

Economic Development

Provide an open and inviting business climate for new and existing businesses, a balanced economic environment, and diverse tax base.

- Promote the retention and expansion of existing businesses and the attraction of new businesses that will increase the tax base.
- Promote the expansion and enhancement of economic informational resources.
- Promote diverse employment opportunities that support local residents and enable residents to live and work in Windsor.
- Reserve adequate land to accommodate commercial and future light industrial development to meet the needs for goods and services for the Town and to create jobs.

Economically revitalize the Old Town area.

- Reinforce the Old Town area along Windsor River Road as the civic and cultural heart of Windsor.
- Concentrate higher intensity/density activities in the Old Town area.

Transportation

Provide an efficient circulation system to accommodate the movement of people and goods including rail, vehicular, pedestrian, and cyclist movement.

- Promote the development of an integrated, multimodal transportation system that balances the circulation and mobility needs of pedestrians, bicyclists, transit, automobiles, and goods movement vehicles.
- Provide an interconnected street network that is accessible and friendly to all modes of travel.
- 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.
- Implement the Town's Street Design Guidelines, which have been developed to that meet travel demands but while also creating a safe and pleasant environment for pedestrians, and bicyclists, and transit riders environment.
- Provide opportunities for Windsor residents, visitors and employees to circulate about town without total reliance on the automobile.
- Require new development to pay its fair share of the costs of future transportation improvements.

Community development is a broad topic that addresses the physical structure and appearance of the Town's built environment, as well as the social and qualitative aspects: what land uses are proposed? what will future residential neighborhoods be like? what types of community services and facilities will be available? what will be Windsor's identity? More than any other component of this General Plan, this Community Development chapter will establish the image of the Town. It serves as the primary vehicle for ensuring the logical organization of residential, commercial, industrial, and public uses; for establishing a reasonable system of streets and appropriate standards for their design, and for encouraging the timely provision of community services to meet the needs of the community.

The following policy areas and goals comprise the Community Development chapter of the Windsor General Plan:

A. Community Design

- *Create a Town identity.*
- *Encourage neighborhoods and districts which foster and promote a friendly, family-oriented community, and support an active, diverse, and involved citizenry.*
- *Preserve the Town's aesthetic quality and small town atmosphere and improve its overall physical image.*

B. Community Development Pattern

- *Provide for orderly development within the Windsor Planning Area that creates an urban development pattern within the Town and a rural, undeveloped pattern in the Planning Area's periphery.*

C. Economic Development

- *Provide an open and inviting business climate for new and existing businesses, a balanced economic environment, and diverse tax base.*

D. Transportation

- *Provide an efficient circulation system to accommodate the movement of people and goods including rail, vehicular, transit, pedestrian, and cyclist movement.*

E. Community Services and Facilities

- *Provide adequate public services and facilities concurrent with development.*

A. Community Design

The Community Design section cuts across conventional General Plan elements, establishing an integrated approach to community building that is concerned with both the quality of the Windsor experience and the way the town functions. This section brings together the normally separated Circulation and Open Space Elements of the General Plan along with certain key aspects of the Land Use Elements. By relating these factors clearly to one another, these goals, policies, and programs will contribute to the building of a handsome and coherent town, rather than the disjointed sprawl that characterizes so much recent growth in California.

This section offers a tool intended to direct the location of use, patterns of development, and what Windsor will be like in the next twenty years. The concepts articulated here will direct Windsor's development as a people-oriented community with a strong sense of place. As its foundation, this Community Design section places its primary emphasis on the fundamental building blocks of community:

- **Town Structure** - Windsor's overall organization and development pattern is defined by its neighborhoods and districts, gathering places and town centers, streets and boulevards, and parks and open space.
- **Neighborhood, District & Centers.** Neighborhoods and districts are areas of the town that have common land use patterns and focus on common gathering spaces or centers. Serving these neighborhoods and the entire community are "centers". Centers are the civic and commercial gathering places of the community. These mixed-use nodes contribute to the identity of surrounding neighborhoods and the Town itself. Their character, intensity, and mix of land uses will vary with each location to respond to particular needs and conditions.
- **Public Ways.** Streets, paths, and greenways connect the Town and constitute the most basic civic open space. Their design should consider the needs of pedestrians, ~~and~~ bicyclists, and transit riders, as well as automobiles, and contribute positively to the identity of the Town.
- **Building & Parking.** The design and placement of buildings define the scale and character of a place and can reinforce and revitalize streets and public space.

Policies

Town Structure/Identity

A.1 Make Windsor's unique natural setting central to its identity.

A.1.1 The Town should create a strong sense of transition at Windsor's boundaries by encouraging the preservation of agriculturally productive lands outside the proposed Sphere of Influence and by announcing entry into the Town through appropriate design of the Town's gateways.

A.1.2 The Town should encourage frequent encounters with the surrounding landscape, not only through the use of gateways and community separators, but also through the strategic use of view corridors and open space.

A.1.3 The Town should 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.

A.1.4 The Town should protect Windsor's unique natural settings by conserving valuable habitats, establishing linear open spaces or "greenways", and recognizing scenic features, including hillsides, creeks, woodlands or other significant natural features.

A.2 Revitalize the Old Town area and reinforce its importance as the community's historic center.

A.2.1 The Town should promote development in the Old Town area that encourages public and private financial investment, establishes a walkable environment, and combines retail, residential, commercial, civic, cultural, and recreational uses.

A.2.2 To help support the aesthetic image and market viability of Old Town, the Town should encourage attractive new growth on Windsor's west side in areas that are within a short drive or long walk from its center (about one mile).

A.7.2 The Town should encourage project designs that incorporate creeks, slopes, woodlands, and significant trees within parks, along trails, or other publicly accessible open space areas. Projects should be encouraged to use larger lotting patterns to incorporate these sensitive features, while concentrating smaller lots in more developable areas.

A.7.3 The Town should encourage residential development to provide the opportunity for views into the surrounding landscape through the preservation of strategic view corridors and innovative site planning.

A.7.4 The Town should encourage the conservation of structures with architectural or historic significance and use them to reinforce Windsor's unique sense of place.

Public Ways

A.8 Integrate neighborhoods and districts within the larger Town by encouraging an interconnected street network.

A.8.1 The Town shall implement a multimodal transportation system that connects residents to activity centers throughout and near the town, such as commercial centers and corridors, employment centers, transit stops/stations, the airport, schools, parks, recreation areas, and other attractions.

~~A.8.12~~ The Town shall encourage an interconnected network of streets within neighborhoods and districts, with frequent connector streets and an emphasis on direct connections to parks, schools, and neighborhood centers. ~~Criteria for the frequency and alignment of connections should be defined as design standards for the Town.~~

A.8.3 The Town shall strive to create a more comprehensive network of streets by eliminating "gaps" in roadways, bikeways, and pedestrian networks, increasing transit access, and removing natural and manmade barriers to accessibility and connectivity.

A.8.4 The Town shall consider the land use and urban design context of adjacent properties in both residential and business districts as well as urban, suburban, and rural areas when designing complete streets.

~~A.8.25~~ The Town should ~~establish~~ implement design standards for ~~the~~ major travel corridors ~~from the Complete Street Design Guidelines and Windsor Station Area/Downtown Specific Plan,~~ addressing landscaping and tree management, ~~access,~~ building setbacks, ~~street lighting,~~ and existing character. Roads of particular character and beauty should be recognized and special standards developed to promote their conservation.

~~A.8.36~~ The Town should discourage fast, through-traffic through or across neighborhoods.

~~A.8.47~~ Whenever the opportunity arises, the Town should encourage the retrofitting of existing streets to be more consistent with the Town's desires for an interconnected street network of complete streets that ~~is~~ are pedestrian-oriented. Examples include reducing the extent of pavement on residential streets by adding contiguous planting strip and extending creek pathways through walled subdivisions.

A.8.8 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.

A.8.9 The Town shall ensure that new commercial and residential development projects provide convenient and direct connections to the nearest bikeways, pedestrian ways, and transit facilities.

A.8.10 The Town shall encourage large private developments (e.g., office parks, apartment complexes, retail centers) to provide internal complete streets that connect to the existing public roadway system and provide a seamless transition to existing and planned transportation facilities.

A.9 Encourage pleasant walking environments.

A.9.1 The Town should design streets to enhance Windsor's identity, to provide opportunities for community life to be safe, and to be comfortable and convenient for all travel modes including cars, pedestrians and bicyclists.

A.9.2 Within neighborhoods, narrower widths (consistent with emergency vehicle access), street trees, buildings fronting onto the streets, and various techniques to slow through traffic should be encouraged to promote desirable residential environments.

A.9.3 The Town should establish a 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. (Further details regarding a basic trail system are provided in the Circulation section of this chapter.)

A.9.4 Trails should be within a short walk of most residents in order to offer opportunities to appreciate open space.

A.9.5 In the development of new residential development or the planning for a trail segment, homes should front onto the trails and creeks whenever possible.

Buildings and Parking

A.10 Develop appropriate building design and parking strategies.

A.10.1 The Town should encourage an acceptable level of architectural quality using policies and procedures that are widely understood, easily monitored, and not onerous.

A.10.2 The Town should encourage building design and architecture that create visual interest and public open space 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 or blank walls.

A.10.3 The Town should encourage building design and architecture that respond to Windsor's climate, conserve energy, and emulate the region's building traditions.

A.10.4 In residential neighborhoods, the Town should encourage building designs that provide diversity, while remaining compatible with the overall mass, scale, and appearance of single family housing.

A.10.5 Where residential development abuts major travel corridors and/or cross-town routes, single family or multi-family homes of appropriate size and scale with rear entry, joint driveways, and larger setbacks should be allowed.

A.10.6 Multifamily residential development should be designed to promote individuality of the units and a sense of private ownership over common or public areas of the development.

A.10.7 Multi-family development should be designed to promote a sense of ownership and control by the residents.

A.6 Pedestrian-Friendly Design Standards. The Town should develop design standards that help to enhance activity, enable nearby residents to have views of the streets and public areas, and promote visual interest from public ways and parks by:

- a. defining appropriate entry and window patterns;
- b. discouraging building fronts dominated by garage doors or blank walls; and
- c. developing acceptable parking patterns. (Planning, Engineering)

A.7 Street Design Standards. The Town should develop design standards for streets and intersections that balance the needs of pedestrians, bicycles, and vehicles. The design standards should:

- a. minimize right-of-way and intersection dimensions to slow traffic while acknowledging the need to safely carry the traffic volumes and provide for adequate access to emergency vehicles;
- b. create a comfortable and attractive walking and driving environment through the use of planting strips, street trees, and lighting standards that are of an appropriate scale and design;
- c. slow traffic on connector streets and local streets within neighborhoods by calling for alignments that restrict traffic, and other techniques such as neck-downs, reduced curb radii, and roundabouts;
- d. reflect functional requirements as well as a street's unique position within Windsor;
- e. include a street design system to complement the functional street classification system defined in the Circulation section of this chapter;

f. include minimum and maximum intersection spacing for various street classifications and include criteria for the frequency and alignment of connections;

g. add design criteria for street crossings, signs, blinking lights, etc.; and

h. conserve scenic features such as mature trees and riparian vegetation, especially for Rural Lanes. (Planning, Public Works, Engineering)

A.8 Boulevard/Rural Lane Design Standards. To complement the functional street classification system, the Town should adopt design guidelines to enhance the visual appearance of its major travel corridors. Boulevard treatment should be applied to Crosstown Streets and require special attention regarding landscaping, street trees, and lighting. This designation is recommended for portions of Windsor River Road, Old Redwood Highway, Hembree Lane, Vinecrest Road, Jensen Lane, Shiloh Road, Wilson Lane, Windsor Road, Starr Road, Los Amigos Road, and Arata Lane.

A Rural Lane designation should be applied to Crosstown Streets that are distinguished by unique visual character and beauty. Along these streets, existing windrows, trees, and other rural features should be preserved and any development that fronts onto them should be required to have deeper setbacks. This designation is recommended for portions of Conde Lane, Starr Road, Windsor Road, Shiloh Road, Jensen Lane, and Arata Lane. (Planning)

A.9 Parking Lot Design Standards. The Town shall develop design standards for the enhancement of parking lots, which should include (but are not limited to):

- a. generally siting parking lots away from streets;
- b. requiring landscaping and shade trees; and

Boundary, except where non-agricultural uses exist, such as the Sonoma Airport industrial area and existing large-lot residential areas. The Town shall discourage the County from developing urban lands presently under cultivation outside of the Urban Growth Boundary. Moreover, the Town shall review projects proposed within the unincorporated portion of the Planning Area and adopt the policy that new urban development should occur within the Town's Urban Growth Boundary (see Implementation Program B.10 of this chapter). (Planning, Town Manager)

A.19 Trails Plan. The Town should identify a conceptual framework for trails that complements the adopted Bicycle & Pedestrian Master Plan, utilizinges riparian corridors, agricultural buffers, the railroad corridor, high-voltage power line easements, as well as critical street connections. Parks, schools, and neighborhoods should be targeted as important destinations. The Town should develop strategies for acquiring lands and/or easements in these locations and making appropriate trail improvements. See also Implementation Program A.20 below and Implementation Program E.8 in the Community Services and Facilities section, for further details on this Trails Plan in the context of the Town's overall bikeways and recreational services plan. (Planning, Community Services, Engineering, Public Works)

A.20 ~~General Bikeway~~Bicycle and Pedestrian Master Plan. Establish and maintain bicycle facilities that are consistent with the network depicted in the Town's Bicycle and Pedestrian Master Plan. Commit staff resources to assisting the Sonoma County Transportation Authority with routine updates of the Plan, ensuring that the Plan continues. ~~The Town should prepare a general bikeway plan~~ to provide for and promote the safe use of bicycles by people of all ages within the Town and its surrounding environs for commuting or recreating. The plan should ~~be designed to meet State standards, should be~~remain flexible and expandable, and should achieve the following goals:

- a. provide continuous bikeways for commuters to work, school, and shopping;
- b. link residential neighborhoods with schools and parks;
- c. provide adequate bicycle parking facilities at destinations such as schools, parks, and shopping centers throughout the Town;
- d. provide bicycle safety education;
- e. promote bicycle use as an alternative to automobile use and as a pleasurable form of fitness and recreation; and
- f. plan bicycle facilities to be an integral part of the Town's transportation network, including bicycle links to existing or future bus, rail, and airport facilities. (Planning, Community Services, Public Works, Engineering)

B. Community Development Pattern

The community development pattern concerns the assignment of land uses at varying densities and intensities to fulfill and carry out the community structure and organization identified in the previous section. This section seeks to define the *places* where people live, work, and recreate and the *sense of vibrancy and ambiance* that results when they are planned in a coordinated fashion, rather than as discrete, single-purpose land uses. The policies presented in this section are primarily concerned with urban land uses; public and rural/open space land uses are addressed in Section E, Community Services and Facilities, and in Chapter 6, Environmental Resources, respectively.

B.8.5 The Town shall support Sonoma County's efforts to achieve regional solutions to land use, transportation, and solid waste issues.

B.8.6 The Town shall continue to coordinate its transportation planning with regional agencies (Caltrans, Metropolitan Transportation Commission, and Sonoma County Transportation Authority) and nearby jurisdictions.

B.8.7 The Town shall 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.

B.8.8 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.

B.8.9 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.

Implementation Programs

B.1 Zoning Ordinance. The Town shall revise its zoning regulations to be consistent with the policies of this section. In particular, specific revisions shall include:

- a. modification of the existing zoning districts and creation of new ones to be consistent with the purpose, use, and intensity of the land use designations as shown in Table 4-1;
- b. a wider range of implementing residential zones for each residential land use designation as a means of encouraging greater housing diversity;
- c. a new district to permit neighborhood centers accommodating local retail and public facilities;
- d. provisions to allow for mixed use developments within structures and within geographic areas;
- e. infill criteria; and
- f. creation of new districts that more specifically match the purpose of the following General Plan designations: General Business, Gateway Commercial, Service Commercial, and Town Center/Mixed Use. (Planning)

B.2 Subdivision Regulations. The Town shall review its development standards and revise them to be consistent with this General Plan. Particular changes include, but are not limited to:

- a. permitting less urban standards in Estate Residential and Rural Residential areas of Town to preserve their more rural characteristics;
- b. site planning, parking, and access guidelines for commercial and industrial areas; and
- c. street design standard for new neighborhoods, pedestrian connections, street widths, and traffic capacity. (Planning, Public Works, Engineering)

B.3 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. (Planning)

C.6.1 The Town shall promote a mix of land uses within the Old Town area, including, but not limited to, mutually supportive retail, office, residential, public, and recreational activities.

IMPLEMENTATION PROGRAMS

C.1 Long-Term Economic Development Strategy. The Town shall prepare and periodically update a marketing plan, the intent of which will be to identify those businesses that Windsor should target and then to develop a program of attracting them to Windsor. The plan should include an assessment of the skills of Windsor’s labor pool, the types of businesses that satisfy the above policies, Windsor’s ability to satisfy the labor requirements of those businesses, a comparative assessment of Windsor’s fees and local taxes, a comparative assessment of housing costs in Windsor, and a strategy for packaging this information into appropriate promotional materials. (Town Manager, Chamber of Commerce)

C.2 Small Business/Incubator Support. The Town shall investigate the feasibility of supporting business incubators to create an environment conducive to new entrepreneurs. Incubators are designed to assist new business start-ups with financing and with establishing sound business management practices. They provide support services, facilities, access to capital, loan packaging, employees training, etc., to new start-up businesses. The California Business Incubator Network is a statewide organization that seeks to promote awareness and assistance with establishing business incubators and should be contacted. “Seed” funds to develop business incubators come from a variety of sources, including the Economic Development Administration, Community Development Block Grants, industrial development bonds, direct State appropriations, financial institutions, and private investors. (Town Manager)

C.3 Market/Fiscal Impact Studies. While the Town is interested in promoting economic development, it must also assure that its existing economic base is not compromised. Accordingly, the Town should require that commercial or industrial general plan amendments investigate and disclose the potential long-term land use, market, economic, and fiscal impacts that project approval would have on the Town or geographical areas of the Town by overbuilding or exceeding the market capacity for the types of uses proposed. (Town Manager)

C.4 Commercial/Industrial Land Supply. The Town shall annually survey available land for business development. This is critical to assuring that sufficient land is available to meet the objectives emerging from the marketing plan, to improve the Town’s jobs/housing ratio, and to acknowledge long-term changes in business operations and market trends that may modify site requirements. (Planning)

D. Transportation

The circulation system is concerned with the safe and, efficient, movement of people and goods. The circulation system should accommodate all modes of travel, including motorized vehicles, pedestrians and bicyclists. At the same time the system must meet the needs of those who use the street, those who live or work along the street, those who own property fronting the street, and the government or other agency that must construct and maintain the street.

The transportation system in Windsor serves both regional and local travel needs across a broad spectrum of modes. A key transportation consideration for Windsor is the barrier created by U.S. 101, which bisects the town from north to south. A multimodal approach to transportation can create an integrated transportation and circulation system that allows for opportunities to move about using any mode of travel (e.g., walking, bicycling, transit, and automobiles) to reach key destinations in a community and region safely and directly. Multimodal approaches to transportation have multiple benefits. They can lead to safer travel for all roadway users. They can improve health by allowing people to walk or bicycle, or even by combining these modes with use of transit. These travel modes promote active lifestyles and reduce automobile-related

emissions and pollution. Finally, they can provide options and increase mobility for people who cannot or do not drive.

Drivers have a special interest because the circulation facility ~~is~~has traditionally been provided in large part for their benefit and use. Travel safety and efficiency can be directly expressed in terms of the driver's welfare and convenience. Residents have a special interest because traffic directly affects the welfare of their families, the environment around their house, and their access to other parts of the community. Landowners have a special interest because the location, design and operation of the circulation facility vitally ~~a~~ffects accessibility to their property and therefore its value for various types of uses. The Town of Windsor's interests include the construction and maintenance costs of the circulation facilities, the efficiency of expenditures for circulation needs, and the general welfare of the community.

The projections of future travel demand and the need for transportation improvements are based on the land use assumptions for location and intensity of development, as presented in Figure 4-3 and Table 4-1. As a result, the formulation of policies and programs in this section is consistent with the assumptions in the Community Development Pattern section of this Plan.

Alternative modes of travel can be used to reduce the dominance of ~~the~~ single-occupant automobiles. Destinations that can be reached in a five-minute travel period are prime candidates ~~to~~for being ~~serv~~iced by a non-motorized mode. This represents a one-quarter mile walk or a one-mile bicycle ride. Direct and convenient connections are critical to encouraging these alternative modes of travel. An interconnected street pattern with shorter blocks can better accommodate walking and bicycling to surrounding streets and common destinations such as neighborhood centers, schools, parks, and bus stops.

In order to facilitate the use of alternative modes, the Town can pursue system improvements that create "complete streets." Complete streets are streets designed and constructed to serve all users of streets, roads, and highways, regardless of their age or ability, or whether they are driving, walking, bicycling, or taking transit. 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 and expanding the tax base; it can improve public health by encouraging active lifestyles and improving roadway safety; it can provide economic benefits to property owners and businesses; and it can reduce pollution. In 2013 the Town adopted a Complete Streets Policy, which implements the California Complete Streets Act (AB 1358, 2008) and requirements adopted by the Metropolitan Transportation Commission (Resolution 4035) that require the development of complete streets in order receive transportation infrastructure funding.

Bus service can also provide an alternative to automobile usage. Existing bus service (Sonoma County Transit Routes 60, 62, and 66) and future routes can be supported by convenient walking connections, by the land use intensities set forth in this General Plan, and by combining the bus stop with the services associated with centrally-located neighborhood centers, such as day care and neighborhood-compatible businesses.

Local transit service is also critical for the transit dependent population, who are unable to drive due to age (too young or too old), physical disability or the unavailability of an automobile. Sonoma County Transit Route 66 is a fixed bus route that serves mobile home parks, senior apartments, shopping centers, medical offices and the senior center. Paratransit service is provided by ~~Volunteer Wheels~~Sonoma County Paratransit.

~~The Northwestern Pacific right of way has been identified as a future passenger rail link in the 101 Corridor Study Strategic Transportation Plan, adopted by the Corridor Action Committee in June 1989. The line could be used to provide directional peak period rail service between Windsor and Larkspur with continuing ferry service to San Francisco. Freight operations could be accommodated during evening hours and excursion trains could be accommodated on~~

~~weekends. The SMART commuter rail system is a 70-mile rail line that will ultimately run through Sonoma and Marin counties between Cloverdale and Larkspur. Weekday commuter-oriented passenger train service through Windsor is planned to be provided by 12 round-trip trains per day operating at 30-minute intervals in the morning and evening peak hours, with four round-trip trains on weekend days. The Windsor SMART rail station is located on the west side of the Town Green, just north of Windsor River Road. The station is an intermodal transit facility with park-and-ride lot and transfers to Sonoma County Transit bus service. SMART is planning to initiate rail service in 2016 between Sonoma County Airport and San Rafael, with the northward extension through Windsor occurring at a later date.~~

~~Rail freight operation on the SMART rail corridor is overseen by the North Coast Railroad Authority (NCRA). The last freight service in Windsor occurred in 2011, though potential exists for several round trip freight trains per week to once again travel through Windsor. While the tracks to the north of Windsor have not been repaired, it is anticipated that rail service will be ultimately be extended northward to Willits, resulting in up to four daily trains passing through Windsor six days per week.~~

~~The Town maintains aA Traffic Mitigation Impact Fee was established by Sonoma County with the adoption of the Windsor Specific Plan in 1986. The Traffic Mitigation Fee program was continued when the Town incorporated in 1992. Funds that have been collected have been program, which is used to finance various road circulation improvement projects such as the downtown U.S. 101 interchange reconstruction.~~

POLICIES

Multimodal System

D.1 Promote the development of an integrated, multimodal transportation system that balances the circulation and mobility needs of pedestrians, bicyclists, transit, automobiles, and goods movement vehicles.

D.1.1 The Town shall provide a safe and efficient transportation system for the movement of people, goods, and services through, and within Windsor.

D.1.2 The Town shall promote development of an integrated, multi-modal street network that offers desirable choices among modes including pedestrian ways, public transportation, roadways, bikeways, rail, and aviation.

D.1.3 The Town shall consider flexible Level of Service (LOS) standards or alternative traffic impact measurements, as part of a multimodal system approach, for projects that increase transit-ridership, biking, and walking in order to reduce air pollution, energy consumption, and greenhouse gas emissions.

D.1.4 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 use to become more widely used modes of transportation and recreation.

D.1.5 The Town shall provide leadership in educating the community about the availability and benefits of using alternative transportation modes.

Street Network

D.12 Provide an interconnected street network that is accessible and friendly to all modes of travel.

D.12.1 The Town ~~should~~ shall encourage a network of interconnected connector and local streets to avoid excessive congestion on any one street and allow the safe use by motorists, pedestrians, and bicyclists.

D.12.2 The Town ~~should~~ shall promote street designs in new developments to provide convenient connections to local destinations and to adjacent neighborhoods. Travel should be dispersed among several streets rather than a few high-volume collectors that divide neighborhoods and discourage walking.

Complete Streets

D.3 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.

D.3.1 The Town shall provide safe, comfortable, and convenient travel along and across streets to serve all users, including pedestrians, the disabled, bicyclists, and motorists, movers of commercial goods, and users and operators of public transportation.

D.3.2 The Town shall consider the needs of transit riders, pedestrians, people in wheelchairs, cyclists, and others in long-range planning and street design.

D.3.3 The Town shall balance the needs of all travel modes when planning transportation improvements and managing transportation use in the public right-of-way.

D.3.4 The Town shall continue to work towards making complete streets practices (e.g., considering and accommodating all users and all modes within the appropriate context) a routine part of everyday transportation decision-making.

D.3.5 The Town shall incorporate appropriate complete streets infrastructure into transportation planning, funding, design, approval, and implementation processes and projects.

D.3.6 The Town shall consider the needs of all transportation users in the review of development proposals to ensure that on-site and off-site transportation facility improvements complement existing and planned land uses.

D.3.7 The Town shall consider the land use and urban design context of adjacent properties in both residential and business districts as well as urban, suburban, and rural areas when designing complete streets.

D.3.8 The Town shall focus complete streets improvements (e.g., bike, pedestrian, vehicle, and transit facilities) at and along U.S. 101 highway interchanges, including Arata lane, Old Redwood Highway, and Shiloh Road.

Street Design

~~D.24 Ensure that the design of streets—Develop guidelines for street design that meets travel demands but while also creating a safe and pleasant walking environment for pedestrians, bicyclists, and transit riders.~~

~~D.24.1 The Town shall ensure that the concepts and design standards/guidelines in the adopted Complete Street Design Guidelines are considered when constructing new streets or modifying existing corridors. 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 surrounding area. Street types include:~~

~~The Town should revise its current street classification system that defines the function and type of roadways in Windsor. The conventional hierarchy or street labels (i.e., arterials, collectors, and local streets) should be replaced with a hierarchy that considers the design of the street. This classification system is illustrated in Figure 4-5 and includes:~~

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. 101 is a freeway.

Crosstown Streets. This road ~~classification-type~~ performs the function of linking neighborhoods and providing movement across the Town, as well as convenient connections to U.S. 101. In this role, they are designed to carry relatively high traffic flows. *Boulevards* and *Rural Lanes*, defined in Implementation Program A.9 of this chapter, are two types of Crosstown Streets.

Local Streets. Local streets serve local trips, typically within a neighborhood or district, and provide direct and convenient access to property. ~~Two special~~The six primary types of Local Streets are noted below:

- 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 high degree of commercial business. Buildings and storefronts are positioned at the front of each lot.
- c. Industrial Streets. Industrial streets are two-lane local streets that provide direct access to various industrial uses, with no other uses on the street. Very low traffic volumes are common.
- d. Residential Streets. Residential streets primarily serve single family residences and are intended to operate at low speeds and volumes.
- e. 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.
- f. Alleys. Alleys are another category of local streets that provide vehicular access to properties, especially service access. While parking is encouraged on local streets, it is generally discouraged in alleys.

D.4.2 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.

D.4.3 The Town shall strive to address traffic operations, including traffic congestion, intersection delays, and travel speeds, while balancing neighborhood livability and safety concerns.

~~D.2.24.4~~ The Town ~~shall should~~ “calm”, or slow, traffic in residential neighborhoods through a variety of techniques that have the effect of slowing through traffic, without compromising safety, emergency access, and reasonable flows. 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. Examples of traffic slowing techniques include narrow traffic lanes, interrupted sight lines, changes in road texture or road direction to reduce speed, small radius curb returns to reduce pedestrian crossing times and vehicle turning speeds, curb extensions that narrow the streets at intersections by widening the sidewalks to reduce pedestrian crossing times, and roundabouts, or traffic circles, to reduce vehicular conflicts.

~~D.24.35~~ As much as possible, the Town shall line streets with trees to create a more attractive, comfortable pedestrian environment.

~~D.24.46~~ The Town ~~shall should~~ encourage proper planning for goods movement to commercial properties. Connector streets that provide access to commercial development shall be designed to accommodate commercial vehicles.

~~D.24.57~~ The Town ~~shall should~~ retain certain streets as Rural Lanes in order to conserve their particular character and beauty. New development along Rural Lanes should be configured in terms of lot size, setbacks and design standards so that traffic speeds are reduced.

~~D.24.68~~ The Town ~~should shall maintain establish~~ level of service standards ~~to that~~ define the minimum acceptable operating characteristics for intersections and streets. (The concept of level of service is defined as a qualitative measure describing operational conditions within a traffic stream and their perception by motorists and passengers.) A level of service D is defined as the minimum acceptable level of congestion for high-volume facilities such as freeways, boulevards, and signalized 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.

- ~~• at the intersection of~~ Old Redwood Hwy./U.S. 101 Northbound off-ramps/Lakewood Drive
- Old Redwood Hwy./U.S. 101 Southbound Ramps
- Old Redwood Hwy./Conde Lane/Windsor River Road

~~– A level of service E is tolerated at this intersection by the Town because it is a “critical” location into the Town’s commercial and civic areas, in addition to being located at the main northbound off ramp from U.S. 101. The 5 year periodic updates of the General Plan (or more frequently as deemed necessary by the Town Council should a public safety concern be identified through on-going monitoring of this intersection) shall assess the traffic level of service (LOS) during p.m. peak periods at the intersection of Old Redwood Highway/U.S. 101 Northbound off-ramps/Lakewood Drive. The traffic review shall monitor conditions at key intersections and identify needed improvements to maintain acceptable levels of service and/or safety. For local streets, a more appropriate performance standard is daily traffic volume.~~

D.4.9 The Town shall require the preparation of a coordinated circulation plan by the project applicants. The plan shall contain an interconnected network, emphasize direct connections to parks, schools and neighborhood centers, and inte-grate the local streets with the larger townwide street network.

D.4.10 The Town shall continue to implement the Americans with Disabilities Act when designing, constructing, or improving transportation facilities.

Alternative Modes of Travel

D.35 Provide opportunities for Windsor residents, visitors and employees to circulate about town without total reliance on the automobile.

D.35.1 The Town ~~should~~ shall use-plan streets, off-street pathways and greenways for non-motorized modes of travel, including walking and bicycling. The basic framework for a trail system is illustrated in Figure 4-6 and is to be developed only on public rights-of-way.

D.35.2 The Town ~~should~~ shall encourage higher density mixed land uses within walking distances of existing and future transit stops.

D.35.3 The Town ~~should~~ shall support expansion of local bus service, consistent with funding resources, to link residences with key local destinations and should continue to provide paratransit service to satisfy needs of qualified users.

D.35.4 The Town ~~should~~ shall require developers to construct, when appropriate, transit facilities including bus turnouts shelters and benches.

~~D.35.5 the Town shall Ensure that effective transit linkages are in place between the SMART commuter rail station and the town's primary activity and employment centers. The Town should protect the Northwestern Pacific Railroad right-of-way for future rail commuter service. The Town should similarly identify and protect desired future commuter rail station from land uses that may later preclude development of a rail station.~~

D.5.6 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.

Traffic Improvement Financing

D.46 Require new development to pay its fair share of the costs of future transportation improvements.

D.46.1 The Town ~~should~~ shall 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.

D.46.2 The Town ~~should~~ shall establish procedures for ~~continue~~ to reviewing and adjusting its transportation needs and the costs of those improvements on a periodic basis.

IMPLEMENTATION PROGRAMS

~~D.1 **Design Standards.** The Town shall adopt a set of design standards for streetscapes to accommodate motor vehicles, bicycles, transit facilities, and pedestrians. Standards shall be consistent with the function of the street and the projected traffic volumes.~~

- ~~a. **Crosstown Streets** shall be designed for the pleasure of motorists, and pedestrians. Building design, street connections, and pedestrian paths should be used to create an inviting environment.~~
- ~~b. **Boulevards** should be planted with tall columnar trees that do not obstruct sight distance. Some boulevards may be multi-lane facilities depending upon forecast traffic volumes.~~
- ~~c. **Rural Lanes** shall be exempt from most urban street standards. Street widenings should not exceed two 12 foot travel lanes and may be less to preserve significant trees, creek corridors, or bridges. Safety shall not be compromised. Curbs and gutters may be avoided in exchange for open drainageways, although careful analysis should be given to the use of open drainageways to accommodate expected runoff during storms. Sidewalks shall be designed to maintain a rural character.~~
- ~~d. **Local Streets** shall be designed as narrow tree-lined streets to create a safe and pleasant walking environment. Parking shall be permitted, even encouraged, along local streets.~~
- ~~e. **Connector Streets** shall provide convenient connections to parks, schools, neighborhood centers, retail services, civic facilities, and adjacent neighborhoods. Connector streets should be spaced at approximately one-quarter mile intervals. Design standards shall recognize that some connectors will have higher volumes when they are located adjacent to boulevards. (Planning, Public Works)~~

~~D.2 **Circulation Plans.** In conjunction with Implementation Program B.7 of this chapter, regarding master planning for large, development areas such as Special Areas A through E, the Town shall require the preparation of a coordinated circulation plan by the project applicants. The plan shall contain an interconnected network, emphasize direct connections to parks, schools and neighborhood centers, and integrate the local streets with the larger townwide street network. (Planning, Public Works)~~

~~D.3 **Traffic Reduction Techniques.** The Town shall adopt a series of traffic reduction devices to discourage fast, through traffic across neighborhoods:~~

- ~~a. Street widths shall be designed to reflect the traffic volumes they are projected to carry, in order to avoid constructing undersized or oversized roads.~~
- ~~b. Curb radii shall be minimized at intersections to reduce pedestrian crossing time and reduce turning speeds.~~
- ~~c. Curb extensions at existing intersections to extend sidewalks as well as landscaping into parking lanes shall be encouraged.~~
- ~~d. Roundabouts, also known as traffic circles, at four-way intersections shall be considered to reduce conflicts.~~

~~In all of the above techniques, the intersections should be designed so that vehicles can turn safely without encroaching into opposing traffic. Curb returns must also be designed to comply with Americans for Disability Act standards for ramps. (Planning, Public Works)~~

~~D.41 **Level of Service Standards.** The Town shall adopt a level of service standard D for Crosstown Streets and signalized intersections (except at intersections noted below). The Town shall recognize that reducing congestion must be balanced against improvement costs and~~

community character concerns. The standard shall be used for planning new facilities and for monitoring proposed changes to the General Plan. A level of service standard of E shall be adopted for the intersections of Old Redwood Highway/U.S. 101 Northbound off-ramps/Lakewood Drive, Old Redwood Highway/U.S. 101 Southbound Ramps, and Old Redwood Highway/Conde Lane/Windsor River Road. ~~The standard for local streets should be based on volume thresholds instead of level of service designations.~~ (Planning, Engineering)

~~D.5 **Local Bus Service.** The Town shall continue to satisfy the needs of the transit dependent population by providing local bus service and paratransit service. (Planning)~~

~~D.6 **Future Rail Station.** The Town shall identify its preferred sites for future rail transit stops. The zoning ordinance shall be revised to protect the sites from development that would preclude the establishment of a rail terminal. 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.~~

~~-(Planning)~~

D.2 **Prioritizing Complete Street Upgrades.** The Town shall conduct a study of the existing street network to identify streets that would benefit from multimodal improvements, including identification of gaps and barriers in the transportation and transit networks. Based on findings from the study, the Town shall prepare and submit recommendations to the Town Council on a priority list of complete streets improvements.

D.3 **Utilizing Underutilized Rights-of-Way.** The Town shall conduct a study to identify underused rights-of-way, such as street lanes, open drainage facilities, and railroad corridors, to convert to bikeways, pedestrian ways, trails, and/or landscaping improvements. Based on findings from the study, the Town shall prepare and submit recommendations to the Town Council on priorities to maximize the use of underused right-of-way for non-motorized facilities or landscaping improvements.

D.74 Traffic Mitigation Fee. The Town ~~should~~shall continue to collect Traffic Mitigation Fees from new development to finance transportation improvements. Periodically or when there is a major change in land use forecasts or infrastructure improvements, the Town shall review the assumptions and formula used to derive the traffic mitigation fee and ~~amend~~update them as necessary. (Engineering)

E. Community Services and Facilities

Community services encompass a range of public and social activities and functions performed by the Town. This section addresses local opportunities for *human advancement and enrichment*, as well as the general need to cultivate a collective sense of *well being and security*. Community services and facilities addressed in this Plan include park and recreational activities, educational facilities, life and safety services, and social services. Future demand for these facilities has been correlated with in the Community Development Pattern section of this chapter to assure use of the same population forecasts and population distribution assumptions. With increasing constraints placed on local budgets, the Town and other public agencies will encounter increasing difficulties in offering consistent and quality service. This section presents policy statements for the location and distribution of community services and facilities. Bicycle routes, which are an important recreational resource, are discussed in the preceding Community Design and the Transportation sections of this chapter.

POLICIES

Community Service Planning

E.1 Implement strategies to upgrade community facilities and make up service deficiencies in already developed portions of the community.

E.1.1 Costs of improvements which are necessary to serve both existing and new developments should be equitably apportioned so that new development is required only to pay its fair share of new civic and community facilities. Correction of existing deficiencies should be addressed through the Town's Capital Improvements Program.

E.2 Require new development to provide its fair share of required services and infrastructure in a timely manner.

E.2.1 The Town should monitor the rate of development against the availability of community services and utilities, especially in the areas of emergency response, schools, water supply, and wastewater services. Prior to approval of development applications, the Town should determine that there is adequate capacity to accommodate the demand generated by the proposed development. If such capacity is not available, the project should be reduced in scale or phased, or increases in capacity should be programmed and funded.

E.2.2 Costs of improvements which are necessary to serve new developments, such as extension of water and sewer lines, pump facilities, storage facilities, and upgrades to existing utility lines, should be financed by the developer/property owner. Facilities shall be constructed to Town standards and dedicated to the Town. This policy does not preclude the use of assessment districts or similar mechanisms to finance improvements. However, existing residents should not have to pay for improvements necessitated only by new development.

E.2.3 Service and utility plans by the school districts, the fire districts, the County Water Agency, and the Town should be prepared and/or modified to be consistent with the location of development, the intensity of development, and the identification of priority development within the Urban Growth Boundary, as recommended by this General Plan.