

**TOWN OF WINDSOR  
AGENDA REPORT**

**Town Council Meeting Date:** November 28, 2016

**To:** Mayor and Town Council  
**From:** Ken MacNab, Community Development Director  
**Subject:** Presentation and Discussion of the Final Draft General Plan Update

**Recommendation to Council:**

- (1) Review, discuss and provide final direction on the mixed-use land use designations, the land use designation for 295 Shiloh Road and whether or not to allow grocery stores in the General Commercial land use designation;
- (2) Review, discuss and accept the changes to the Draft Policy Document; and
- (3) Direct staff and the General Plan consultant team to initiate preparation of the General Plan Update Programmatic Environmental Impact Report (EIR).

**Background:**

Through a robust public review process of all of the Elements of the General Plan Update policy document at ten public meetings held between July 12, 2016 and November 16, 2016, a Draft of the General Plan Policy Document (“Policy Document”) was prepared and is now ready for Council acceptance.

Review of draft sections (Elements) of the Policy Document started at the tenth joint study session of the Town Council and Planning Commission. A summary of the meetings held on the draft Policy Document is provided in Table One below.

Table One: Draft Policy Document Review Schedule

Joint Study Session #	2016 Meeting Date	Topic
10.	July 12	<ul style="list-style-type: none"> <li>• <u>General Plan Introduction</u> -presentation only</li> <li>• <u>Mixed-use development</u> – presentation and discussion of options and considerations for establishing goals and policies for mixed-use development</li> </ul>
11.	August 15	<ul style="list-style-type: none"> <li>• <u>Land Use and Community Design Element</u> – review and input of all sections except Implementation Programs</li> </ul>
12.	August 23	<ul style="list-style-type: none"> <li>• <u>Land Use and Community Design Element</u> – review and input of Implementation Programs section</li> <li>• <u>Economic Development Element</u> – review and input</li> <li>• <u>Public Facilities and Services Element</u> – review and input</li> </ul>
13.	September 22	<ul style="list-style-type: none"> <li>• <u>Transportation and Mobility Element</u> – review and input</li> </ul>
<b>Council Meeting</b>	September 28	WRT and Urban 3 Presentation on <u>Civic Center Vision</u>

Joint Study Session #	2016 Meeting Date	Topic
14.	October 13	<ul style="list-style-type: none"> <li>• <u>Environmental Resources Element</u> – review and input</li> <li>• <u>Public Health and Safety Element</u> – review and input</li> </ul>
<b>Council Meeting</b>	October 19	Urban 3 Presentation on <u>Shiloh Road East Study</u> Urban Growth Boundary <ul style="list-style-type: none"> <li>• Property Owner Requests for UGB changes</li> <li>• UGB Environmental Review</li> </ul>
15.	October 27	<ul style="list-style-type: none"> <li>• <u>Land Use Element</u> <ul style="list-style-type: none"> <li>• Property Owner Requests for Land Use Designation changes</li> <li>• Eastern Edge Residential Community Place</li> </ul> </li> </ul>
<b>Council Meeting</b>	November 16	<ul style="list-style-type: none"> <li>• <u>Land Use Element</u> <ul style="list-style-type: none"> <li>• Implementation of the Civic Center Visioning Study</li> <li>• Mixed-use land use designations</li> <li>• Property Owner Requests for Land Use Designation changes in Shiloh Road East Community Place</li> </ul> </li> </ul>
<b>Council Meeting</b>	November 28	Review of Final Draft General Plan Policy Document

Input provided at these public meetings is reflected in the Draft Policy Document in **Attachment 1** and tracked in red font. The most recent changes include direction provided by the Town Council at its November 16, 2016 meeting regarding the land use policies in the Civic Center Community Place, the request of the owners of 210 Shiloh Road (Lisa and Trini Amador) to apply the Boulevard Mixed-Use (BMU) land use designation to the entire site (APNs 059-310-052 and -051) and their request to add hotels to the description of uses allowed in the BMU land use designation.

At its November 16 meeting, the Council also discussed mixed-use land use designations, the request of the owners of 295 Shiloh Road to change the designation from BMU to Gateway Commercial (GC) and the request of the owners of 376 Shiloh Road to allow grocery stores in the GC land use designation. Final direction on these outstanding topics was continued to the November 28, 2016 Council meeting to allow all members of the Council to participate in the discussion. With regard to the mixed-use land use designations, Mayor Millan and Councilmember Okrepkie expressed an interest in providing flexibility based on the factors a public speaker (Kevin Farrell) described which include the context of the site, financial feasibility, and the needs of the end user(s). Vice Mayor Fudge indicated that in the BMU land use designation she supports vertical mixed-use at the frontage and would allow horizontal mixed-use at the rear of property. She also stated that a Form Based code would be the appropriate tool to ensure the Town’s objectives for BMU are achieved. All three Councilmembers present indicated support for horizontal mixed-use in the Neighborhood Center Mixed-Use designation. Discussion on the request to designate 295 GC was continued and with regard to the request to allow grocery stores in the GC land use designation, Mayor Millan and Councilmember Okrepkie stated support for the request and Vice Mayor Fudge is opposed to the request.

The purpose of the November 28, 2016 meeting is for the Council to (1) review, discuss and provide final direction on the mixed-use land use designations, the land use designation for 295 Shiloh Road and whether or not to allow grocery stores in the GC land use designation; (2) to review, discuss and accept the changes to the Draft Policy Document; and (3) to direct Town staff and the General Plan consultant team to initiate preparation of the Programmatic Draft EIR.

Work on the Draft EIR will commence with preparation of technical studies and the Draft EIR is scheduled to be completed and published for a 45-day public review period in the spring of 2017. A response to the public comments received during the review period will be prepared before the Final EIR is certified.

Following completion of the Draft EIR, the Town may wish to revisit the Draft Policy Document to address significant environmental impacts which may be identified through the EIR process. The Town Council may certify the General Plan EIR and adopt the updated General Plan at a public hearing after it receives a recommendation from the Planning Commission. Certification of the EIR and adoption of the General Plan is scheduled for the summer of 2017. The remaining project schedule is summarized in Table Two.

Table Two: Tentative Project Schedule

<b>Proposed Time Frame</b>	<b>Project Task</b>
November 28, 2016	Review and acceptance of Final Draft General Plan Policy Document
December 2016 – April 2017	Preparation of Draft EIR
April – May 2017	45-day Public Review Period
May – June 2017	Preparation of Response to Comments and Final EIR
July 2017	Planning Commission consideration of Final EIR and General Plan Update with recommendation to Town Council
August 2017	Town Council certification of Final EIR and adoption of General Plan Update

**Discussion:**

The Draft Policy Document is organized in three parts:

Part I - Introduction

- Overview of Windsor
- Context, purpose and legal requirements
- How plan is used
- Plan preparation process
- Plan’s vision
- Themes
- Plan organization

## Part II - Goals and Policies

- Land Use and Community Design
- Economic Development
- Transportation and Mobility
- Public Facilities and Services
- Environmental Resources
- Public Health and Safety
- Housing

## Part III - Implementation Program

Part III includes implementation programs and actions to carry out the General Plan.

The Housing Element was previously updated and is not included in the draft General Plan in **Attachment 1**. When the final General Plan document is prepared, the approved Housing Element will be included.

Input from the public, Council and Commission resulted in revisions to the draft Elements that range from minor typographical edits to substantive changes to address a variety of topics and issues. Some of the substantive changes include:

- Emphasizing Town-centered development with feathering of density and transitions at the edges of Town;
- Clarification and greater distinction in the mixed-use land use designations;
- Emphasis on attractively designed public and private improvements at entries into Town;
- Update and expansion of goals and policies for designated Community Place Areas (formerly referred to as “special areas”).
- Implementation of the preferred Civic Center Visioning Plan alternative;
- New downtown parking development and management policies;
- Neighborhood compatibility policies;
- Strengthening policies pertaining to environmentally sustainable development and practices;
- Strengthening of policies related to energy use;
- Policy to promote public access to waterways and wetlands;
- School siting and design criteria;
- Climate change adaptation;
- Addressing transportation and site constraints imposed by hazardous wastes and materials;
- Adding policies regarding groundwater recharge, recycled water use, and rainwater harvesting;
- Addressing airport noise by monitoring adherence to and enforcement of flight approach and flight path agreements;
- Considering emerging transportation policies and technologies;
- Working with the school district to address parking and traffic congestion around schools;

- Pursuing a bicycle and pedestrian crossing at Highway 101 and Old Redwood Highway;
- Pursuing a northbound on-ramp to Highway 101 at Arata Lane; and
- Awareness of and integration of design and programs supporting community health and wellness principles as a part of the overall quality of life in Windsor.

Any further refinements the Council directs Town staff and the consultant team to make will be incorporated into a Final Draft of the General Plan Policy Document.

**ATTACHMENTS:**

Attachment 1: Draft General Plan Policy Document

Attachment 2: Public correspondence

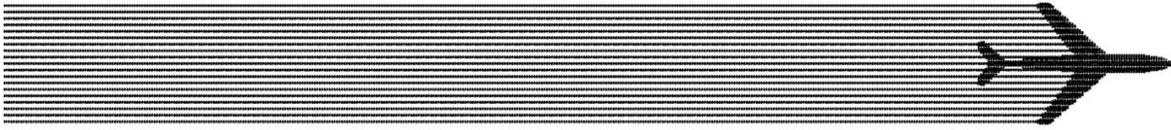
**Prepared By:**

Emmanuel Ursu,  
Planning Consultant

**Recommended By:**

Linda Kelly,  
Town Manager

Ken MacNab,  
Community Development Director



November 16, 2016

Town of Windsor Mayor and Council  
c/o Ken MacNab  
Community Development Director  
9291 Old Redwood Hwy., Bldg. 400  
Windsor, CA 95492-0100

RE: General Plan Update – Max FAR for Light Industrial Land Use Designation

Dear Ken,

Airport Business Center would like to share its opinion on the max FAR that is being called for in the General Plan Update for the light industrial land use category.

If the Town restricts the buildings to single story, then the current max FAR could not be exceeded, given parking constraints.

However, this does not allow for industrial buildings to have small, ancillary second story office space. As developers, we are seeing this be requested on a more regular basis.

It is our opinion, based on our recent experience and calculations, that if the Town increased the max FAR to 0.6 for the light industrial designation in the General Plan Update, the problem would be remedied.

Thank you for your considering our concerns surrounding this matter.

Sincerely,

AIRPORT BUSINESS CENTER,  
a California limited partnership

BY: \_\_\_\_\_  
NATALIE BALFOUR  
Asset and Project Manager

**From:** Rue [<mailto:pgrst@monitor.net>]

**Sent:** Tuesday, November 15, 2016 10:11 AM

**To:** Mark Millan <[millan@datainstincts.com](mailto:millan@datainstincts.com)>; Debora Fudge <[dlfudge@comcast.net](mailto:dlfudge@comcast.net)>; Bruce Okrepkie <[bokrepkie@gpins.com](mailto:bokrepkie@gpins.com)>; Sam Salmon <[mayorsalmon@gmail.com](mailto:mayorsalmon@gmail.com)>; Dominic Foppoli <[dominic@christophercreek.com](mailto:dominic@christophercreek.com)>; Dominic Foppoli <[dominic@christophercreek.com](mailto:dominic@christophercreek.com)>

**Cc:** Linda Kelly <[lkelly@Townofwindsor.com](mailto:lkelly@Townofwindsor.com)>; Ken MacNab <[kmacnab@Townofwindsor.com](mailto:kmacnab@Townofwindsor.com)>

**Subject:** Windsor\_No of Arata Follow up

Good morning Town of Windsor Council-members and staff.

We want to thank you for your dedication to implementing a vision that will serve Windsor at every opportunity, and for your continuing willingness to make the best plan for the area north of Arata Lane (Special Area C).

To that end, we have followed your General Plan processes and made every effort to create a plan that has evolved in response to the Town's current goals and vision.

We support your deliberations to change the status of "the Area North of Arata Lane" [Area] to one that asks for a landowner cooperative plan rather than a Special Area Plan. We are working together with property owners in the Area, continue our discussions with Windsor Unified School District, and have produced a draft site plan. The General Plan doesn't specify the necessity for Specific Plans in any other potential annex-able areas inside the UGB, but calls for Planning Studies. In the case of the Area North of Arata, the property owners have a draft proposal on the table that is acceptable to stakeholders, meets the goals of the General Plan and fulfills the Policies.

I'm attaching the most recent Windsor land use map that shows the property zoning (see below). Except for the church parcel, we understand this to reflect your goals. These designations are what we have heard from the Council, the Commission, staff and Town residents. We agree that the designations are more in keeping with the 2040 Windsor vision.

Given the agricultural uses existing in the Area, we support amendments to your buffer zoning that would offer alternative mitigations for the interface between agricultural and other uses. Agricultural lands on the eastern side of the Area will not likely be included in an early Phase of development so will need special attention and more considered mitigations. We would be happy to work with you, and have amended our site plan to include space for alternatives such as hedgerows and/or a bike path.

We offer suggested changes to policies, in keeping with our understanding of your goals, for the Area North of Arata in your GPU Land Use and Community Design section (beginning on page 2 – 37). Strike-throughs are suggested for omission, yellow highlights are suggested for inclusion. Some suggested changes are simply language taken from other Sections.

As you know, over the years we have always tried to bring the best possible examples of what we have come to understand is the vision Windsor has for the future. Feedback is always welcome.

We also want to congratulate Vice Mayor Fudge and Councilman Okrepkie for your election victories.

Have a wonderful winter week, and thank you once more for your dedication.

Rue

Policies

LU-13.1 Specific Area Plan (or Planning Area).

~~The Town shall require the preparation of a Specific Plan that designs the unincorporated area north of Arata Lane with full consideration of land uses near the new Arata/Lane/U.S. 101 interchange;~~ The Town shall require the preparation of a planning study for the Area North of Arata Lane. It shall include consideration of 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; and treatment of the community "edge" to the north. ~~The Specific Plan shall address the phasing of development, and extension and financing of infrastructure and circulation improvements.~~ The plan shall coordinate local circulation, encourage compatibility with active vineyards immediately to the east, and demonstrate consistency with the policies in this section of the General Plan. The Specific Plan shall 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 near the intersection of at 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 shall be identified, in consultation with the Windsor Unified School District, if the School District determines this is an appropriate location for a school. *(and is able to purchase/build ?)*
- 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 organized sports for Windsor's youth and adults, and areas suitable for active uses such as bicycle paths, or par courses.