspection programto identify and abate unsafe conditions in rental housing. The Town shall cooperate with the Fire Districtto ensure inspections are conducted for all rental housing on an annual basis.	Responsibility: Building Department Funding: General Fund Schedule: Annual	The Fire District performs inspections of apartments.	Delete

TABLE 9.3 PROGRESS IN IMPLEMENTING THE 5TH CYCLE HOUSING ELEMENT PROGRAMS			
Program		**Implementation Status**	**Action**
H-16 (2016 program) 4A **Mobile Home Park Conversion Ordinance.** The Town shall continue to contract with the Sonoma County Community Development Commission to administer its Mobile Home Park Conversion Ordinance to provide financial assistance to occupants in the relocation process, and to discourage circumstances under which mobile home parks may be converted to other uses.	Responsibility: Planning Department Funding: General Fund Schedule: On-going	From 2016 to 2020 the Town Council implemented the adopted Resolution 3190-15—an agreement with the Sonoma County Community Development Commission (CDC) for the administration of the Town's Mobile Home Rent Stabilization Program. The "Vintage Oaks on the Green" (VOTG) project was approved by Town Council, and Phase 1 is currently under construction. The VOTG is located on the former Windsorland Mobile Home Park site. Relocation assistance was provided to occupants of the mobile home park before the site was cleared. The developer paid $2,000,000 into the Town's housing fund to offset the loss of the units in the mobile home park (in addition to the standard housing in-lieu funds for the project). The Town will use these housing funds to support the development of affordable housing projects in Windsor.	Delete
H-17 (2016 program) 4.B **Mobile Home Park Rent Stabilization.** The Town shall continue to provide for the administration and enforcement of the Town's Mobile Home Park Rent Stabilization Ordinance.	Responsibility: Planning Department Funding: General Fund Schedule: Ongoing	The Town continues to provide for the administration and enforcement of the Town's Mobile Home Park Rent Stabilization Ordinance through Resolution 3190-15—an agreement with the Sonoma County Community Development Commission (CDC) for the administration of the Town's Mobile Home Rent Stabilization Program.	Continue. New Program H-21
H-18 (2016 program) 4C. **Monitoring Rental Unit Conversion and Affordable Unit Supply.** The Town shall monitor local trends in rental unit conversion and examine the feasibility of a condominium conversion ordinance to preserve the supply of rental units. This monitoring shall occur as part of the subdivision	Responsibility: Planning Department Funding: General Fund Schedule: Ongoing	The Town continues to monitor local trends in rental unit conversion and examine the feasibility of a condominium conversion ordinance to preserve the supply of rental units. From 2015 to 2020, the Town had no requests to convert rental units to condominiums. As part of this program, the Town monitored its supply of affordable units, associated affordability expiration dates, and local	Continue. New Program H-22

TABLE 9.3 PROGRESS IN IMPLEMENTING THE 5TH CYCLE HOUSING ELEMENT PROGRAMS			
Program		**Implementation Status**	**Action**
mapping process, which would alert the Town to a proposed condominium conversion. As part of this program, the Town shall also continue to monitor its supply of affordable units, associated affordability expiration dates, and local sales prices for homes. Monitoring shall occur in tandem with the Town's Annual Housing Report, which examines the physical condition and affordability terms of local affordable housing projects (See Program 1.D).		sales prices for homes. The Town monitored units in tandem with preparing the Town's Annual Housing Report.	
H-19 (2016 program) 4.D **Preservation of Assisted Housing Stock.** The Town shall work with other governmental and non-profit organizations to use available resources in the preservation or replacement of existing affordable housing developments in Windsor, particularly publicly-assist units. The Town shall strengthen relationships with other governmental and non-profit organizations to develop a strategy for preservation of the Windsor's affordable housing stock as affordability terms expire and the need arises. The Town shall also work with project owners and sponsors to ensure that once units are noticed to convert to market-rate, tenants receive proper notification. This monitoring process shall occur in tandem with the Town's Annual Housing Report.	Responsibility: Planning Department Funding: General Fund Schedule: Ongoing	The Town continues the preservation of assisted housing stock. From 2017 to 2020 none of the Town's multifamily affordable housing stock was in jeopardy of converting to market rate. However, individual units with deed restrictions continue to be in jeopardy. This is due to the loss of Redevelopment funding, where the Town would be unable to repurchase units in jeopardy of converting to market rate. Regardless, the Town continues to strengthen relationships with other governmental and nonprofit organizations to develop a strategy for preservation of Windsor's affordable housing stock as affordability terms expire and the need arises. The Town has also continued to work with project owners and sponsors to ensure that once units are noticed to convert to market rate, tenants receive proper notification.	Modify. New Program H-23
H-20 (2016 program) 5.A **Design Review Process.** The Town shall evaluate its Design Review process to assure developers a reasonable and fair approach to the application of	Responsibility: Planning Department and Town Attorney	The Town Council adopted the Town's 2040 General Plan in April 2018. The implementation programs include updates to the Town's Zoning Ordinance and Design Guidelines. The Zoning Ordinance Update began in early	Modify. New Program H-31

TABLE 9.3 PROGRESS IN IMPLEMENTING THE 5TH CYCLE HOUSING ELEMENT PROGRAMS			
Program		**Implementation Status**	**Action**
the Town's Design Standards. This evaluation shall include a detailed analysis of the Town's current design review guidelines to identity better requirements and approval procedures and shall analyze the impacts of the guidelines and process on housing costs and approval certainty. The evaluation will result in a series of recommended actions to streamline this process, as well as an identification of responsible agencies and a timeline for implementation. As part of this process, the Town shall aim to set a maximum of two Planning Commission meetings for Design Review. The Town shall also consider fast-track permit procedures to encourage affordable housing projects including cohousing, self-help, and community housing.	Funding: General Fund Schedule: Ongoing	2021 and is anticipated to be complete by fall 2022. The Zoning Ordinance Update will include a review of the Town's Site Plan and Design Review process to determine how to streamline this process. The Town received an SB2 grant in the amount of $160,000 to develop residential objective design and development standards, which will help facilitate nondiscretionary permitting for multifamily housing projects in accordance with SB35 and similar housing laws. Multifamily housing would also include "missing middle" housing types, such as tiny homes, duplexes, and triplexes.	
H-21 (2016 program) 5.B Tree Preservation and Protection Ordinance. The Town shall maintain a flexible approach towards implementation of the Tree Preservation and Protection Ordinance. The Town shall work with residential developers to craft reasonable solutions on a case-by-case basis that support financially feasible development while preserving and protecting the Town's trees.	Responsibility: Planning Department Funding: General Fund Schedule: Ongoing	The Town continues to maintain a flexible approach to implementation of the Tree Preservation and Protection Ordinance. The Town exercises flexibility in the administration of its Tree Protection Ordinance by working with the developer to site homes to save trees while continuing to support financially feasible solutions and development, often incorporating tree replacement into the project's landscaping materials in lieu of mitigation fees. In early 2021 the Town began an update of its Zoning Ordinance. As part of the update, the Town's tree preservation and protection requirements will be reviewed as they relate to housing and the streamlining	Delete

TABLE 9.3 PROGRESS IN IMPLEMENTING THE 5TH CYCLE HOUSING ELEMENT PROGRAMS			
Program		**Implementation Status**	**Action**
		of housing development. The Zoning Ordinance Update is anticipated to be complete by fall 2022. The 2040 General Plan includes policies that allow the clustering of development in order to protect sensitive resources, including protected trees. The balance between compliance with the ordinance and a project's feasibility is considered as part of the entitlement process, and on-site tree replacement is often incorporated into project design as mitigation.	
H-14 (2016 program) 5.C **Development Impact Fee Review.** The Town shall review its current development impact fee program to confirm the appropriate level of impact fees to charge for multifamily residential units and second units based on the demand they create for public facilities and infrastructure. As justified by this review, the Town shall reduce fees for multifamily units, second units, co-housing, and self-help housing units to encourage their construction. As appropriate, the Town shall also reduce fees for lower-income housing on a sliding scale related to the level of affordability during the next impact fee review.	Responsibility: Public Works Department, Administrative Services Department and Planning Department Funding: General Fund Schedule: Ongoing	During the 5th planning period, the Town updated its development impact fees, which reduced the average development impact fees for accessory dwellings from $35,000 per unit to $6,500 per unit. In 2017, the Town eliminated most development impact fees for ADUs. In 2020, the Town eliminated the drainage and traffic impact fees for ADUs.	Delete
H-23 **Infrastructure Capacity.** As part of the Town's effort to monitor its supply of residentially designated lands (described in Program 1C), the Town shall consider the capacity of the Town's infrastructure and service systems (i.e., roads, drainage, water, recycled water, parks, public safety,	Responsibility: Community Development Department Funding: General Fund Schedule: Ongoing	In April 2018, the Town Council adopted the 2040 General Plan. The General Plan includes policies and programs to ensure that infrastructure will be able to support the population growth anticipated by the General Plan.	Modify. Combine with Program 5.D. New Program H-6

TABLE 9.3 PROGRESS IN IMPLEMENTING THE 5TH CYCLE HOUSING ELEMENT PROGRAMS			
Program		**Implementation Status**	**Action**
schools, fire protection) and outline strategies to expand these systems if needed to ensure that residentially designated lands can be developed at their intended densities.			
5.D **Annual Growth Control Report**. As part of the Annual Growth Control Report (described in Program 1.C) the Town shall evaluate the capacity of the Town's infrastructure and service systems (i.e. road, drainage, water recycled water, parks, public safety, schools) and outline strategies to expand these systems to serve new development.	Responsibility: Planning Department Funding: General Fund Schedule: Annually	The Town completed Annual Growth Control Reports. The Town continues to evaluate the capacity of the Town's infrastructure and service systems (i.e. road, drainage, water recycled water, parks, public safety, schools) and outline strategies to expand these systems to serve new development. The latest assessment of infrastructure capacity, conducted to fulfill a requirement of the Growth Control Ordinance, evaluated the Town's infrastructure and service needs for 2022 through 2026, based on the projected 1.5 percent annual growth rate. The report demonstrates that, with the exception of additional resources needed for both Police and Fire over the five-year period, infrastructure and services can be provided for the anticipated new residential growth through 2026.	Modify. Combine with Program H-24. New Program H-6
H-24 (2016 program) 5.E **Capital Improvement Program.** The Town shall continue to update and implement its five-year Capital Improvement Program to guide development of public facilities required by new residential demand and to improve existing facilities in need of upgrading.	Responsibility: Town Manager and Administrative Services Department Funding: General Fund Schedule: Annually	To ensure public facilities can meet the demand of future buildout, the Town continues to update and implement its five-year Capital Improvement Program (CIP). From 2016 to 2018 the five-year CIP was updated in conjunction with the Town' s two-year budget cycle to guide development of public facilities required by new residential demand and to improve existing facilities in need of upgrading. As part of the preparation and adoption of the July 2019 through June 2021 budget, the Town Council reviewed and adopted an updated CIP.	Modify. New Program H-31

TABLE 9.3 PROGRESS IN IMPLEMENTING THE 5TH CYCLE HOUSING ELEMENT PROGRAMS			
Program		**Implementation Status**	**Action**
		During this time, the Planning Commission reviewed the 2019-2024 five-year CIP for compliance with the 2040 General Plan.	
H-25 (2016 program) 5.F **Parking Requirements.** The Town shall evaluate its parking requirements, particularly for multifamily, affordable, homeless, and farmworker housing, to examine the feasibility of requiring fewer parking spaces per unit, thereby lowering development costs and supporting financial feasibility. This review will result in a series of recommendations for adjusting the Town's parking standards, as appropriate.	Responsibility: Planning Department Funding: General Fund Schedule: Ongoing	The Town continues to evaluate its parking requirements, particularly for multifamily, affordable, homeless, and farmworker housing, to examine the feasibility of requiring fewer parking spaces per unit, thereby lowering development costs and supporting financial feasibility. On a case-by-case basis the Town evaluates parking reductions for residential housing projects. In early 2021 the Town began an update of its Zoning Ordinance, during which the Town reviewed its parking requirements. Currently the zoning ordinance allows a reduction in the required number of parking spaces with approval of a Minor Use Permit. Residential development projects have used this process to reduce the required number of parking spaces. The Zoning Ordinance Update is anticipated to be completed by fall 2022.	Continue. New Program H-26
H-26 (2016 program) 6.A **Agricultural Worker Housing.** The Town shall cooperate with housing developers to secure additional funding for farmworker projects from sources administered by the California Department of Housing and Community Development, including the Farmworker Housing Grant Project, the State Office of Migrant Services, and the Federal Farmers Home Administration.	Responsibility: Planning Department Funding: California Department of Housing and Community Development, Farmworker Housing Grant Project, State Office of Migrant Services, and	The Town continued to be available to cooperate with housing developers to secure additional funding for farmworker projects. No developers approached the Town with a request to develop farmworker housing.	Continue. New Program H-34

TABLE 9.3 PROGRESS IN IMPLEMENTING THE 5TH CYCLE HOUSING ELEMENT PROGRAMS			
Program		**Implementation Status**	**Action**
	the Federal Farmers Home Administration Schedule: Bi-Annually		
H-27 (2016 program) 6.B **Zoning for Agricultural Worker Housing.** Amend the Zoning Ordinance to comply with State law requirements for agricultural worker housing.	Responsibility: Planning Department Funding: General Fund Schedule: Ongoing	In early 2021 the Town began an update of its Zoning Ordinance to comply with State law requirements for agricultural worker housing. The update is anticipated to be complete by fall 2022. The Town does not have an agricultural zoning district. However, crop production and horticultural are permitted use (no use permit required) in the Light Industrial (LI) and Heavy Industrial (HI) zoning districts. Farmworker housing is also a permitted use in the LI and HI zoning districts. No farmworker housing projects were proposed. The updated Zoning Ordinance is anticipated to include updates related to agricultural worker housing.	Continue. New Program H-27
H-28 (2016 program) 6.C **Homeless Services.** The Town shall continue to provide financial support for area homeless services, and if appropriate support a regional effort to develop homeless facilities. The Town shall partner with and support local organizations and churches that provide assistance to homeless residents.	Responsibility: Planning Department Funding: Town's Non-Profit Grant Program, CDBG, ESG, and HOME Schedule: Ongoing	Since 1999, the Town has provided funding through the Town's Non-Profit Grant Program to the nonprofit Interfaith Shelter Network to provide services to homeless people from Windsor. Within the fiscal years of 2015/2016 and 2016/2017, agreements provided $10,000 in funding for each year. The funding is used to provide transitional and permanent housing to homeless people from Windsor using the "Housing First" approach. The Town, County of Sonoma, and the cities of Cloverdale, Cotati, Healdsburg, Rohnert Park, Sebastopol, and Sonoma continue to participate in a joint powers agreement (JPA) for housing and community development. The JPA allows the communities to qualify as a HUD-designated "Urban	Continue. New Program H-35

TABLE 9.3 PROGRESS IN IMPLEMENTING THE 5TH CYCLE HOUSING ELEMENT PROGRAMS			
Program		**Implementation Status**	**Action**
		County," which entitles the participating communities to receive an annual allocation of federal CDBG, ESG, and HOME funding as an entitlement jurisdiction.	
H-29 (2016 program) 6.D **Transitional Housing, Supportive Housing, and Residential Care Homes.** The Town shall support developers of transitional and supportive housing facilities through applications for State and Federal funding, design review workshops conducted in conjunction with the Annual Growth Control Report, site location assistance, and direct financial assistance, as necessary and appropriate. Through these efforts, the Town shall strive to create permanent supportive housing for its share of Sonoma County's homeless and disabled population, per the County's 10-Year Homeless Action Plan, as well as residents with developmental disabilities.	Responsibility: Planning Department Funding: State and Federal Schedule: Ongoing	The Town continues to support developers interested in transitional and supportive housing facilities through applications for State and Federal funding, design review workshops conducted in conjunction with the Annual Growth Control Report, site location assistance, and direct financial assistance, as necessary and appropriate. To create permanent supportive housing, the Town assisted in the conversion of one single-family residence to a small residential care home. Additionally, one building permit was issued for a single-family home and was converted to transitional or supportive housing. In 2018 the joint powers agreement (JPA) allowed the communities to qualify as a HUD-designated "Urban County," which entitles the participating communities to receive an annual allocation of federal CDBG, ESG, and HOME funding as an entitlement jurisdiction. The agreement covered the 2018 calendar year and is administered by the Sonoma County Community Development Commission.	Continue. New Program H-33

TABLE 9.3 PROGRESS IN IMPLEMENTING THE 5TH CYCLE HOUSING ELEMENT PROGRAMS			
Program		**Implementation Status**	**Action**
H-30 (2016 program) 6.E **Coordinate with the North Bay Regional Center.** The Town shall work with the North Bay Regional Center to implement an outreach program informing residence of the housing and services available for person with developmental disabilities. The Town shall make information available on the Town website.	Responsibility: Planning Department Funding: General Fund Schedule: Ongoing	The Town continues to work with the North Bay Regional Center to implement an outreach program that focuses on informing residents of the housing services available for persons with developmental disabilities. The Town makes this information available on the Town website.	Modify. New Program H-36
H-31 (2016 program) 7.A **Promote Equal Housing Opportunities.** The Town shall continue to make referrals to Fair Housing of Sonoma County (FHOSC) to assist with housing discrimination complaints and for landlord/tenant mediation services. The Town shall also make available written materials on fair housing education to tenants and landlords at community and senior centers, recreation centers, and at the Town's Community Development Counter	Responsibility: Planning Department and Parks and Recreation Department Funding: General Fund Schedule: Ongoing	The Town continues to make referrals to Fair Housing of Sonoma County (FHOSC) to assist with housing discrimination complaints and for landlord/tenant mediation services. In addition, the Town makes available written materials on fair housing education to tenants and landlords at community and senior centers, recreation centers, and at the Town's Community Development Counter.	Continue. New Program H-39
H-32 (2016 program) 8.A **Windsor Efficiency Pays®.** The Town shall continue to implement the Windsor Efficiency Pay as You Save (Pays)® program to allow residents to finance efficiency updates and benefit from utility bill savings through a voluntary assessment. The Town shall perform significant outreach to market the program via its website and printed materials, and will encourage owners whose homes are subject to code enforcement to take advantage of this opportunity	Responsibility: Public Works Funding: General Fund Schedule: Ongoing	The Town continued to solicit participation in Windsor Efficiency PAYS®, marketing the program through direct mail postcards, website, and word of mouth from satisfied participants. In October 2015, the Town Council provided direction to continue offering the Windsor Efficiency PAYS® water conservation program as appropriate in the normal course of work by staff to evaluate, budget for, and run cost-effective water conservation programs. From 2016 to 2017 the program underwent maintenance and so no applications for the program were accepted. As of 2020, the PAYS program	Continue. New Program H-40

TABLE 9.3 PROGRESS IN IMPLEMENTING THE 5TH CYCLE HOUSING ELEMENT PROGRAMS			
Program		**Implementation Status**	**Action**
		has not accepted any applications. The program is not currently active for new participants at this time. The Town is actively looking for a fiscal agent partner before it re-engages in the PAYS program.	
H-33 (2016 program) 8.B **Water Smart Home Program.** The Town shall continue to implement the Water Smart Home program to provide residents with free water use assessments	Responsibility: Public Works Funding: General Fund Schedule: Ongoing	The Town continues to implement the Water Smart Home program to provide residents with free water use assessments. Town staff offers free in-home residential water use assessments as requested, or as required for participation in water conservation rebate incentive programs. The assessment includes performance checks of water using fixtures, a whole-house leak check, and an irrigation system inspection with scheduling recommendations.	Continue. New Program H-41
H-34 (2016 program) 8.C **Infill Design Standard.** The Town shall continue to implement its Residential Infill Policy, established in 2002, which allows high densities and encourages compact development patterns that in turn promote housing affordability, maximize existing land resources, reduce pressure to convert agricultural resources, and conserve habitat and environmentally sensitive areas. The Residential Infill Policy will be largely supported through implementation of the Station Area/Downtown Specific Plan, which allows higher densities and encourages compact development in the downtown area	Responsibility: Planning Department Funding: General Fund Schedule: Ongoing	In 2011, the Town adopted the Station Area Plan, increasing densities within a ½ mile of the Town's intermodal station and including revised infill and design standards. During the planning period, two affordable housing projects totaling 76 units were approved in the Station Area/Downtown Specific Plan area—**Windsor Veterans Village** and **Duncan Village**. **Windsor Veterans Village** provides 60 one- and two-bedroom townhome apartments to local homeless, disabled, and low-income veterans. The complex, which also provides counseling and supportive services, began accepting residents during summer 2021 and is entirely occupied as of December 2021. The Town provided $500,000 to the project. **Duncan Village** will be a 16-unit affordable, single-family,	Delete.

TABLE 9.3 PROGRESS IN IMPLEMENTING THE 5TH CYCLE HOUSING ELEMENT PROGRAMS			
Program		**Implementation Status**	**Action**
		ownership, self-help project. It was initiated by Habitat for Humanity of Sonoma County (HDHSC). The Town awarded $556,000 to the project. The project was approved in 2018. In November 2019, HFHSC stopped development projects due to financial issues. The Town had discussions with another affordable housing developer that is interested in completing this project. The developer is looking for a partner to help construct. The entitlements are valid through mid-November 2022. The Town also adopted the 2040 General Plan, which increased infill opportunities by designating areas outside of downtown along Old Redwood Highway for higher density mixed-use development. The Station Area Plan included design standard for projects within the Station Area Plan boundaries. The 2040 General Plan includes an implementation measure to update the Town's Design Standards to provide clear guidance for new residential, mixed-use, commercial, and industrial development. By early 2022, two projects had been proposed and are anticipated to be developed in the area along Old Redwood Highway—Redwood Views and Heritage Park. Redwood Views affordable housing project is a 3-story project under construction that will include 52 affordable housing units above ground-floor commercial space. Heritage Park affordable housing project is planned to include 33 total units, including 4 one-bedroom units, 16 two-bedroom units, and 13 three-bedroom units constructed in three stories. The project will include	

TABLE 9.3 PROGRESS IN IMPLEMENTING THE 5TH CYCLE HOUSING ELEMENT PROGRAMS			
Program		**Implementation Status**	**Action**
		outdoor amenities and parking. Redwood Glen affordable housing is an approved 3- and 4-story project with 43 units, which is anticipated for construction in 2023. The Town received an SB2 grant in the amount of $160,000 to develop objective design and development standards, which allowed the Town to hire a consultant to produce objective design and development standards in order to facilitate nondiscretionary permitting for multifamily housing projects in accordance with SB35. Multifamily housing would also include "missing middle" housing types, such as tiny homes, duplexes, and triplexes. The project commenced in 2020 and the objective design standards were adopted in December 2021.	



TOWN OF WINDSOR

2040 General Plan

TOWN OF
WINDSOR
California



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Appendix A: Changes in State Law Affecting General Plans

Bill Number	Applicability	Reference in the 2040 General Plan

SB 1241/ AB 3065	SB 1241 revises the Safety Element requirement areas for state responsibility areas and very high fire hazard severity zones. SB 1241 requires the Safety Element to take into account specified considerations, including the most recent version of the Office of Planning and Research's "Fire Hazard Planning" document.
	
	AB 3065 requires that the Safety Element be submitted to the State Board of Forestry and Fire Protection and to local agencies that provide fire protection to territory in the city or county.
		The Hazards and Constraints Chapter of the General Plan Background Report contains a section on fire hazards.
		
		The General Plan includes the following goals and policies applicable to SB 1241:
		
		• Goal PHS-4: Fire Hazards.
		  o Policy PHS-4.5: State Responsibility Lands
		  o Policy PHS-4.6: Project Review for Proposals in Fire Hazard Areas

Bill Number	Applicability	Reference in the 2040 General Plan
AB 2140	Authorizes a city or county to adopt with its Safety Element a federally specified local hazard mitigation plan, and limits the State share for projects eligible under the CA Disaster Assistance Act, unless a local jurisdiction has adopted a local hazard mitigation plan in accordance with the Federal Disaster Management Act as part of it Safety Element.	The Town of Windsor has prepared a Local Hazard Mitigation Plan (LHMP). The LHMP identifies mitigation measures to reduce the risks posed by potential hazards and to strengthen community resilience. The Town's Public Health and Safety Element of the General Plan is integrated with its Local Hazard Mitigation Plan, ensuring a coordinated approach to public safety and qualifying the Town for additional funding opportunities (consistent with California Government Code Section 65302.6).

Bill Number	Applicability	Reference in the 2040 General Plan

AB 162	Requires specific elements to address flood hazards and identify areas that may accommodate floodwater for purposes of groundwater recharge and stormwater management. AB 162 also requires the Safety Element to address flood hazards.	AB 162 is addressed in the Town of Windsor Background Report (Section 6.2: Wastewater/Storm Drainage and Section 9.2: Flood Hazards). Section 6.2 outlines how Windsor manages stormwater runoff and drainage. Section 9.2 describes designated flood zones in Windsor and describes the surrounding hydrology that could potentially contribute to local flood events.
		
		The following goals, policies, and programs also address AB 162:
		
		• Goal PHS-1: Emergency Response and Preparedness
		  o Policy PHS-1.1: Hazard Mitigation Plan
		  o Program PHS-1: Local Hazard Mitigation Plan (LHMP)
		• Goal PHS-3: Flood Hazards
		  o Policy PHS-3.1: 100 Year Flood Zone Protection
		  o Policy PHS-3.2: Land Use Restriction in Flood Prone Areas
		  o Policy PHS-3.3: Prohibition of Emergency Facilities in Floodplain
		  o Policy PHS-3.4: Floodplain Management
		  o Policy PHS-3.5: Floodplain Combining District
		  o Policy PHS-3.6: Appropriate Development in the Flood Hazard Areas
		  o Policy PHS-3.7: Developer Improvement Costs
		• Goal PFS-4: Stormwater Management
		  o Policy PFS-4.2: Flood Control
		• Program PHS-7: FEMA 100-Year Flood Map
		• Program PHS-8: Flood Control Management

Bill Number	Applicability	Reference in the 2040 General Plan
AB 1358	Requires a city or county, upon any substantive revision of the Circulation Element, to modify the Circulation Element to plan for a balanced, multimodal transportation network that meets the needs of all users of streets, road, and highways, in a manner that is suitable to the rural, suburban, or urban context of the General Plan.	• Goal M-1: Multimodal Circulation System o Policy M-1.1: Multimodal Transportation System o Policy M-1.2: Trip Generation Reduction for Applicable Developments o Policy M-1.3: Development of Pedestrian, Bicycle, and Transit Facilities o Policy M-1.4: Multimodal System Additions • Goal M-2: Complete Streets o Policy M-2.1: Complete Streets Design Guidelines o Policy M-2.2: Complete Street Practices o Policy M-2.3: Safe and Comfortable Streets o Policy M-2.4: Managing Transportation in the Right-of-Way o Policy M-2.5: Complete Streets Infrastructure o Policy M-2.6: Complete Street Urban Design Considerations o Policy M-2.7: Complete Street Priority Areas o Policy M-2.8: Review Transportation Facilities for Development Proposals o Policy M-2.9: Multimodal Level of Service o Policy M-2.10: Bicycle and Pedestrian Connectivity o Policy M-2.11: American with Disabilities Act • Goal M-3: Streets and Roadways o Policy M-3.1: Connected Network o Policy M-3.4: Street Design

Bill Number	Applicability	Reference in the 2040 General Plan

AB 32	Requires a city or county to reduce its GHG emissions to 1990 levels by 2020; a reduction of approximately 15 percent below emissions under a "business as usual" scenario.	The following goals, policies, and programs address AB 32:
		• Goal ER-5: Greenhouse Gas Emissions
		  o Policy ER-5.1: Community Greenhouse Gas Reduction
		  o Policy ER-5.2: Municipal Services Greenhouse Gas Reduction
		  o Policy ER-5.3: Greenhouse Gas Efficiency Target
		  o Policy ER-5.4: Encourage Development Patters that Reduce Greenhouse Gas Emissions
		  o Policy ER-5.5: AB 32 and SB 32 Greenhouse Gas Assessment and Monitoring
		  o Policy ER-5.6: Coordinate with BAAQMD and NSCAPCD
		  o Policy ER-5.7: Reduced Emissions for Town Operations
		  o Policy ER-5.8: Energy Conservation and Efficiency Programs
		  o Policy ER-5.9: Energy Conservation through Land Use
		  o Policy ER-5.10: Energy Performance Standards
		  o Policy ER-5.11: Zero Net Energy Goals
		  o Policy ER-5.12: Retrofitting Existing Buildings
		  o Policy ER-5.13: Update Energy Policies and Programs
		  o Policy ER-5.14: Compliance with Energy Regulations
		  o Policy ER-5.15: Title 24 Application
		  o Policy ER-5.16: Address Heat Island Effect in Parking Lots
		  o Policy ER-5.17: Urban Shade Tree Planting
		  o Policy ER-5.18: Preservation of Trees
		  o Policy ER-5.19: Energy Conservation Measures and Education
		  o Policy ER-5.20: Windsor Serving as the Energy Conservation Model
		• Program ER-1: Interjurisdictional Coordination
		• Program ER-4: Energy Information Program
		• Program ER-5: Energy Conservation Performance Standards
		• Program ER-6: Review of Town GHG Emissions Inventory
		• Program ER-7: Energy Efficient Retrofit Program
		• Program ER-8: Review of Town Energy Consumption

Bill Number	Applicability	Reference in the 2040 General Plan
SB 244/SB 1090	Requires the update of the Land Use Element to be based on specified available data and to include identification of each island or fringe community that is a disadvantaged unincorporated community (DUC).	SB 244/SB 1090 was addressed in the Town of Windsor Background Report (Section 3.10). While there is one small area within the Windsor Sphere of Influence that is consistent with both parcel density and block group income thresholds necessary to be considered a disadvantaged unincorporated community, further analysis revealed that this area should not be considered low income, and therefore, is not considered a disadvantaged unincorporated community in the context of SB 244/SB 1090.
SB 743	SB 743 creates a process to change the way that transportation impacts are analyzed under CEQA. One of the process changes includes moving away from vehicle delay and level of service analysis (LOS) toward	The following goals, policies, and programs address SB 743: • Goal M-3: Streets and Roadways o Policy M-3.18: Vehicle Miles Traveled (VMT) Standard • Program M-2: Vehicle Miles Traveled (VMT) Program
SB 1468	If called upon, requires that the Land Use, Open Space, and Circulation Elements in the General Plan allow for consideration of military facilities and readiness activities.	SB 1468 was addressed in the Town of Windsor Background Report (Section 3.9). Analysis of regional military installations found that there are no branches or Special Use Airspace in Sonoma County. There is an Instrument Military Training Route to the northwest of the Planning Area. However, since the Instrument Route is not located within the Planning Area, the Town is not required to notify the military of any planned development.
SB 379	Requires the General Plan address climate adaptation and resiliency strategies based on a vulnerability assessment that identifies the risks that climate change poses to the local government. This requirement can also be met through a Local Hazard Mitigation Plan or other climate adaptation plan.	The following goals, policies, and programs address SB 379: • Goal PHS-1: Emergency Response and Preparedness o Policy PHS-1.1: Hazard Mitigation Plan • Goal PHS-7: Climate Change Adaptation o Policy PHS-7.1: Climate Adaptation Resiliency o Policy PHS 7.2: Reduce Impacts of Climate Change • Program PHS-1: Local Hazard Mitigation Plan (LHMP) • Program PHS-11: Incorporating Climate Change Adaptation. Climate change adaptation is also addressed in the Hazard Mitigation Plan, which is adopted by reference in the Public Health and Safety Element. The Hazard Mitigation Plan contains the required climate change vulnerability assessment.

Bill Number	Applicability	Reference in the 2040 General Plan
SB 1000	Requires cities and counties to incorporate an Environmental Justice Element or policies that directly integrate environmental justice goals, policies, and programs throughout all mandated elements.	SB 1000 applies to communities that have a designated disadvantaged community within its planning area. For the purpose of SB 1000, the law defines a disadvantaged community as an area identified by CalEPA as such or an area that is low-income and disproportionately affected by environmental pollution or other hazards. CalEPA does not identify any disadvantaged communities in or around Windsor, nor are there any locally-identified disadvantaged communities.

Appendix B: Glossary

A

Active Fault. A fracture in the crust of the earth that has moved in the last 11,000 years.

Active Frontage. Street frontages where there is an active visual engagement between those in the street and those on the ground floor of buildings.

Active Transportation. Any form of human-powered transportation including walking, cycling, in-line skating, skateboarding, etc.

Adaptation. Adaptation is preparing for climate change impacts that are expected to occur, by making adjustments in natural or human systems in response to actual or expected climatic stimuli or their effects that are aimed at minimizing harm or taking advantage of beneficial opportunities.

Affordable Housing. Housing which costs no more than 30 percent of gross household income. Housing costs include rent or mortgage payments, utilities, taxes, insurance, homeowner association fees, and other related costs.

Aggregate. Formed by the conjunction or collection of particles into a whole mass or sum.

Agritourism. Commercial enterprises which provide access to visitors at a working farm, ranch, or production facility which is available for the enjoyment or education of visitors. Agritourism commercial enterprises typically include farm stands, u-pick, farm stays, farm and ranch tours, on-site farm classes, pumpkin patches, and winery tours or events.

Air Basin. A geographic area that exhibits similar meteorological and geographic conditions. California is divided into 15 air basins.

Airport Land Use Commission. A commission authorized under the provisions of California Public Utilities Code, Section 21670 et seq., for the purposes of promoting compatibility between airports and the land uses surrounding them and established, with limited exceptions in each county where a public-use airport is located.

Airport Land Use Compatibility Plan (ALUCP). The California State Aeronautics Act (Public Utilities Code, Section 21670 et seq.) requires the preparation of an airport land use compatibility plan (ALUCP) for nearly all public-use airports in the state. The intent of the ALUCP is encourage compatibility between airports and the various land uses that surround them.

Ambient Noise Level. The distinctive acoustical characteristics of a given area consisting of all noise sources audible at that location. In many cases, the term ambient is used to describe an existing or pre-project condition such as the setting in an environmental noise study.

Annexation. The process by which land is incorporated into an existing district or municipality, with a resulting change in the boundaries of the annexing jurisdiction.

Aquifer. A layer of rock or sand that can absorb and hold water.

B

Beneficial Use. Use of water either directly by people or for their overall benefit as legally defined and identified. According to the California Code of Regulations (CCR) §659-672, the beneficial uses of water, pertaining to water rights include: domestic; irrigation; power; municipal; mining; industrial; fish and wildlife preservation and enhancement; aquaculture; recreational; stock watering; water quality; frost protection; and heat control.

Best Management Practice. Techniques or methods identified to be superior to other mitigation, management, implementation, and design practices.

Agricultural Buffer. An area of land between agriculture and non-agricultural uses (e.g. residences or business), typically maintained in permanent vegetation that helps minimize conflicts between these uses.

Bulb-Out. A traffic calming measure primarily used to extend the sidewalk, reducing the crossing distance and allowing pedestrians and approaching vehicles to see each other when vehicles parked in a parking lane would otherwise block visibility.

C

California Environmental Protection Agency (CalEPA). The California Environmental Protection Agency (CalEPA) is responsible for restoring, protecting, and enhancing the environment, to ensure public health, environmental quality and economic vitality through the development and enforcement of regulations that implement environmental laws enacted by the State.

Carbon Dioxide (CO2): Gas that is released into the atmosphere through the burning of fossil fuels (oil, natural gas, and coal), solid waste, trees, and wood products, and also as a result of other chemical reactions (e.g., cement production) and deforestation. Carbon dioxide is also removed from the atmosphere (or "sequestered") when it is absorbed by plants as part of the biological carbon cycle.

CEQA. The California Environmental Quality Act (CEQA) requires a lead agency determine whether a project may have a significant effect on historical resources (Public Resources Code [PRC], Section 21084.1). A historical resource is a resource listed in, or determined to be eligible for listing, in the California Register of Historical Resources (CRHR), a resource included in a local register of historical resources or any object, building, structure, site, area, place, record, or manuscript that a lead agency determines to be historically significant (State CEQA Guidelines, Section 15064.5[a][1-3]).

Charter School. A tax-supported school established by a charter between a granting body (i.e., school board) and an outside group (e.g., teachers and parents). Charter schools operate within the framework of California State law (Education Code §47605-47608) to create a charter that outlines the school's governing structure, mission, methods of assessment, student outcomes, and goals. Charter schools function as small independent school districts and accept students based on criteria established in the school charter.

Climate Action Plan. A description of the measures and actions that a local government will take to reduce GHG emissions and achieve an emissions reduction target. Most plans include a description of existing and future year emissions; a reduction target; a set of measures, including performance standards, that will collectively achieve the target; and a mechanism to monitor the plan and require amendment if it is not achieving specified levels. Interchangeable with GHG Reduction Plan.

Climate Change. Climate change refers to any significant change in measures of climate (such as temperature, precipitation, or wind) lasting for an extended period (decades or longer). Climate change may result from: natural factors, such as changes in the sun's intensity or slow changes in the earth's orbit around the sun; natural processes within the climate system (e.g., changes in ocean circulation); human activities that change the atmosphere's composition (e.g., through burning fossil fuels) and the land surface (e.g., deforestation, reforestation, urbanization, desertification, etc.).

Clustered Residential Development. A development tool that allows the density of development to be clustered on the more buildable portion of the property, leaving the balance of the site as open space. The resulting subdivision may have more compact areas of development, but less paving and more open space when compared to conventional subdivisions.

Commercial Services. Commercial services land uses are professional commercial services, such as financial institutions, credit unions, gas stations, automotive repair, and beauty salons.

Community Choice Aggregation. CCA is a system, adopted into California law in 2002, which allows cities and counties to aggregate the buying power of individual customers within a defined jurisdiction in order to secure alternative energy supply contracts on a community-wide basis, but allowing consumers not wishing to participate to opt out.

Community Resilience. A measure of the sustained ability of a community to use available resources to respond to, withstand, and recover from natural or manmade disasters and other adverse situations.

Community Separators. Lands that function as rural open space to separate cities and other communities, to contain urban development, and to provide city and community identity by providing visual relief from continuous urbanization.

Complete Streets. Streets designed and constructed to serve all users regardless of their age or ability or whether they are driving, walking, bicycling, or taking transit.

Community Greenhouse Gas (GHG) Emissions. Emissions from electricity generation, natural gas combustion, and vehicle emissions typically measured in mt CO2e, which stands for metric tons of carbon dioxide equivalent.

Crime Prevention Through Environmental Design (CPTED). A multi-disciplinary approach to deterring criminal behavior through environmental design.

Cul-de-Sac. A street with only one inlet/outlet.

Cultural Resources. An object, document, or any part of the built environment that has significance in archaeology, architecture, art, or history.

Curb Cut. An interruption in the street curb for a driveway.

D

Day/Night Noise Level, Ldn or DNL. The average A-weighted noise level during a 24-hour day, obtained after addition of 10 decibels to levels measured in the night between 10:00 p.m. and 7:00 a.m

Decibels (dB). A dB is a sound level expressed in decibels which is the logarithmic ratio of two like pressure quantities, with one pressure quantity being a reference sound pressure.

Delay. The metric upon which level of service (LOS) is based and is expressed as the average number of seconds per vehicle that drivers are delayed as they move through a transportation facility (i.e., intersection or roadway segment). Delay includes the time drivers spend stopped, as well as the time effects of moving slowly in a queue of vehicles (such as that typically encountered at all-way stop-controlled intersections).

Density (Residential). The number of permanent residential dwelling units per acre of land. Densities specified in the general plan are expressed in units per gross acre.

Disadvantaged Unincorporated Communities. Unincorporated communities either within a city's sphere of influence and that have been inhabited for over 50 years or that are surrounded or substantially surrounded by one or more cities and county boundary, in which the median household income is 80 percent or less than the statewide median household income.

Discharge. A rate of water flow, typically expressed as a unit volume of water per unit of time (e.g., cubic feet per second (cfs)).

Driverless Vehicle. A driverless vehicle, also known as an autonomous vehicle, is an unmanned vehicle that can sense its environment and navigate without human input.

Drought. A period of below-average precipitation, resulting in prolonged shortages in the water supply including both ground water and surface water.

Dwelling Unit/Housing Unit. The place of permanent or customary abode of a person or family. A room or group of rooms (including sleeping, eating, cooking, and sanitation facilities, but not more than one kitchen), that constitutes an independent housekeeping unit, occupied or intended for occupancy by one household on a long-term basis. A housing unit may be a single-family dwelling, a multifamily dwelling, a condominium, a modular home, a mobile home, a cooperative, or any other residential unit considered real property under State law. It also is a dwelling that cannot be move without substantial damage or unreasonable cost.

Dwelling, Single-Family Attached. A one-family dwelling attached to one or more other one-family dwellings by a common vertical wall. Row houses and town homes are examples of this dwelling unit type.

Dwelling, Single-Family Detached. A dwelling, not attached to any other dwelling, which is designed for and occupied by not more than one family and surrounded by open space or yards.

E

Easement. An easement is a limited right to make sure use of a property owned by another; for example, a right of way across the property for an electricity or gas line.

Endangered Species. A species whose survival and reproduction in the wild is in immediate jeopardy from one or more causes: including loss of habitat, change in habitat, over exploration, predation, competition, disease, or other factors.

Erosion. Erosion is the removal of soil and/or sediment by wind, water, or glacial ice. Erosion occurs naturally but can be intensified by land clearing activities such as farming, development, road building, and timber harvesting.

EV (Electric Vehicle). A vehicle that is powered through a collector system by electricity from off-vehicle sources, or through a self-contained battery, solar panels, or an electric generator that converts fuel to electricity.

F

Federal Emergency Management Agency. The agency that oversees floodplain management and the national flood insurance program.

Fire Hazard Areas. California law requires CAL FIRE to identify areas based on the severity of fire hazard that is expected to prevail there. These areas, or "zones," are based on factors such as fuel (material that can burn), slope, and fire weather. There are three zones, based on increasing fire hazard–medium, high, and very high.

Flood Insurance Rate map. Maps prepared by FEMA for flood insurance and floodplain management Purposes.

Flooding. Flooding is the rising and overflowing of a body of water that submerges dry land not normally covered by water.

Floodplain Management. The implementation of policies and programs to protect floodplains and maintain their flood control function.

Floodway. The channel of a river or other watercourse and the adjacent land areas that must be reserved in order to discharge the base flood without cumulatively increasing the water surface elevation more than one foot. This term is synonymous with the term "regulatory floodway."

Floor Area Ratio (FAR). The square footage of developed space divided by the square footage of the entire parcel or site. It provides an indication of how intensely a site is or will be developed, similar to residential densities.

Form-Based Code. Zoning regulations and design standards that foster predictable built results and a high-quality public realm by regulating physical form (rather than the separation of uses) as the organizing principle for the code. Form-based codes offer an alternative to conventional zoning, which primarily regulates the use of the property. Form-based codes address the relationship between facades and the public realm, the form and mass of buildings in relation to one another, and the scale and types of streets and blocks.

Freeways. Freeways are highways serving regional and intercity travel. Traffic movement is the primary function of freeways. Accordingly, they have controlled and limited access, and grade separated crossings and medians are used to separate conflicting traffic flows. U.S. Highway 101 is a freeway.

G

General Permit. A general permit is a permit issued under the NPDES program to cover a certain class or category of stormwater discharges. These permits reduce the administrative burden of permitting stormwater discharges.

General Plan. A compendium of county or city policies regarding its long-term development, in the form of goals, policies, implementation programs, and maps. The general plan is a legal document required of each local agency by the California Government Code Section 65301 and adopted by a city council or board of supervisors.

Green Industries. Businesses that manufacture and supply sustainable products that require minimal use of raw materials; provide production processes that minimize the use of water and excessive energy use; involve processes that reduce or eliminate the use of harmful toxins; rely on the reuse and recycling of solid waste streams; and include substantial reductions in emissions or effluents of greenhouse gases and pollutants.

Green Tourism. Tourism businesses that actively engage in reducing the negative environmental and social impacts of typical tourism operations. Green tourism can include, but is not limited to bicycling tours, energy efficient bus tours, and electric vehicle rentals.

Greenhouse Gas. Greenhouse gases (GHG) are the gases in the atmosphere which reduce the loss of heat into space and, therefore, increase global temperatures. Greenhouse gases include water vapor, carbon dioxide, methane, nitrous oxide, ozone, and chlorofluorocarbons.

Greenhouse Gas (GHG) Inventory. A greenhouse gas (GHG) inventory is an accounting of the amount of greenhouse gases emitted to or removed from the atmosphere over a specific period of time (e.g., one year) for a specified area. Inventories may be global or local. A GHG inventory also provides information on the activities that cause emissions and removals, as well as background on the methods used to make the calculations. Policy makers use GHG inventories to track emission trends, develop strategies and policies, and assess progress in controlling GHG emissions.

Gross Acreage. The total amount of land to be developed, without subtracting the area that might be needed for public improvements such as roads, schools, or parks. In deriving the amount of gross acreage to determine a project's density, the Town may exclude contiguous, substantially constrained land that normally could not be developed.

Groundwater. Groundwater is water that is located beneath the land surface, specifically within pore spaces of saturated soil, sediment, or rock formations. Groundwater does not include moisture held by capillary action in the upper, unsaturated areas of aquifers.

Groundwater Recharge. The natural or intentional infiltration/percolation of surface water into the zone of saturation (i.e., into groundwater).

Growth Control Ordinance. An ordinance that is approved by the Town Council that annually establishes the number of annual growth control allocations available for new residential units based on maintaining an average annual population growth rate.

Growth Management. A philosophy to manage growth by taking into consideration future infrastructure capacity, public service availability, and potential fiscal impacts.

H

Hazardous Material or Waste. A specific geographic designation with associated land use or management policies and regulations.

Heat Island Effect. A phenomenon that occurs when developed areas are significantly warmer than surrounding undeveloped or rural areas.

Heat Wave. A prolonged period of excessive heat, often combined with excessive humidity. A heat wave is defined as five or more consecutive extreme heat days.

Healthy Community. A community that promotes a positive physical, economic, and social environment, which provides opportunities for physical activity and access to nutritious food, well-paying jobs, as well as social interaction with community members.

Historic Property. Any cultural resource listed in or eligible for listing in the National Register of Historic Places.

Household. All those persons-related or unrelated-who occupy a single housing unit.

Household Population. Persons living in households, not including group homes.

I

Insurance Services Office (ISO) Rating. Rating and statistical information for the insurance industry based on a community's fire-suppression delivery system, including fire dispatch, fire department, and water supply. Insurance rates are set using this rating, which is based on a scale from Class 1 to Class 10, where Class 1 is the best score.

Intermediate Ridges. Ridges with visible land behind them, which create a backdrop to the ridge when viewed from within Town limits.

J

Jobs/Housing Ratio. The number of jobs divided by the number of housing units. Used as a measure of how well the local economy provides jobs for the local labor force.

Joint Powers Agreement. An agreement by two or more public entities, agencies, or jurisdictions to jointly exercise governmental powers common to both of them.

K

There are no "K" terms to define.

L

Land Use Designation. A specific geographic designation with associated land use or management policies and regulations, as incorporated in the General Plan. Land use designations are distinct from zoning regulations, which are more specific.

Landfill. A site to dispose of refuse and other waste material by burying it and covering it with soil.

Landslide. A landslide is any down-slope movement of soil and rock under the direct influence of gravity and often categorized by slope movement: falls, topples, slides, spread, and flows. Landslides can be further described by the type of geologic material (bedrock, debris, or earth). For instance, debris flows (commonly referred to as mudflows or mudslides) and rock falls are examples of common landslide types. Landslides can be initiated in slope already on the verge of movement by rainfall, snowmelt, changes in water level, stream erosion, changes in groundwater, earthquakes, volcanic activity, disturbance by human activities, or any combination of these factors. Landslides can move slowly (millimeters per year), or can move quickly and disastrously, as is the case with debris flows.

Level of Protection. The degree of protection that a drainage or flood control measure provides, typically expressed as the largest frequency flow event that can occur without flooding.

Level of Service (LOS). Measure used to rank traffic operation on various types of facilities based on traffic volumes and roadway capacity using a series of letter designations ranging from A to F. Generally, Level of Service A represents free flow conditions and Level of Service F represents forced flow or breakdown conditions. A unit of measure that indicates a level of delay generally accompanies the LOS designation.

Liquefaction. Liquefaction is a seismic phenomenon in which loose, saturated granular and non-plastic fine-grained soils lose their structure or strength when subjected to high-intensity ground shaking. Liquefaction occurs when three general conditions exist: 1) shallow groundwater (within the top 50 feet of the ground surface); 2) low-density non-plastic soils; and 3) high-intensity ground motion.

Local Agency Formation Commission (LAFCO). An agency within each county that reviews and evaluates all proposals for formation of special districts, incorporation of cities, annexation to special districts or cities, consolidation of districts, and merger of districts with cities. Each county LAFCO is empowered to approve, conditionally approve, or deny such proposals.

Low Impact Development (LID). A design approach intended to manage stormwater runoff. LID emphasizes conservation and use of on-site natural features to protect water quality using bio-swales, rain barrels, and vegetative buffers.

M

Maximum Containment Level. Standards set by the USEPA that describe the maximum concentration of a chemical that is allowed in public drinking water systems.

Metric Ton (MT). Also known as a "tonne." Common international measurement for the quantity of GHG emissions. A metric ton is equal to 2,205 pounds or 1.1 short tons.

Mixed-Use. Mixed-Use development blends residential and non-residential uses vertically within a single building or horizontally within a larger development. Mixed-Use developments feature higher residential densities and a pedestrian-friendly environment.

Mobile Source. A moving source of air pollution such as on road or off-road vehicles, boats, airplanes, lawn equipment, and small utility engines

Multi-Family Dwelling Units. A building or portion thereof designed for or occupied by two or more families living independently of each other, including duplexes, triplexes, quadplexes, apartments, and condominiums.

Multi-Modal Transportation System. An integrated transportation system network that allows people to move about using multiple modes of travel (e.g., walking, biking, automobiles, bus service, and passenger rail).

Municipal Greenhouse Gas (GHG) Emissions. Emissions produced from a city's operations, landfills, employee commutes, and wherever a city can exert policy influence. Municipal GHG Emissions are typically measured in mt CO2e, which stands for metric tons of carbon dioxide equivalent. This unit helps measures these emissions effect on climate change.

N

National Ambient Air Quality Standards (NAAQS). Standards for outdoor air pollutants established by the USEPA under authority of the Clean Air Act.

National Register of Historic Places. A list of cultural resources determined by the National Park Service to be of historic, cultural, architectural, archaeological, or engineering significance at the national level.

Natural Gas. A hydrocarbon gas mixture that is widely used as an energy source in a variety of applications including heating buildings, fueling vehicles, and generating electricity.

Neighborhood Center. Neighborhood Centers are a type of commercial development that incorporates social gathering spaces and areas for commerce to meet the needs of neighborhood residents.

Neighborhood Park. Neighborhood parks are generally less than 5 acres in size that provide multi-purpose turf areas, playgrounds, hard courts, picnic areas, craft activities, and features that express the unique identity of the neighborhood and reflect local neighborhood needs.

Nitrogen Oxide (NO_x). Oxides of nitrogen primarily created from the fossil fuel combustion process and are major contributors to smog and acid rain formation.

O

Open Space. Open space uses are largely undeveloped and are used primarily for passive recreation, resource protection, and/or farming.

Operational Area. The Standard Emergency Management System (SEMS) established operational areas, which correspond with county boundaries, to coordinate mutual aid and emergency operations. The Operational Area acts as a link between local and State governments to communicate and coordinate aid during emergency events.

Overlay District. Overlay districts provide guidance for development in addition to the standards and regulations of the primary zoning district, where important site, environmental, safety, compatibility, or design issues require particular attention in project planning.

P

Paleontological Resources. Any fossilized remains, traces, or imprints of once living organisms preserved in rock or sediment.

Paratransit. Door-to-door transit service provided to users whose physical limitations make traditional transit services infeasible for their use.

Parks and Recreation. Parks and recreation uses include developed parks and other facilities primarily used for recreation, such as swimming pools, sports fields, skate parks, and plazas. Typically, these areas are characterized by a high degree of open space, and a limited number of buildings.

Particulate Matter. Fine metal, smoke, soot, and dust particles suspended in the air.

Planning Area. The area directly addressed by a jurisdiction's general plan. The Planning Area generally encompasses all incorporated and unincorporated territory that bears a relationship to the long-term planning of the jurisdiction. Planning Areas for towns typically encompass all areas in the Town Limits and the unincorporated areas that are within the town Sphere of Influence.

Preservation. Identification, evaluation, recordation, documentation, curation, acquisition, protection, management, rehabilitation, restoration, stabilization, maintenance, research interpretation, conservation, and education; the act or process of applying measures necessary to sustain the existing form, integrity, and materials of a historic property.

Private Driveway. Private Driveways serve a minimal number of lots as the primary connection to the public street system as well as to off-street parking areas.

Public/Quasi-Public. This designation is intended to provide locations for public facilities, public utilities, and public gathering facilities. Typical uses include public schools, libraries, government, police, and fire facilities; corporation yards; private utilities; the wastewater treatment plant; and cemeteries.

Public Realm. The public realm is common space that everyone can use. The public realm includes streets, sidewalks, squares, parks, green spaces, and other outdoor public places that do not require private access or charge.

Q

There are no "Q" terms to define.

R

Reactive Organic Gases (ROG). Photochemically-reactive gases composed of non-methane hydrocarbons.

Recession. Downturn in the economy, generally including a decline in economic output for an extended period of time.

Recycled Water. Treated or recycled waste water of a quality suitable for non-potable uses such as landscape irrigation and water features. This water is not intended for human consumption.

Recycling. The process of collecting, sorting, cleansing, treating, and reconstituting materials that would otherwise become solid waste, and returning them to the economic mainstream in the form of raw material for new, reused, or reconstituted products that meet the quality standards necessary to be used in the marketplace.

Regional Park. Parks owned and operated by Sonoma County Regional Parks Department. These parks are considered natural parks, and provide open-space recreational opportunities for picnicking, fishing, equestrian activities, and hiking.

Resiliency. The ability to prepare for, respond to, and rapidly recover from adverse situations.

Response Time. The total amount of time it takes for a fire, police, and/or emergency medical service (EMS) unit to respond to a call, from the time when the emergency call is placed to 911 to the time that the unit arrives on scene.

Riparian. Of, on, or pertaining to the bank of a natural course of water. For example, riparian vegetation is composed of plant species normally found near streams, lakes, and other freshwater bodies, such as lakes, ponds, and reservoirs.

Riparian Corridors. A corridor of riparian vegetation adjacent to perennial and intermittent streams or other freshwater bodies.

Runoff. Precipitation (rain or snowmelt) that is not used by plants, evaporated or infiltrated to soils, and is transported across land surfaces to streams or other surface water bodies.

S

Scenic Corridor. The visible land area adjacent to a transportation corridor right of way and generally described as the "view from the road."

Scenic Resource. Areas valued for their scenic quality.

Sector. A group of related business types that constitute a broad category in the economy.

Seniors. Persons age 65 and older.

Single-Family Residential. Single-family residential land uses include detached dwelling units such as single-family homes and mobile homes.

Skyline Ridges. Ridges that define the horizon.

Sonoma Marin Area Rail Transit (SMART). A commuter rail service providing daily trips between Marin County and Sonoma County.

Smart Growth. A development model that favors a mix of land uses, walkable neighborhoods, compact building design, transportation choices, distinctive architecture, and a strong sense of community.

Solid Waste. Non-hazardous solid discarded items from households and businesses. Solid waste includes primarily waste paper and food organic waste. Other common waste items are plastic, cloth, metal cans, and yard trimmings.

Special Service Facilities. Facilities that serves a single recreation function, the recreational needs of a special population, and/or indoor recreation facilities.

Special Status Species. Rare, threatened, or endangered plant or animal species protected by Federal, State, or other agencies.

Special Use Airspace. An area where activities must be confined because of their nature, and/or where limitations are imposed upon aircraft flight operations that are not a part of those activities. Some of the different types of SUAs include Restricted Areas, Military Operating Areas, and controlled Firing Areas.

Specific Plan. A planning tool authorized by Government Code Section 65450, et seq., for the systematic implementation of the general plan for a defined portion of a community's Planning Area. A specific plan must specify in detail the land uses, public and private facilities needed to support the land uses, phasing of development, standards for the conservation, development, and use of natural resources, and a program of implementation measures, including financing measures.

Sphere of Influence (SOI). A sphere of influence is a planning boundary outside of an agency's legal boundary (such as the town limit line) that designates the agency's probable future boundary and service area.

State Responsibility Area (SRA). Areas in the state where the State of California has the primary financial responsibility for the prevention and suppression of wildland fires.

Stormwater. Stormwater is precipitation that accumulates in natural and/or constructed storage and stormwater systems during and immediately following a storm event.

Strip Commercial Development. Commercial development that fronts major roadways so that each establishment has direct access to the road and parking areas. Strip commercial development typically includes multiple curb cuts and unconnected vehicular use areas.

Surface Rupture. The movement of a fault that breaks through to the surface.

Sustainability. The philosophy of recognizing the limits of natural resources and conserving them in a manner that allows for their enjoyment by future generations.

Sustainable Groundwater Management Act. A 2014 State law that calls for local and regional management of groundwater use; including requiring that a Groundwater Sustainability Plan be adopted for the most important groundwater basins in California. The goal of the Sustainable Groundwater Management Act is to have sustainable groundwater management by 2042.

T

Threatened Species. A species that is abundant in parts of its range but declining in overall numbers and likely to become endangered within the foreseeable future throughout all or a significant portion of its range.

Town Limits. A political boundary that defines land that has been incorporated into a town.

Transit Oriented Development (TOD). A mixed-use, residential, commercial, and/or employment area designed to maximize access to public transportation and to encourage walking and transit ridership through on-site features.

Truck. Any motor vehicle, including tractor/semitrailer combinations but excluding privately owned recreational vehicles and publicly owned mass transportation motor vehicles, of or in excess of 45 feet in length inclusive of front and rear bumpers, or in excess of 30,000 pounds of empty weight.

Truck Route. Any street, highway, public way, or portion thereof designated for the operation of trucks.

U

United States Army Corps of Engineers. The U.S. Army Corps of Engineers (USACE) is authorized to issue Section 404 permits, which allow the placement of dredged or fill materials into jurisdictional waters of the United States under certain circumstances. The USACE issues two types of permits under Section 404: general permits (either nationwide permits or regional permits) and standard permits (either letters of permission or individual permits). General permits are issued by the USACE to streamline the Section 404 permitting process formation wide, statewide, or regional activities that have minimal direct or cumulative environmental impacts on the aquatic environment. Standard permits are issued for activities that do not qualify for a general permit (i.e., that may have more than a minimal adverse environmental impact)

United States Environmental Protection Agency (EPA). The U.S. Environmental Protection Agency (USEPA) is responsible for developing and enforcing regulations that implement environmental laws enacted by Congress. USEPA is responsible for researching and setting national standards for a variety of environmental programs, and delegates to states and tribes the responsibility for issuing permits, monitoring, and enforcing compliance.

Urban Growth Boundary (UGB). An Urban Growth Boundary is a planning boundary that shows the limits of future urbanization for a city or county over a given time frame. In 2017 Windsor voters approved Measure H, to renew and expand the Urban Growth Boundary through 2040. The UBG creates a development boundary that encourages a compact, cohesive pattern of urbanization with definite, identifiable boundaries.

V

Vacant/Underutilized. Vacant/underutilized land includes undeveloped and underdeveloped parcels. A majority of a parcel must be undeveloped for a parcel to be considered underutilized.

Vehicle Miles Traveled (VMT). The total number of vehicle miles traveled within a specific geographic area over a set period of time.

Vernal Pools. Seasonally flooded landscape depressions underlain by a subsurface that limits drainage. A type of ephemeral wetland, vernal pools result from an unusual combination of soil conditions, summer-dry Mediterranean climate, topography, and hydrology. Vernal pools support a specialized biota, including a relatively large number of threatened and endangered species.

W

Wastewater. Wastewater is sewage (either treated or untreated) from residential, commercial, industrial, and institutional sources

Wastewater Treatment Plant. An industrial structure designed to remove biological or chemical waste products from water, thereby permitting the treated water to be used for other purposes.

Watershed. The land surface area from which water drains into a common downstream point.

Wayfinding. The use of signage and other graphical communication, including visual clues in the built environment, and audible communication to help people orient themselves and navigate from place to place.

Wetland. Wetlands are land with wet, spongy soil, where the water table is at or above the land surface for at least part of the year. Wetlands are characterized by a prevalence of vegetation that is adapted for life in saturated soil conditions. Examples include swamps, bogs, fens, marshes, and estuaries.

Wildland Urban Interface. Areas where homes or other structure are built near or among lands prone to wildland fire.

X

There are no "X" terms to define.

Y

There are no "Y" terms to define.

Z

Zoning. Local codes regulating the use and development of property. A zoning ordinance divides a county or city into districts or zones represented on zoning maps and specifies the allowable uses within each of those zones. It establishes development standards for each zone, such as minimum lot size, maximum height of structures, building setbacks, and yard size.

Zoning District. A part of the community designated by the local zoning ordinance for specific land uses, such as single-family homes or neighborhood commercial uses. Only the primary permitted land uses, their accessory uses, and any special uses permitted in the zoning district may be placed on the land in that part of the community.

Zoning Ordinance. The adopted zoning and planning regulations of a city or county.