



Town of Windsor 2040 General Plan

Adopted
April 4, 2018

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TOWN OF WINDSOR

2040 General Plan

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Acknowledgements

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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.



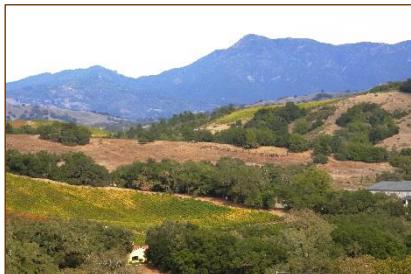
Planning Area Setting and Location

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.

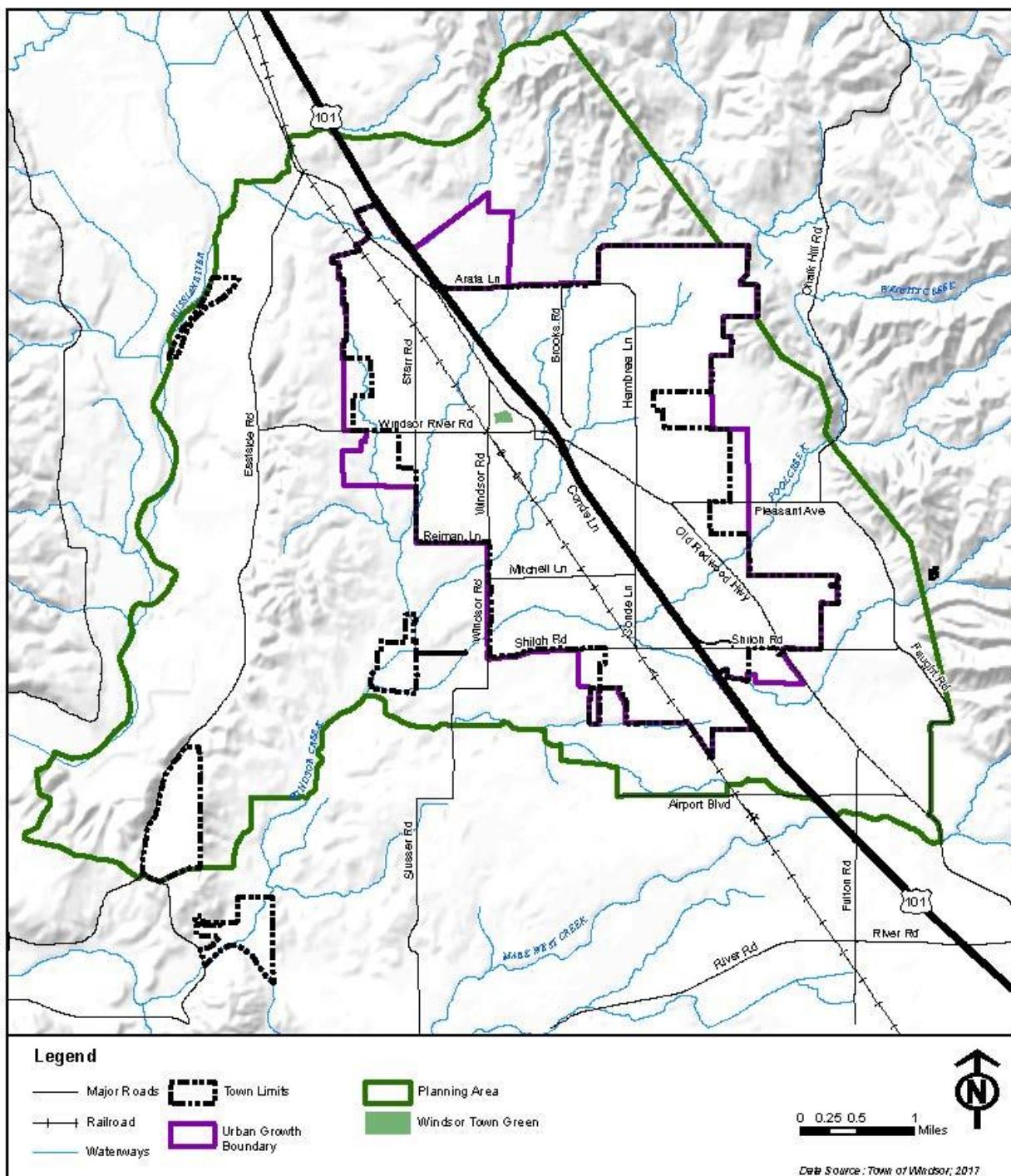


Because of Windsor's relatively level terrain, the hills and ridges to the east, west, and north loom over the valley and form a scenic backdrop for the Town. These distant views provide a sense of enclosure and sense of place for the community.

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.



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



- 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 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.

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.

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.



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.

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'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.

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.
- 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 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.

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).

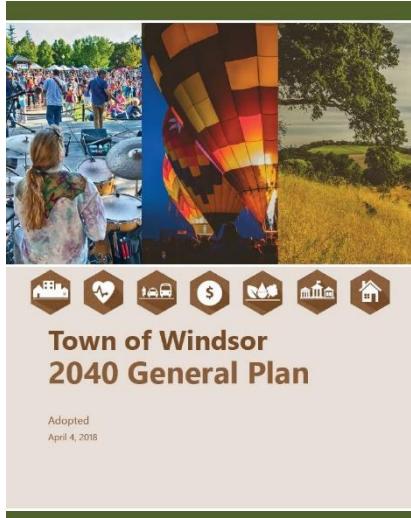
**Town of Windsor
2040 General Plan**

Background Report

Public Review Draft
April 2015

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-1) uses color-coded land use designations to express the intended use of land within the Town of Windsor Urban Growth Boundary.

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.



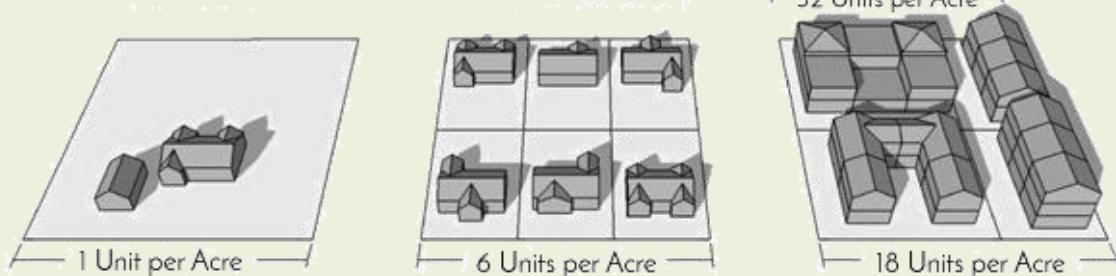
Density and Intensity

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 housing 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).

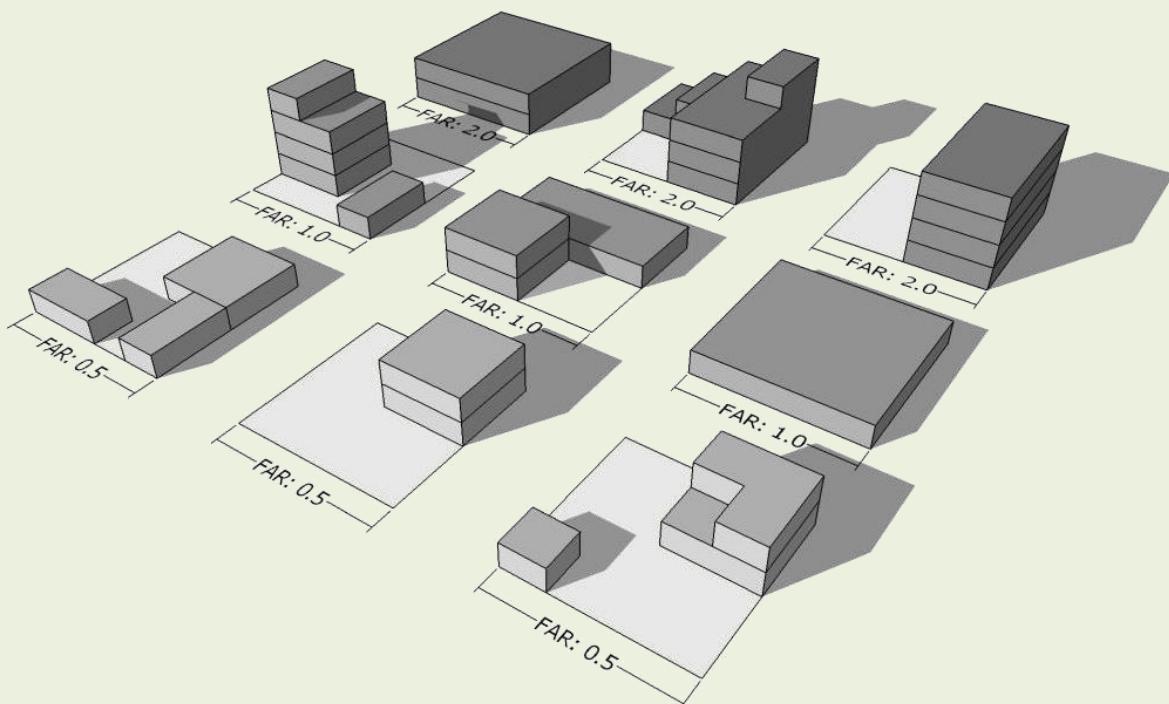


Commercial and Industrial Development

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.

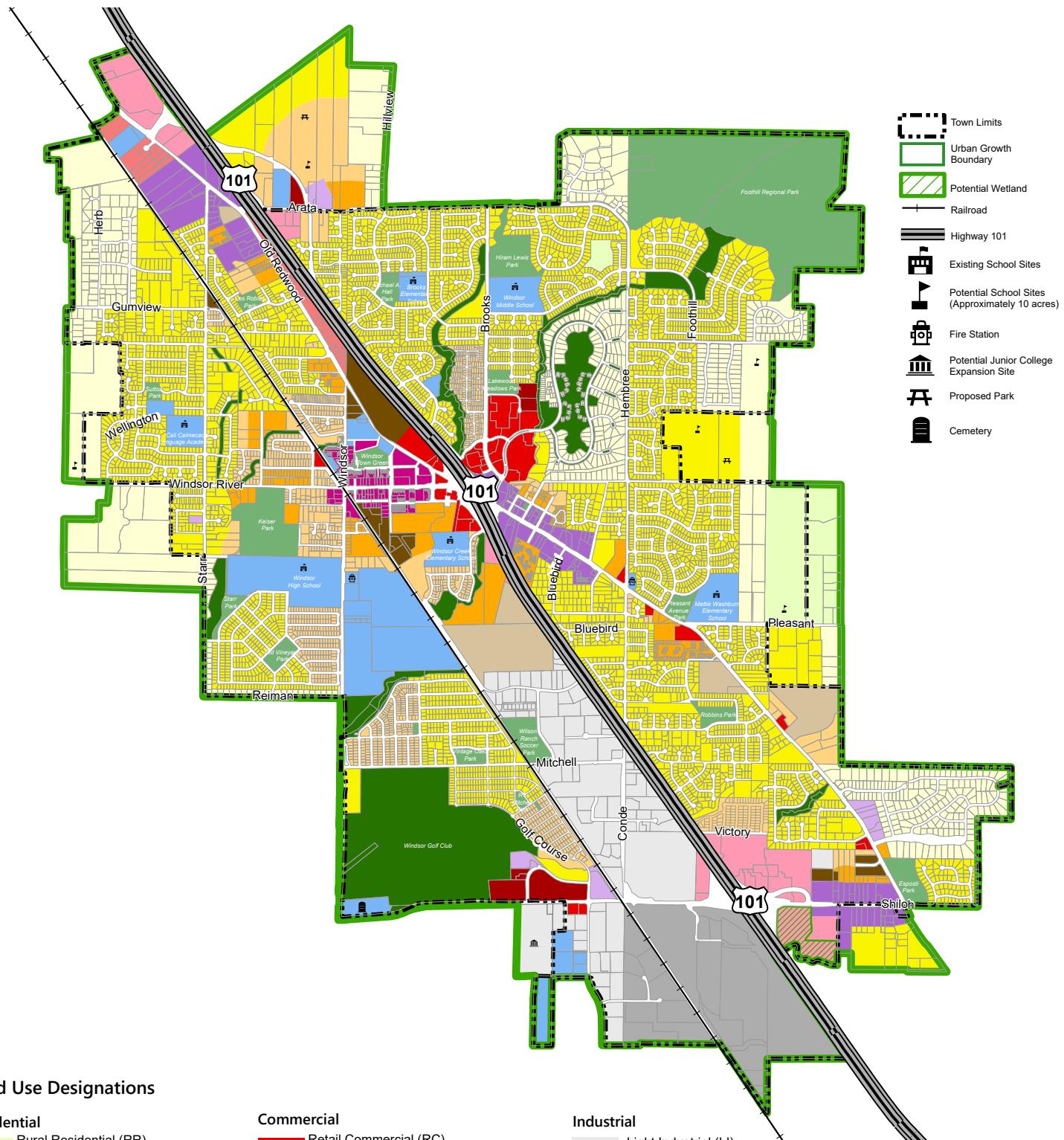
The diagram below illustrates various building configurations representing FARs of 0.5, 1.0, and 2.0. As shown in the diagram, different interpretations of the same FAR standard can result in very different building forms and site characteristics.



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-1: General Plan Land Use Diagram



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 Density Residential (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

0 900 1,800 3,600 Feet



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
ER	Estate Residential	0.2-3.0
VLDR	Very Low Density Residential	3.0-6.0
LDR	Low Density Residential	5.0-8.0
MDR	Medium Density Residential	8.0-16.0
HDR	High Density Residential	16.0-32.0
MHP	Mobile Home Park	8.0-12.0
TCMU	Town Center Mixed Use	16.0-32.0
BMU	Boulevard Mixed Use	16.0-32.0
NCMU	Neighborhood Center Mixed Use	8.0-16.0**
RC	Retail Commercial	0.0-0.8 (1.5 for residential mixed use)
SC	Service Commercial	N/A
GC	Gateway Commercial	N/A
GB	General Business	N/A
LI	Light Industrial	N/A
HI	Heavy Industrial	N/A
PQP	Public/Quasi-Public	N/A
PR	Parks and Recreation	N/A
OS	Open Space	N/A

*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.
- 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.

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

- LU-1.13 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.

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)

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.

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.
- 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.
- 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.

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

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

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.

Policies

- LU-7.1 Establish Urban Growth Boundary.** An Urban Growth Boundary is established as shown on the Land Use Plan Map (Figure LU-1) 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.
- 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?

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

- 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-17 remain 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:
- Support Town annexations of lands within the Town's proposed Urban Growth Boundary;
 - Implement appropriate land use policies to preserve agricultural lands beyond the proposed Sphere of Influence; and
 - 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 constraints.



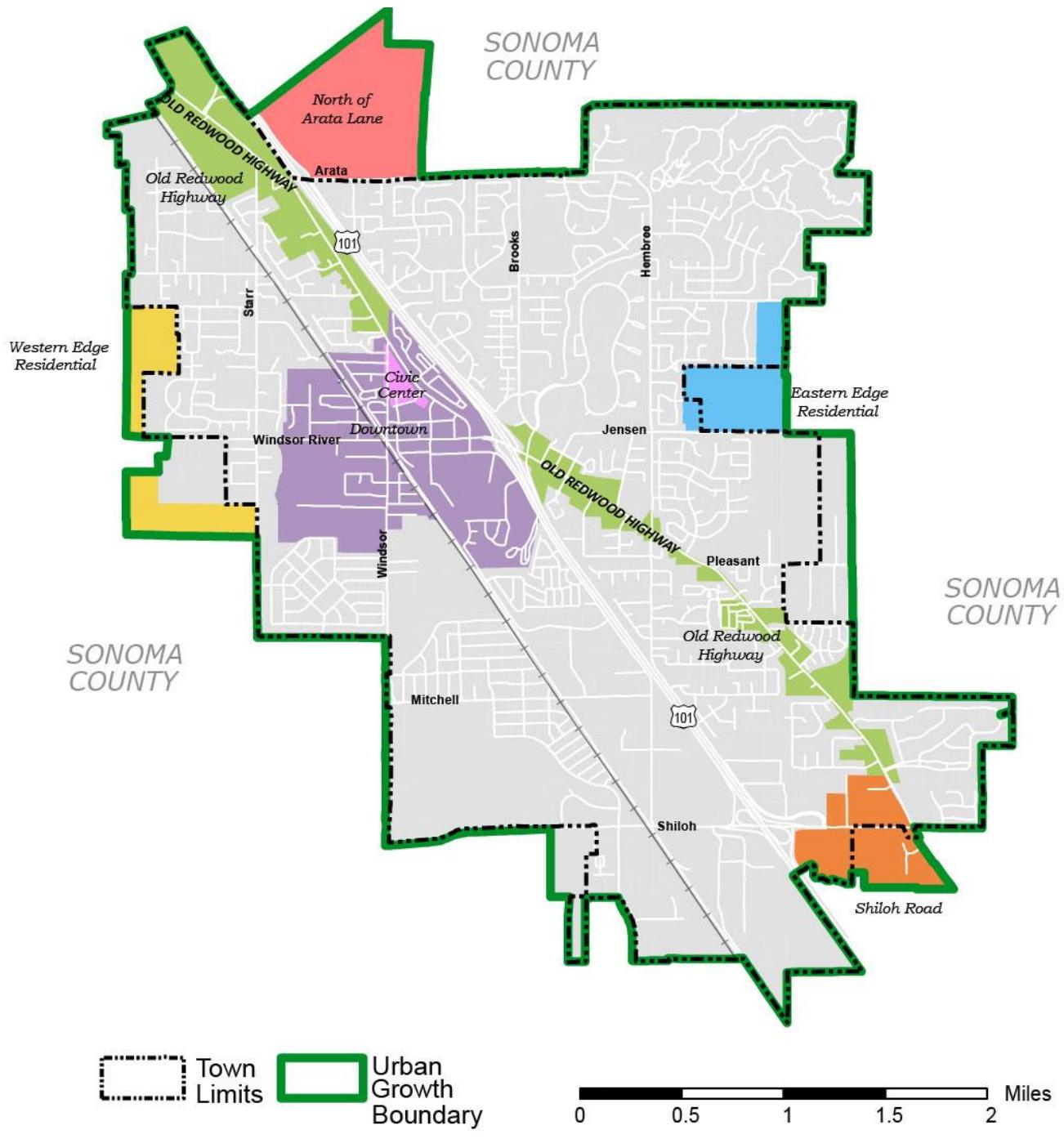
- LU-9.4 Airport Land Use Commission Referrals.** The Town shall ensure that proposals within Airport Land Use Commission (ALUC) referral areas consider land use policies in the ALUC Policy Plan and will review and condition development proposals, as appropriate, to strive for compliance with ALUC regulations.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

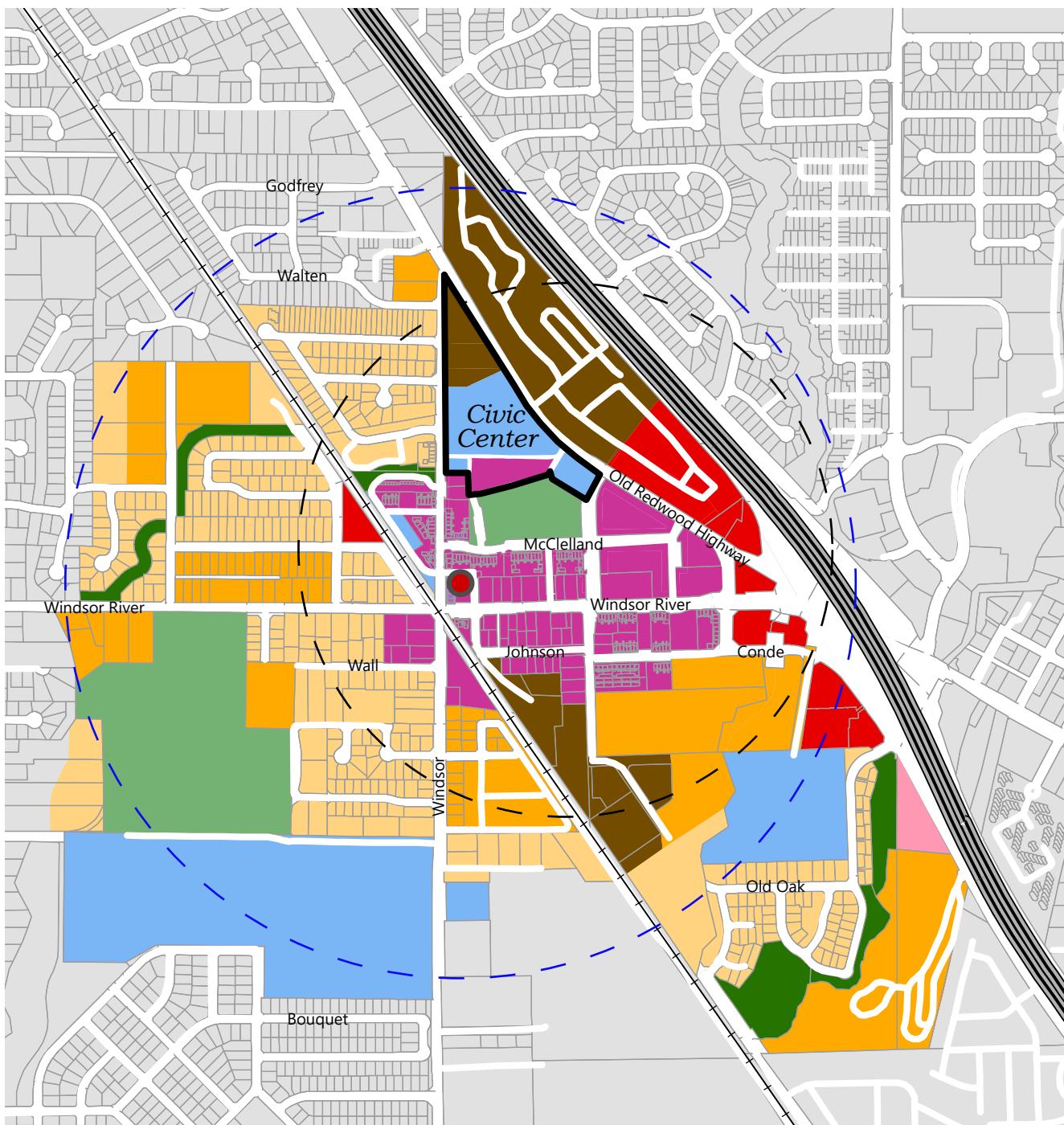
Policies

- 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



Residential

- 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



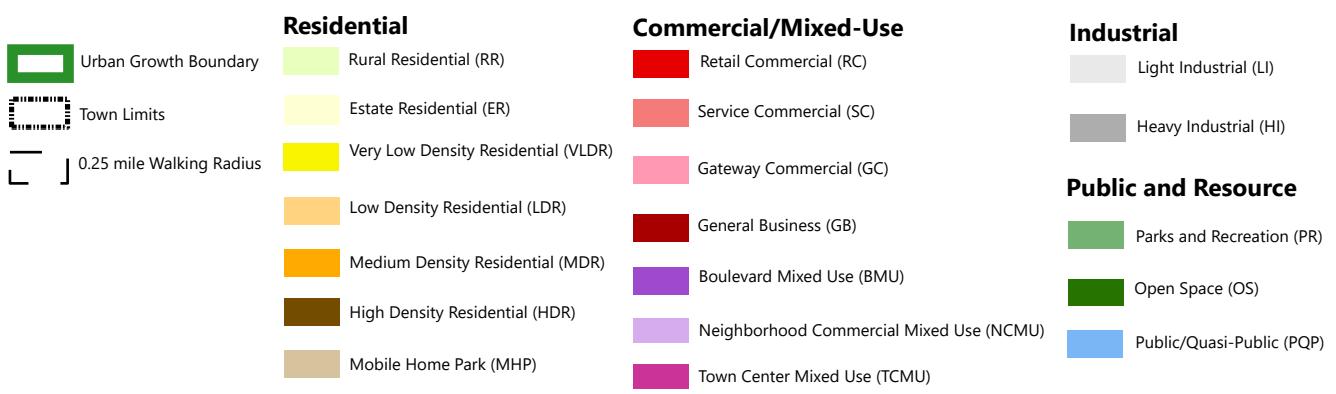
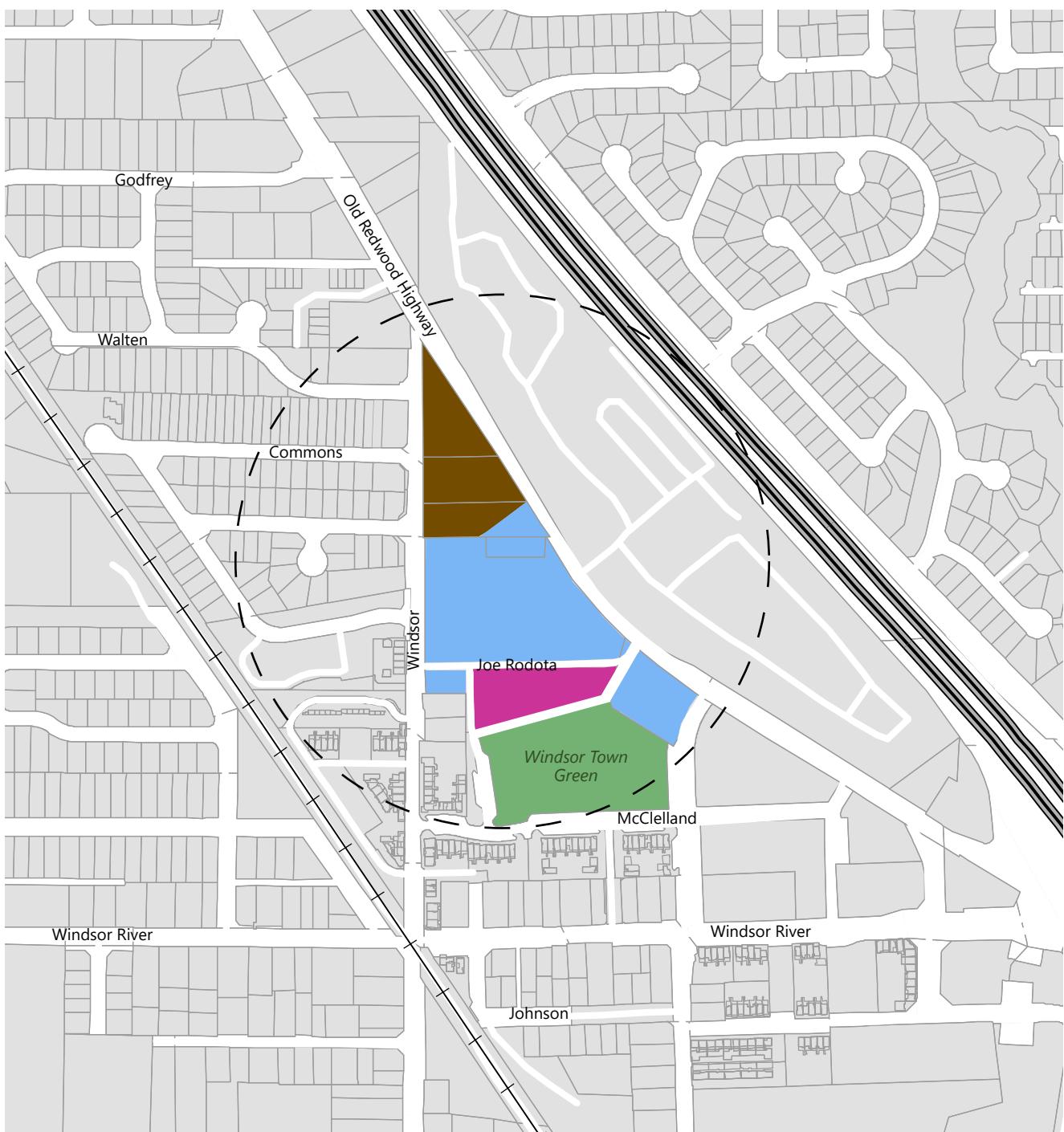
Civic Center

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



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

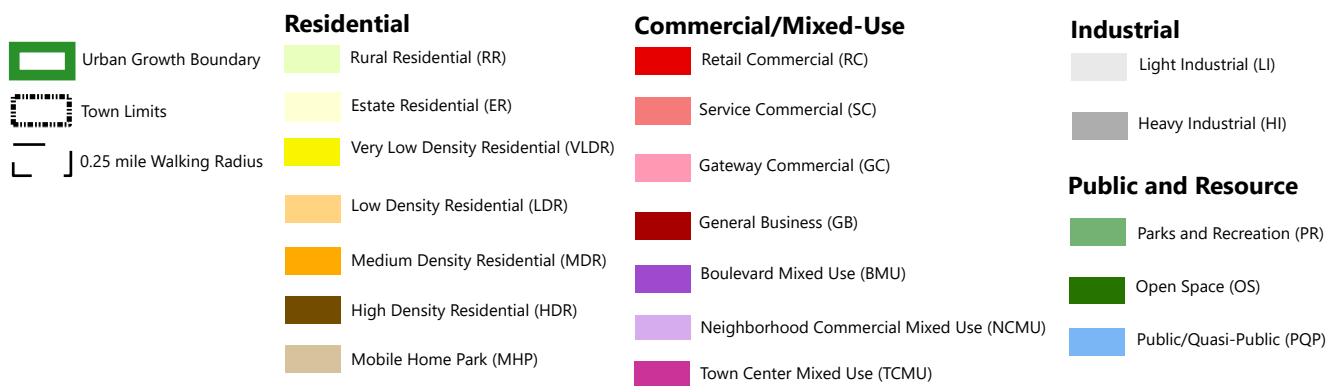
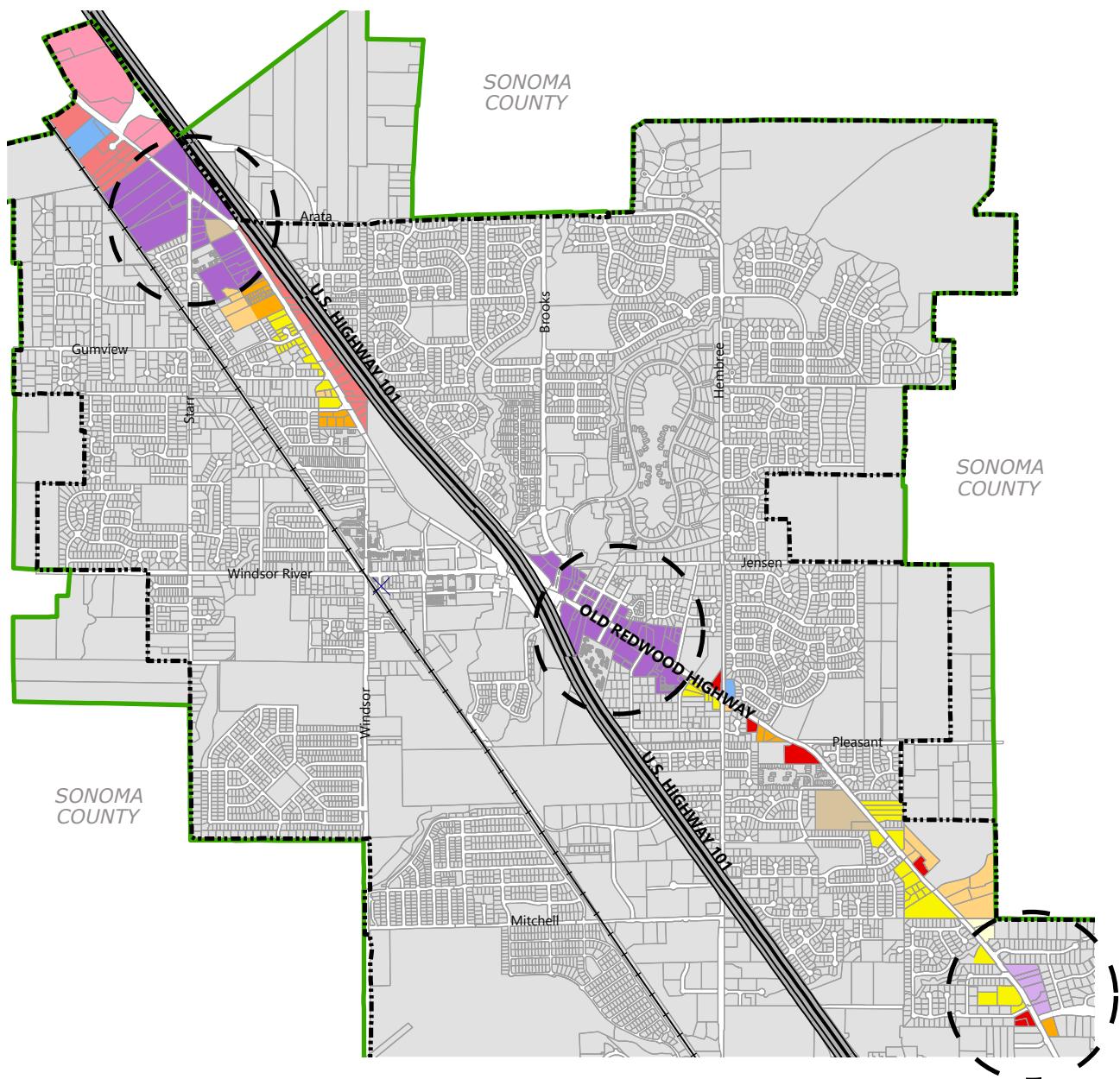
For Policies LU-12.1 – LU-12.6, see Implementation Program LU-6: Old Redwood Highway Boulevard Design Plan

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



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.
- 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 Skylan Blvd. Shiloh Road shall transition from a five-lane crosstown street to a two-lane crosstown street and rural lane from Skylan 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;

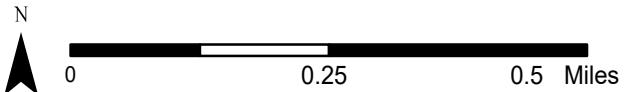
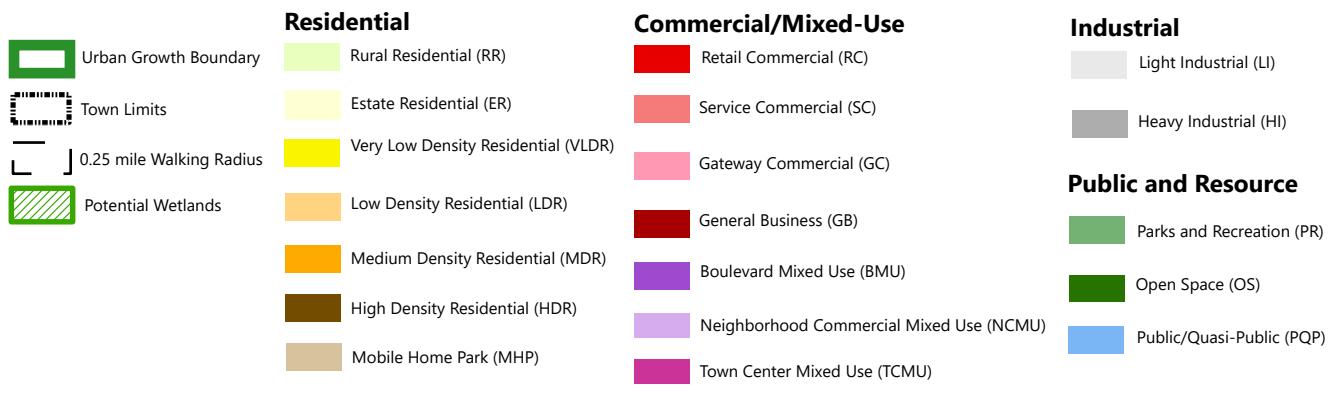
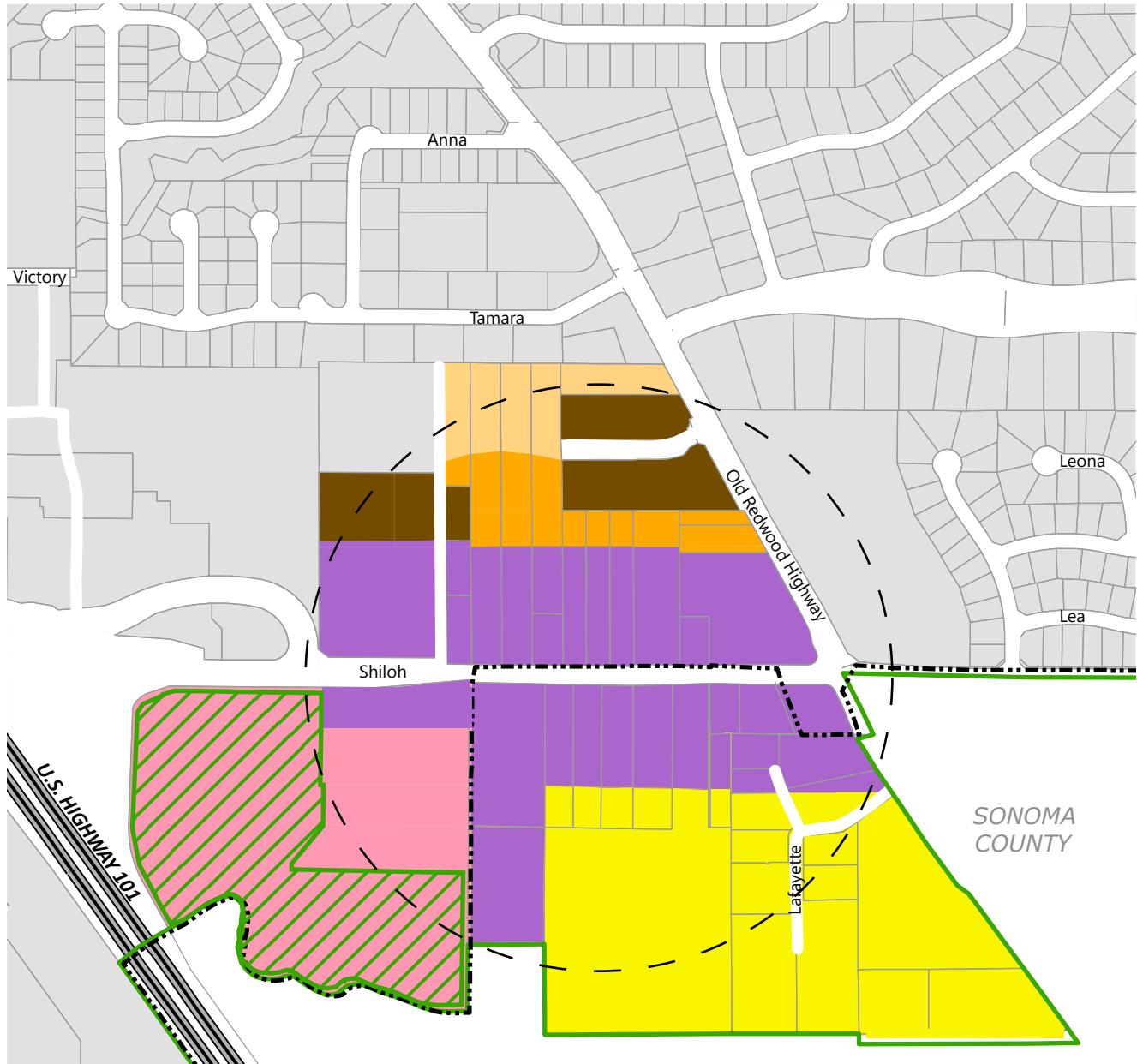
For Policy LU-13.1, see Implementation Program LU-7: Shiloh Village Vision Plan Update

- 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



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.

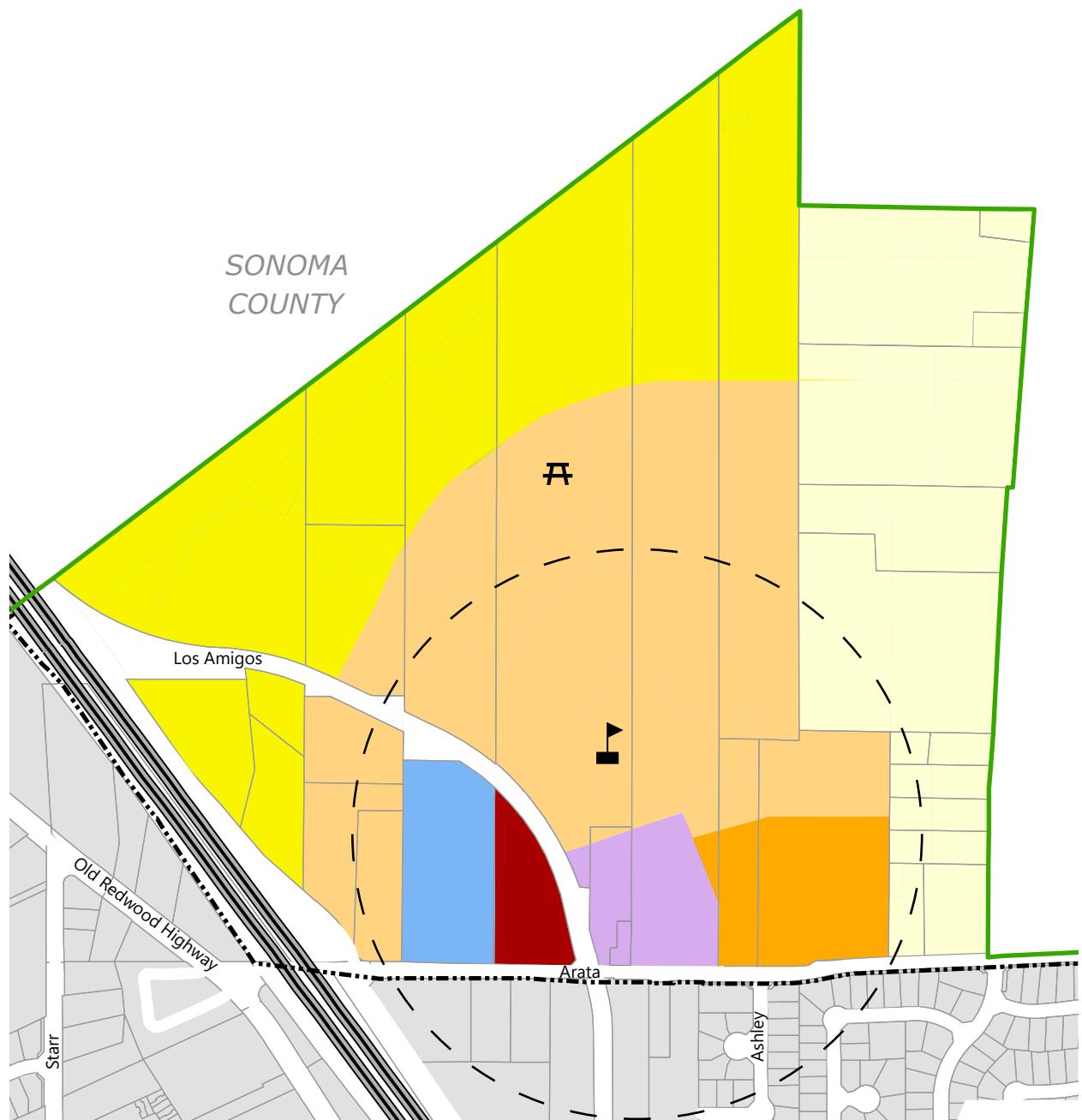
The type of plan to be submitted may be in the form of a Specific Plan, Area Plan, Master Plan, or other form deemed acceptable by the Town Council. The plan shall adequately convey the information described



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

- Urban Growth Boundary
- 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.

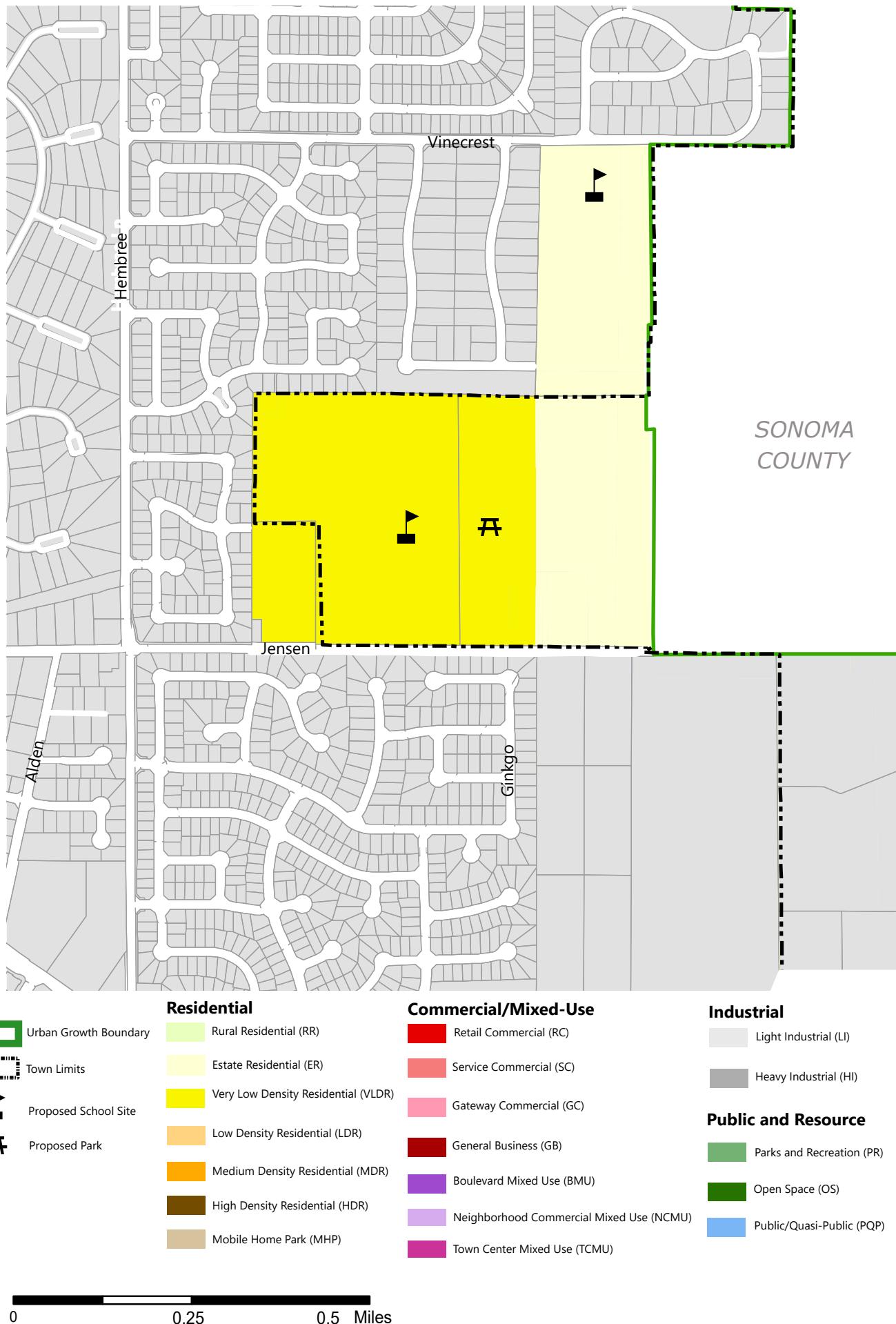
LU-15.3 Road Improvements. To the extent that a nexus exists and as otherwise consistent with applicable laws, the Town shall require new development to construct circulation improvements in the Eastern Edge Residential area to provide connections with existing neighborhoods, including a new road linking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



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.

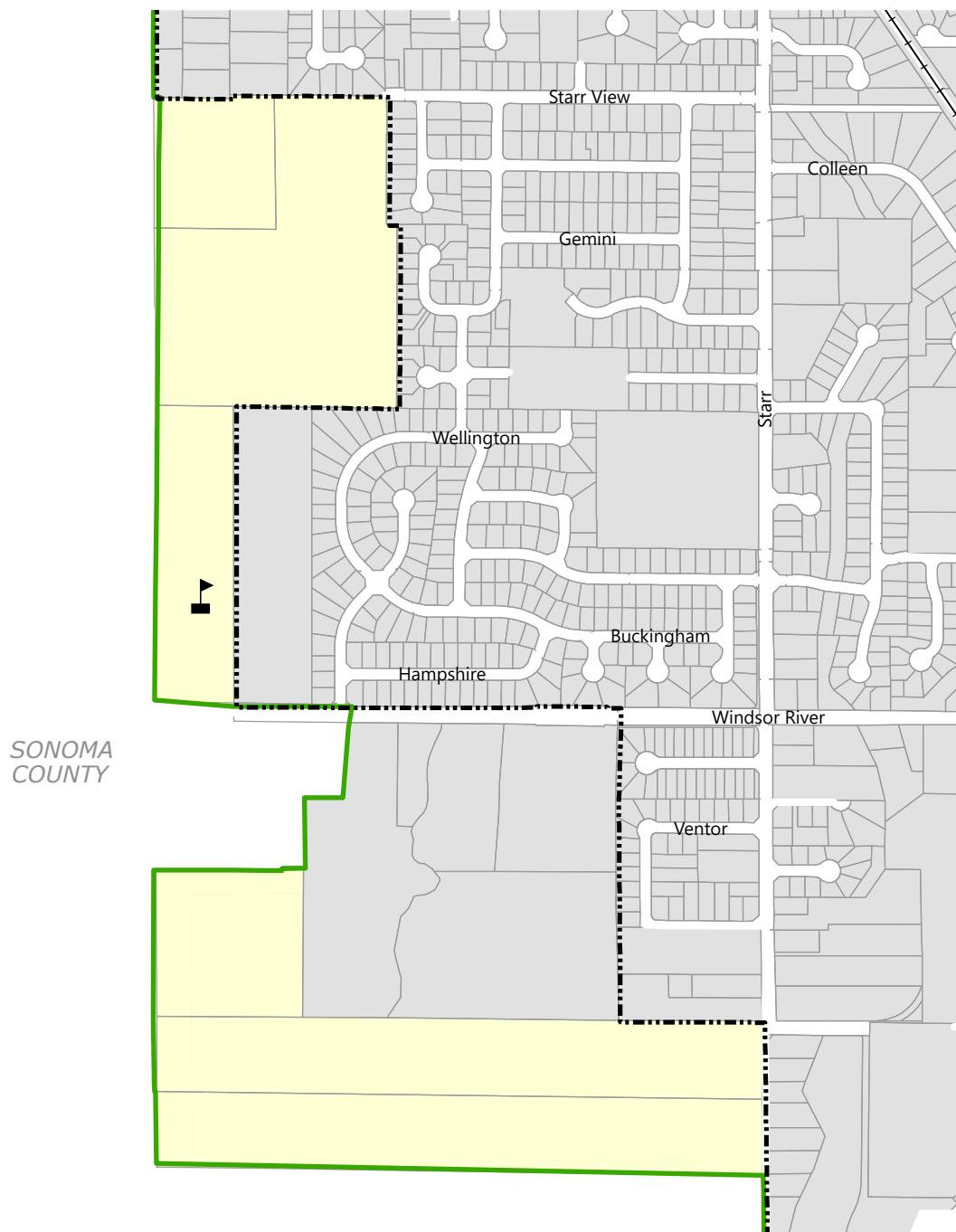
LU-16.2 Development Pattern. New residences in the Western Edge Residential area shall be compatible with the existing low density, dispersed development pattern.

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.
- 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.

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



- 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.
- 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.
- 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.

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

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

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*

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.

- 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.



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

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

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

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

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.



**Figure M-1: Windsor 2040 General Plan
Circulation System**

3/2017



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.
- 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.
- 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.

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

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



- 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.
- 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.
- 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.

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

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

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.
- 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.
- 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.
- 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.

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

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

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



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.

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

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.

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.
- 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,

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

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

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

- 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.
- 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.
- 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.

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



- 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.
- 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-4.15, see
Implementation Program M-21:
SMART Commuter Rail Coordination*

*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.

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.

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.

- 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.
- 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.

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

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.
- 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.

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



- 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.
- 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.
- 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.

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

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

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 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.
- 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.

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

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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.
- 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.
- 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.
- 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.

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

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

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

- 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).
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- For Policy PFS-2.12, see
Implementation Program PFS-4:
Water Shortage Contingency Plan*
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- For Policy PFS-2.13, see
Implementation Program PFS-5:
Carbon-Free Water 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.
- 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.
- 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.
- 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.
- 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.
- 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).
- 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-3.1, see

Implementation Program PFS-1: Capital Improvement Plan and Implementation Program PFS-6: Wastewater Treatment Master Plan

For Policy PFS-3.2, see

Implementation Program PFS-6: Wastewater Treatment Master Plan

For Policy PFS-3.3, see

Implementation Program PFS-8: Collection System Management Plan

For Policy PFS-3.4, see

Implementation Program PFS-1: Capital Improvement Plan and Implementation Program PFS-6: Wastewater Treatment Master Plan

For Policy PFS-3.3-3.6, see

Implementation Program PFS-6: Wastewater Treatment Master Plan

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.
- 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.
- 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.
- 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.
- 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.

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

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

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.

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



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.
- 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.

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

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.

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

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.

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.



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 $\frac{1}{4}$ to $\frac{1}{2}$ 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.

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

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

- 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.
- 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 master 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.
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- For Policies ER-1.3, 1.4, 1.5, and 1.8 see Implementation Program ER-1: Interjurisdictional Coordination**
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- 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

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)

*For Policy ER-5.1 see
Implementation Program ER-6:
Review of Town GHG Emissions
Inventory*

- 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.
- 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.
- 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.

*For Policy ER-5.7 see
Implementation Program ER-8:
Review of Town Energy
Consumption*

*For Policy ER-5.8 see
Implementation Program ER-4:
Energy Information Program*



- 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.

*For Policy ER-5.12, see
Implementation Program ER-7:
Energy Efficient Retrofit Program*

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.

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.

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- For Policy ER-5.19, see
Implementation Program ER-7:
Energy Efficient Retrofit Program*
- 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.
 - 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.

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.
- 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).
- 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.
- 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 Policy ER-7.1 see
Implementation Program ER-11:
Mills Act*

*For Policy ER-7.2 and ER-7.9 see
Implementation Program ER-15:
Paleontological Resources Studies*

*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.*

*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

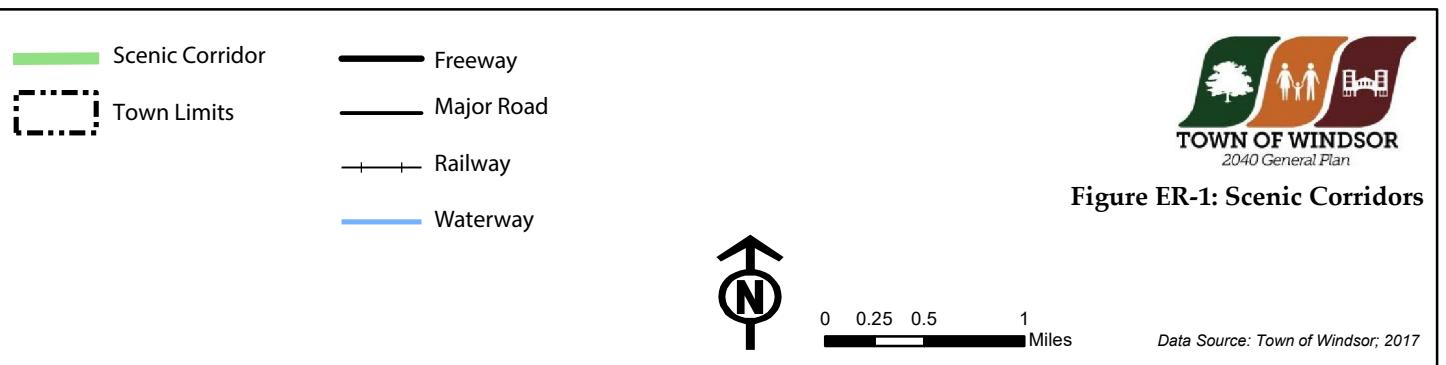
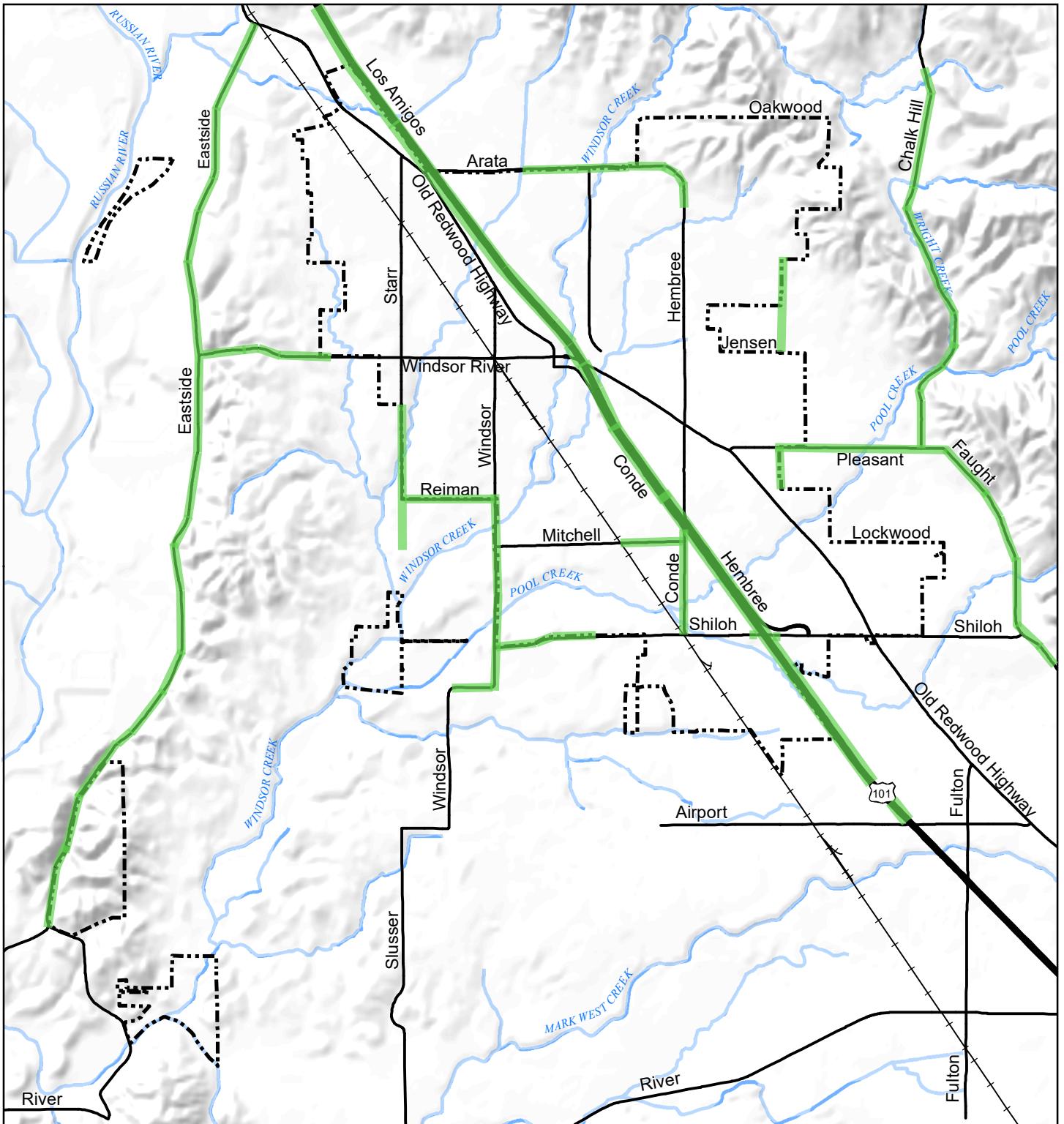
- ER-9.1 Town-Designated Scenic Corridors.** The Town shall continue to recognize its scenic corridors (also referred to as scenic routes), shown in Figure ER-1, which enhance the visual experience in Windsor. The Town may amend the General Plan to officially recognize additional scenic corridors based 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.



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.



Public Health and Safety

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 droughts and heat waves, increasing the potential for hazardous wildfire conditions. Manmade hazards such as hazardous materials also pose a threat to residents and 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 and life. The Public Health and Safety Element establishes goals, policies, and programs that address the potential for disasters that will affect Windsor and provides guidance on how to minimize the impact to the community.

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).

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 policies in this section are designed to increase the resiliency of the Town's residents and businesses to respond to and be prepared 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

*For Policy PHS-1.1 see
Implementation Program PHS-1:
Hazard Mitigation Plan and PHS-3:
Emergency Readiness*

- PHS-1.1 Hazard Mitigation Plan.** In accordance with Government Code Section 65302 g (4), the Town will continue to maintain a 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
- 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 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-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 Disaster Operations Initiation.** Following a major disaster, the Town shall work with Federal, State and Local agencies in ensuring that the population is protected, and the recovery operations are initiated.
- PHS-1.6 Emergency Training and Aid.** The Town shall provide training for Town staff in the event of an emergency and shall participate in County and State mutual aid programs.

*For Policy PHS-1.4 see
Implementation Program PHS-4:
Preparedness Information*



PHS-1.7 Disaster Re-Building Efforts. The Town shall provide an expedited permit approval process following a widespread earthquake or other major disaster, in an effort to bolster reconstruction efforts. Construction efforts shall occur in accordance with the policies contained in this General Plan.

*For Policy PHS-1.7 see
Implementation Program PHS-5:
Recovery and Reconstruction and
PHS-2: Emergency Operations Plan*

Seismic and Geologic Hazards

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 located in a very seismically active region, where faults have the capability of producing strong ground shaking from a major earthquake, potentially causing significant damage. The Healdsburg-Rodgers Creek Fault Zone is designated as an Alquist-Priolo Special Study Zone, whereby the State of California passed a zoning act to ensure mitigation of structures of human occupancy due to surface faulting. Due to Windsor's location and geologic setting, the Town is subject to a variety of seismic and geologic hazards, including surface rupture, ground shaking, and liquefaction. 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 geological 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 of people and structures to hazards:

- a. The northeastern portion of the Planning Area, and to the west in 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 for ground rupture.

PHS-2.2 Development on Steep Slopes. The Town shall discourage development in 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 the prevailing version of the California Code of Regulation.

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 Figure PHS-1 or that are susceptible to liquefaction shown in Figure PHS-2, the Town shall require a geotechnical hazards report, prepared by a certified engineering geologist or geotechnical engineer, to identify the most appropriate building 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.

*For Policy PHS-2.8 see
Implementation Program PHS-6:
Public Information on Earthquake
Preparedness*

PHS-2.8 Earthquake Hazard Awareness. The Town shall educate the general public on how to prepare and plan for a seismic event.