# TOWN OF WINDSOR

# 2015-2023
# HOUSING ELEMENT UPDATE

Adopted January 7, 2015
Certified by HCD February 12, 2015

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# Town of Windsor
# Housing Element Update
# 2015-2023

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# SECTION 4.1 INTRODUCTION

## Purpose of Housing Element

The Housing Element is one of seven General Plan Elements required by the State of California. Per State Housing Element law, the document must

- Outline a community's housing production objectives;
- List policies and implementation programs to achieve local housing goals;
- Examine the need for housing resources in a community, focusing in particular on special needs populations;
- Identify adequate sites for the production of new housing serving various income levels;
- Analyze potential constraints to production; and
- Evaluate the Housing Element for consistency with other components of the General Plan.

Updated every eight years, this document serves as the guide for residential development and addressing housing needs in the Town of Windsor.

## General Plan Consistency

The California Government Code requires internal consistency among the various elements of the General Plan. Section 65300.5 of the Government Code states that the various elements of the General Plan shall provide an integrated and internally consistent and compatible statement of policy. Upon adoption, this Housing Element will become part of the Town's General Plan. The Town is currently (2014) in the process of preparing a comprehensive update of the General Plan. Town staff has reviewed the other elements of the 2015 General Plan (adopted in 1996 and amended in January 2013) and has determined that this Housing Element provides consistency with the other elements of the General Plan. Adoption of the new General Plan may necessitate revisions to the Housing Element to maintain internal consistency. The Town will maintain this consistency as future General Plan amendments are processed by evaluating proposed amendments for consistency with all elements of the General Plan, including the Housing Element.

## Community Outreach

Recognizing the need and value of public participation in the Housing Element planning process, the following steps were taken to solicit input from community members and other stakeholders: Advertising of the meetings included announcements placed on the Town's website and email notifications and phone calls to a list of over 70 local stakeholders, including several developers and housing advocate groups. Both meetings were advertised for two weeks prior to the meeting date on the Town-owned electronic reader board located on Old Redwood Highway at the 101 northbound off-ramp. Both meetings were also announced during televised Town Council meetings held prior to the meeting date.

## Stakeholder Workshop

On June 19, 2014, the Town of Windsor held a Housing Element Stakeholder Meeting from 3:00 pm to 5:00 pm at the Town Hall. At the meeting housing stakeholders heard a presentation about the Town's Housing Element Update and discussed housing challenges in Windsor. As described above, over 70 stakeholders were invited to the meeting; six people attended. The input received at the meeting, which is summarized in Appendix B, was incorporated into the Housing Element where applicable. The existing policies and programs were evaluated with the input in mind and new policies and programs we added based on this input.

## Community Workshop

On July 9, 2014, the Town hosted a workshop to engage the community in the planning process. Town staff and the consultants made a presentation describing housing needs to initiate a discussion on local housing needs for the community at large and special needs populations. Ten participants discussed housing issues and offered input on potential policies and programs to address these needs. The input received at the meeting, which is summarized in Appendix B, was incorporated into the Housing Element where applicable. The existing policies and programs were evaluated with the input in mind and new policies and programs we added based on this input.

## Planning Commission and Town Council Study Sessions

The Planning Commission and Town Council reviewed the Draft Housing Element in separate study sessions on August 12, 2014, and September 17, 2014. Both meetings included a public hearing, providing members of the public opportunity to comment on the Draft Housing Element. The Commission and Council authorized Town staff to submit the Housing Element to HCD for the State-mandated review.

The Town will continue to make a committed effort to include all economic segments of the community throughout the revision, adoption, and implementation of the Housing Element.

# SECTION 4.2 HOUSING OBJECTIVES, POLICIES, AND PROGRAMS

This section outlines the Town of Windsor's quantified objectives for new unit construction, conservation, and rehabilitation during the 2015-2023 planning period. It then presents policies and programs to meet these objectives and address local housing needs. The policies and programs are grouped under the following goals:

- New Housing Development
- Assistance to Households
- Maintenance and Improvement of Housing Stock
- Preservation of Affordable Units at Risk of Conversion
- Addressing Governmental Constraints
- Provision of Special Needs Housing
- Equal Housing Opportunities
- Opportunities for Water and Energy Conservation

This section also identifies the responsible party, potential funding source, and a timeline for each implementation program.

## Quantified Objectives

Table 4.1 outlines the Town's proposed housing production, rehabilitation, and conservation objectives for the 2015-2023 Housing Element planning period.

**TABLE 4.1**
**QUANTIFIED OBJECTIVES**
**Town of Windsor**
**January 2015 - January 2023**

| Production Goals | Extremely Low | Very Low | Low | Moderate | Above Moderate | Total |
|---|---|---|---|---|---|---|
| New Construction | 40 | 80 | 60 | 70 | 400 | **650** |
| Rehabilitation | | | 10 | 10 | | **20** |
| Conservation* | 50 | 50 | 50 | 10 | | **160** |
| **Total Units** | **90** | **130** | **120** | **90** | **400** | **830** |

*Sources: Town of Windsor, 2014.*
Note: *The number of units that might be conserved as a result of the Town's Mobile Home Park Conversion Ordinance and Mobile Home Park Rent Stabilization Ordinance is difficult to quantify, but the two ordinances serve to protect mobile homes as a source of affordable housing in the community.

## Goal H-1: New Housing Development

| GOAL H-1 | To provide adequate housing sites and encourage the availability of housing types for all economic segments of the community. |
|---|---|

### *Policies*

1.1 The Town shall ensure that sufficient land is available to accommodate Windsor's share of regional housing needs, including land needed to accommodate extremely low-, very low-, low-, and moderate-income housing.

1.2 The Town shall encourage development of a range of housing types affordable to various income groups, including single family and multifamily dwellings, "move-up" housing, senior housing, secondary and other smaller units, and special needs housing.

1.3 The Town shall facilitate the construction of units affordable to extremely low-, very low-, low-, and moderate-income households.

1.4 The Town shall strive to ensure new housing is provided to meet the needs of the local workforce that work and serve the community (e.g., teachers, police officers, fire fighters, nurses and hospital workers, retail and service workers).

1.5 Consistent with "no-net-loss" density provisions contained in Government Code Section 65863, the Town shall consider the potential impact on the Town's ability to meet its share of the regional housing need when reviewing proposals to downzone residential properties, reclassify residentially-designated property to other uses, or develop a residential site with fewer units than what is assumed for the site in the Housing Element sites inventory.

1.6 The Town shall continue to require the provision of very low-, low-, and moderate-income housing within residential development projects that are subject to the Inclusionary Housing Ordinance and continue to provide flexibility to allow developers to satisfy inclusionary housing requirements through methods that may include payment of an in-lieu fee, land donation, or off-site construction.

1.7 The Town shall continue to require inclusionary housing units to be dispersed throughout the development, constructed simultaneous with market-rate housing, and designed to be similar to market-rate units to achieve a balance of housing in neighborhoods and minimize opposition to affordable housing.

1.8 The Town shall continue to implement its Housing Density Bonus Ordinance consistent with State law.

1.9 The Town shall continue to permit second units on single family residential lots and encourage the development of second units.

1.10 The Town shall continue to permit manufactured housing in the residentially-zoned districts of the town.

1.11 The Town shall explore new and innovative approaches to funding affordable housing.

1.12 The Town shall continue to allocate staff resources to pursuing partnerships that result in the development of affordable housing.

1.13 The Town shall support the Community Land Trust model of providing affordable homeownership for the local workforce.

### *Implementation Programs*

1.A **Inclusionary Housing Ordinance**. The Town shall continue to implement the Inclusionary Housing Ordinance and require new residential developments of 10 or more units to set aside either:

a) 10 percent of units for moderate-income households;

b) 7.5 percent of units for low-income households; or

c) 5 percent of units for very low-income households.

The Town shall also continue to allow developers to satisfy their inclusionary housing requirement through various options, which may include payment of an in-lieu fee, land donation, or off-site construction. The Town shall investigate the feasibility of conducting a nexus study to determine an appropriate in-lieu fee, and based on the findings of the study, the Town may adopt an updated in-lieu fee or eliminate the in-lieu fee option. The Town shall establish a dedicated fund for the inclusionary housing in-lieu fee and a program for distributing the funds for the development of affordable housing.

The Town shall facilitate partnerships between developers of market-rate units and affordable housing developers to assist developers in meeting inclusionary requirements, including partnerships with non-profit and for-profit developers of affordable rental housing and organizations employing the Community Land Trust model (e.g. Housing Land Trust of Sonoma County).

Responsibility: Community Development Department

Funding: N/A

Schedule: Ongoing; establish dedicated fund and program, and investigate feasibility of a nexus study by 2016.

1.B **Assistance to Affordable Housing and Special Needs Housing Developers.** The Town shall work with developers of affordable housing and housing for special needs groups to plan and develop projects that will be an asset to the community. Such work may include, but not be limited to:

- support in applications for regional, State, and Federal funding:
- design review workshops:
- site location assistance; and
- direct financial assistance.

Financial support may come in the form of inclusionary housing in-lieu fees, Community Development Block Grant (CDBG) funds, Mental Health Services Act (MHSA) funding, and other regional, State, and Federal sources that the Town shall continue to pursue in partnership with local developers.

Responsibility: Town Manager, Community Development Department

Funding: General Fund; Inclusionary Housing In-Lieu Fees; Regional, State, and Local Funds

Schedule: Annually

1.C **Annual Growth Control Report.** The Town shall monitor the supply of residential land through its Annual Growth Control Report to ensure sufficient developable land is planned and zoned for single family and multifamily residential development to accommodate projected housing needs for the RHNA planning period through October 31, 2022. If, at any time, the supply of sites zoned for multifamily housing falls below the quantity of land required to accommodate the Town's remaining need for higher density multifamily housing, the Town shall initiate rezonings to provide additional land.

Responsibility: Planning Department

Funding: General Fund

Schedule: Annually

1.D **Annual Housing Report.** The Town shall review and report annually on the implementation of Housing Element programs and the effectiveness in meeting the program objectives for the prior calendar year. The Town shall present the annual report to the Town Council at a public hearing before submitting the annual report to the California Department of Housing and Community Development and the Office of Planning and Research.

Responsibility: Community Development Department

Funding: General Fund

Schedule: Annually

1.E **Encourage Affordable Housing Development at Shiloh Road Village.** The Town shall make an effort to publicize opportunities for the development of housing at the Shiloh Road Village site. This effort shall include organizing special marketing events geared toward the development community and posting the site inventory and other updates pertaining to Shiloh Road Village on the Town's website. As an objective, the Town shall aim to support the development of at least 200 affordable units at Shiloh Road over the course of this planning period.

Responsibility: Community Development Department

Funding: General Fund, Inclusionary Housing In-Lieu Fees

Schedule: Ongoing

1.F **Support the Development of Rental Housing and Housing Affordable to Extremely Low-Income Households.** The Town shall prioritize funding identified in Program 1.B for development of housing affordable to extremely low-income households. The Town shall encourage developers to use the density bonus incentives to encourage the development of single-room occupancy rental units. Further, the Town shall commit a portion of the in-lieu fees from Program 1.A to partner with non-profit housing development organizations to build high-density residential and mixed-use housing that includes units affordable to extremely low-income households.

Responsibility: Community Development Department

Funding: General Fund; Inclusionary Housing In-Lieu Fees; Regional, State, and Local Funds

Schedule: Research and seek funding opportunities biannually

1.G **Affordable Secondary Dwelling Unit Incentive Program.** The Town shall develop an affordable secondary dwelling unit incentive program to encourage property owners to deed restrict second units as affordable rental housing for lower- or moderate-income households. As part of the program, the Town shall establish long-term affordability requirements and a monitoring program to ensure long-term affordability is maintained. The Town may impose a small monitoring fee to cover program costs. Incentives may include but are not limited to:

- An increase in the maximum allowed size of second units;
- A reduction in the minimum lot size on which second units are allowed;
- Reduced setbacks and/or other property development standards; and/or
- Permit and development fee waivers. *(Source: New program added in response to public input)*

Responsibility: Community Development Department, Town Manager, Town Council

Funding: General Fund

Schedule: 2018

1.H **Station Area/Downtown Inclusionary Housing Ordinance.** The Town shall explore the feasibility of amending the Inclusionary Housing Ordinance to include a higher affordability requirement for projects within the Station Area/Downtown Specific Plan planning boundary.

Responsibility: Community Development Department

Funding: General Fund

Schedule: 2016

## Goal H-2: Assistance to Households

| GOAL H-2 | To increase rental and homeownership opportunities for lower- and moderate-income households through direct housing assistance. |
|---|---|

### *Policies*

2.1 The Town shall assist extremely low-, very low-, low-, and moderate-income households in renting or purchasing a home in Windsor.

### *Implementation Programs*

2.A **Pursue Funding for Homebuyer Assistance.** As opportunities arise, the Town shall pursue funding from State agencies for homebuyer assistance, particularly in partnership with the sponsors of affordable housing projects.

Responsibility: Planning Department

Funding: General Fund

Schedule: As State funding programs become available

2.B **Mortgage Credit Certificate Program.** The Town shall continue to participate in the Mortgage Credit Certificate (MCC) Program, administered by the County of Sonoma and is part of a Joint Powers Agreement, to provide assistance to first-time lower- and moderate-income homebuyers. The Town shall continue to publicize the program through the distribution of brochures and information on the Town website.

Responsibility: Planning Department, Sonoma County Community Development Commission

Funding: General Fund

Schedule: Ongoing

2.C **Section 8 Rental Housing Subsidies.** The Town shall continue agreements with the Sonoma County Housing Authority to make Section 8 rental housing subsidies available to qualified Windsor residents whenever available.

Responsibility: Town Manager, Sonoma County Housing Authority

Funding: N/A

Schedule: Ongoing

## Goal H-3: Maintenance and Improvement of Housing Stock

| | |
|---|---|
| **GOAL H-3** | To maintain and improve the existing housing stock. |

### *Policies*

3.1 The Town shall encourage property owners to rehabilitate housing units in deteriorating or critical condition by marketing and offering grants, loans, and other funds for this purpose.

3.2 The Town shall provide financial assistance to encourage low- and moderate-income property owners to maintain and rehabilitate their property.

### *Implementation Programs*

3.A **CDBG Housing and Mobile Home Rehabilitation Program.** The Town shall continue to encourage residents to participate in the Sonoma County Community Development Commission Housing Rehabilitation Program funded by Community Development Block Grant (CDBG) funding. The Town shall publicize the availability of funding for rehabilitation via the Town website and encourage residents to consider applying for funds through code enforcement cases.

Responsibility: Town Manager, Sonoma County Community Development Commission

Funding: General Fund

Schedule: Ongoing

3.B **Additional State, Federal, and Other Funds for Rehabilitation.** The Town shall continue to apply for CDBG funds from the County Community Development Committee on an annual basis, in partnership with sponsors of affordable housing projects in Windsor, and shall continue to seek funds from State and Federal sources to augment local funds for housing rehabilitation. This effort may include partnerships with affordable housing developers to access funds. In addition, the Town shall secure mortgage revenue bonds through the California Housing Finance Agency at the request of developers.

Responsibility: Town Manager, Planning Department

Funding: CDBG, Mortgage Revenue Bonds, and other State and Federal funds

Schedule: Annual

3.C **Coordination with Fire Inspection Programs.** The Town shall continue to support the Windsor Fire Protection District's apartment inspection program to identify and abate unsafe conditions in rental housing. The Town shall cooperate with the Fire District to ensure inspections are conducted for all rental housing on an annual basis.

Responsibility: Building Department

Funding: General Fund

Schedule: Annual

## Goal H-4: Preservation of Affordable Units At-Risk of Conversion

| | |
|---|---|
| **GOAL H-4** | To preserve the existing supply of affordable housing units. |

### *Policies*

4.1 The Town shall strive to preserve the Town's supply of mobile home units as sources of nonsubsidized affordable housing, and work with developers to replace these units as very low- and low-income homes should any redevelopment of the mobile home parks occur and provide priority placement to displaced residents.

4.2 The Town shall assist in the preservation of housing units produced through the Inclusionary Housing Program or by affordable housing developers as affordability terms expire.

### *Implementation Programs*

4.A **Mobile Home Park Conversion Ordinance.** The Town shall continue to contract with the Sonoma County Community Development Commission to administer its Mobile Home Park Conversion Ordinance to provide financial assistance to occupants in the relocation process, and to discourage circumstances under which mobile home parks may be converted to other uses.

Responsibility: Community Development Department

Funding: General Fund

Schedule: Ongoing

4.B **Mobile Home Park Rent Stabilization.** The Town shall continue to provide for the administration and enforcement of the Town's Mobile Home Park Rent Stabilization Ordinance.

Responsibility: Community Development Department

Funding: General Fund

Schedule: Ongoing

4.C **Monitoring of Rental Unit Conversion and Affordable Unit Supply.** The Town shall monitor local trends in rental unit conversion and examine the feasibility of a condominium conversion ordinance to preserve the supply of rental units. This monitoring shall occur as part of the subdivision mapping process, which would alert the Town to a proposed condominium conversion. As part of this program, the Town shall also continue to monitor its supply of affordable units, associated affordability expiration dates, and local sales prices for homes. Monitoring shall occur in tandem with the Town's Annual Housing Report, which examines the physical condition and affordability terms of local affordable housing projects (see Program 1.D).

Responsibility: Community Development Department

Funding: General Fund

Schedule: Ongoing

4.D **Preservation of Assisted Housing Stock.** The Town shall work with other governmental and non-profit organizations to use available resources in the preservation or replacement of existing affordable housing developments in Windsor, particularly publicly-assisted units. The Town shall strengthen relationships with other governmental and non-profit organizations to develop a strategy for preservation of the Windsor's affordable housing stock as affordability terms expire and the need arises. The Town shall also work with project owners and sponsors to ensure that once units are noticed to convert to market-rate, tenants receive proper notification. This monitoring process shall occur in tandem with the Town's Annual Housing Report.

Responsibility: Community Development Department

Funding: General Fund

Schedule: Ongoing

## Goal H-5: Addressing Governmental Constraints

| | |
|---|---|
| **GOAL H-5** | To minimize governmental constraints on residential development. |

### *Policies*

5.1 The Town shall maintain municipal land use controls and development standards that allow for financially feasible residential development.

5.2 The Town shall maintain entitlement procedures that provide the Town sufficient oversight of the development and design process while offering residential developers a fair, timely, consistent, and predictable process.

5.3 The Town shall ensure adequate infrastructure and public services are provided to serve existing and planned residential development.

5.4 The Town shall ensure that the Town's Growth Control Ordinance does not negatively impact the production of housing affordable to lower-income households.

5.5 The Town shall continue the policy of deferring payment of fees on a case-by-case basis until housing units are sold, ready for occupancy, or long-term financing is in place, as a means of assisting affordable housing projects.

5.6 The Town shall continue to allow pairs of studio apartments of 500 square feet or less to be counted as one unit for purposes of calculating densities and fees.

### *Implementation Programs*

5.A **Design Review Process.** The Town shall evaluate its Design Review process to assure developers a reasonable and fair approach to the application of the Town's Design Standards. This evaluation shall include a detailed analysis of the Town's current design review guidelines to identify better requirements and approval procedures and shall analyze the impacts of the guidelines and process on housing costs and approval certainty. The evaluation will result in a series of recommended actions to streamline this process, as well as an identification of responsible agencies and a timeline for implementation. As part of this process, the Town shall aim to set a maximum of two Planning Commission meetings for Design Review. The Town shall also consider fast-track permit procedures to encourage affordable housing projects including cohousing, self-help, and community housing.

Responsibility: Town Attorney, Community Development Department

Funding: General Fund

Schedule: 2016

5.B **Tree Preservation and Protection Ordinance.** The Town shall maintain a flexible approach towards implementation of the Tree Preservation and Protection Ordinance. The Town shall work with residential developers to craft reasonable solutions on a case-by-case basis that support financially feasible development while preserving and protecting the Town's trees.

Responsibility: Planning Department

Funding: General Fund

Schedule: Ongoing

5.C **Development Impact Fee Review.** The Town shall review its current development impact fee program to confirm the appropriate level of impact fees to charge for multifamily residential units and second units based on the demand they create for public facilities and infrastructure. As justified by this review, the Town shall reduce fees for multifamily units, second units, co-housing, and self-help housing units to encourage their construction. As appropriate, the Town shall also reduce fees for lower-income housing on a sliding scale related to the level of affordability during the next impact fee review.

Responsibility: Public Works Department, Administrative Services Department, Community Development Department

Funding: General Fund

Schedule: 2016

5.D **Annual Growth Control Report.** As part of the Annual Growth Control Report (described in Program 1C) the Town shall evaluates the capacity of the Town's infrastructure and service systems (i.e., roads, drainage, water, recycled water, parks, public safety, schools) and outline strategies to expand these systems to serve new development.

Responsibility: Community Development Department

Funding: General Fund

Schedule: Ongoing

5.E **Capital Improvement Program.** The Town shall continue to update and implement its five-year Capital Improvement Program to guide development of public facilities required by new residential demand and to improve existing facilities in need of upgrading.

Responsibility: Town Manager, Administrative Services Department

Funding: General Fund

Schedule: Annually

5.F **Parking Requirements.** The Town shall evaluate its parking requirements, particularly for multifamily, affordable, homeless, and farmworker housing, to examine the feasibility of requiring fewer parking spaces per unit, thereby lowering development costs and supporting financial feasibility. This review will result in a series of recommendations for adjusting the Town's parking standards, as appropriate.

Responsibility: Community Development Department

Funding: General Fund

Schedule: 2016

## Goal H-6: Provision of Special Needs Housing

| | |
|---|---|
| **GOAL H-6** | To provide a range of housing opportunities for Windsor residents with special needs, including the elderly, people with disabilities, single parent-households, large households, farmworkers, extremely low-income residents, and the homeless. |

### *Policies*

6.1 The Town shall facilitate and encourage the construction of a variety of housing types to provide alternatives to single family detached housing and to address special housing needs.

6.2 The Town shall encourage the development, rehabilitation, and preservation of senior housing, particularly in areas that are accessible to public transit, commercial services, and health and community facilities.

6.3 The Town shall ensure that locations are available within the town to accommodate any future need for emergency shelters, supportive housing, or transitional housing.

6.4 The Town shall continue to allow for emergency shelters as a permitted use in the CC (Community Commercial) District.

6.5 The Town shall require projects that contain 20 or more dwelling units and are located within ½ mile of the Station to design and build 10 percent of the units to be habitable by persons with disabilities.

6.6 The Town shall continue to allow farmworker housing by right in IH (Heavy Industrial) and LH (Light Industrial) districts.

6.7 To help address the needs of single-parent households, the Town shall continue to provide an additional density bonus or other incentive for residential projects that include a child day care center.

6.8 The Town shall continue to provide individuals with disabilities reasonable accommodation through flexibility in the application of land use and zoning regulations when necessary to eliminate barriers to housing opportunities.

6.9 The Town, in its discussions with developers producing affordable housing units under the Inclusionary Housing Program or development agreements, shall encourage the provision of larger units.

### *Implementation Programs*

6.A **Agricultural Worker Housing.** The Town shall cooperate with housing developers to secure additional funding for farmworker projects from sources administered by the California Department of Housing and Community Development, including the Farmworker Housing Grant Program, the State Office of Migrant Services, and the Federal Farmers Home Administration.

Responsibility: Planning Department

Funding: General Fund

Schedule: Research and seek funding opportunities biannually

Objective: 10 units of farmworker housing.

6.B **Zoning for Agricultural Worker Housing.** The Town shall amend the Zoning Ordinance to fully comply with State law requirements for agricultural worker housing (Health and Safety Code Section 17021.6), which requires agricultural worker housing of up to 12 units (or 36 beds in group housing) to be treated as an agricultural use and allowed in all zones allowing agriculture, subject to the same permitting requirements.

Responsibility: Planning Department

Funding: General Fund

Schedule: 2016

6.C **Homeless Services.** The Town shall continue to provide financial support for area homeless services, and if appropriate support a regional effort to develop homeless facilities. The Town shall partner with and support local organizations and churches that provide assistance to homeless residents.

Responsibility: Community Services Department, Planning Department

Funding: General Fund

Schedule: Ongoing

6.D **Transitional Housing, Supportive Housing, and Residential Care Homes.** The Town shall support developers of transitional and supportive housing facilities through applications for State and Federal funding, design review workshops conducted in conjunction with the Annual Growth Control Report, site location assistance, and direct financial assistance, as necessary and appropriate. Through these efforts, the Town shall strive to create permanent supportive housing for its share of Sonoma County's homeless and disabled population, per the County's 10-Year Homeless Action Plan, as well as residents with developmental disabilities.

Responsibility: Planning Department

Funding: General Fund

Schedule: Ongoing

6.E **Coordinate with the North Bay Regional Center.** The Town shall work with the North Bay Regional Center to implement an outreach program informing residents of the housing and services available for persons with developmental disabilities. The Town shall make information available on the Town website.

Responsibility: Community Services Department

Funding: General Fund

Schedule: Initiate outreach by 2015

## Goal H-7: Equal Housing Opportunities

| | |
|---|---|
| **GOAL H-7** | To ensure equal housing opportunities for all Windsor residents regardless of race, color, religion, sex, sexual orientation, marital status, national origin, ancestry, familial status, disability, or source of income. |

### *Policies*

7.1 The Town shall discourage discriminatory housing practices.

7.2 The Town shall provide guidance to the public about fair housing practices.

### *Implementation Programs*

7.A **Promote Equal Housing Opportunities.** The Town shall continue to continue to make referrals to Fair Housing of Sonoma County (FHOSC) to assist with housing discrimination complaints and for landlord/tenant mediation services. The Town shall also make available written materials on fair housing education to tenants and landlords at community and senior centers, recreation centers, and at the Town's Community Development Counter.

Responsibility: Community Development Department, Parks and Recreation Department

Funding: General Fund

Schedule: Ongoing

## Goal H-8: Opportunities for Water and Energy Conservation

| | |
|---|---|
| **GOAL H-8** | To promote water and energy conservation in residential development and reduce greenhouse gas emissions. |

### *Policies*

8.1 The Town shall ensure that all new residential development meets or exceeds the standards contained in Title 24, Part 6 of the California Code of Regulations (Energy Efficiency Standards for Residential and Nonresidential Buildings) and the Town's Green Building Ordinance, and encourage the retrofitting of existing development to improve energy and conservation.

8.2 The Town shall establish a development pattern that helps reduce vehicle miles traveled and promotes transit ridership, and pedestrian and bicycle access.

8.3 The Town shall encourage homeowners and property owners of existing residential buildings to incorporate energy and water efficient features and renewable energy facilities in structures.

8.4 Wherever appropriate, the Town shall grant flexibility during the Design Review procedures to allow development on infill parcels where adopted development standards would preclude development feasibility.

8.5 The Town shall encourage residential development in proximity to the SMART Station, consistent with the Windsor Station/Downtown Specific Plan, to reduce vehicle miles traveled and promote transit ridership.

### *Implementation Programs*

8.A **Windsor Efficiency PAYS®.** The Town shall continue to implement the Windsor Efficiency PAYS® program to allow residents to finance efficiency updates and benefit from utility bill savings through a voluntary assessment. The Town shall perform significant outreach to market the program via its website and printed materials, and will encourage owners whose homes are subject to code enforcement to take advantage of this opportunity.

Responsibility: Administrative Services Department

Funding: General Fund

Schedule: Ongoing

8.B **Water Smart Home Program.** The Town shall continue to implement the Water Smart Home program to provide residents with free water use assessments.

Responsibility: Building Department

Funding: General Fund

Schedule: Ongoing

8.C **Infill Design Standard.** The Town shall continue to implement its Residential Infill Policy, established in 2002, which allows higher densities and encourages compact development patterns that in turn promote housing affordability, maximize existing land resources, reduce pressure to convert agricultural resources, and conserve habitat and environmentally sensitive areas. The Residential Infill Policy will be largely supported through implementation of the Station Area/Downtown Specific Plan, which allows higher densities and encourages compact development in the downtown area.

Responsibility: Planning Department

Funding: General Fund

Schedule: Ongoing

# SECTION 4.3 HOUSING NEEDS ASSESSMENT

## Demographic Trends

The town of Windsor is a moderately-sized community in suburban Sonoma County and currently (2014) has an estimated 27,104 residents and 9,048 households (see Table 4.2). Since its incorporation in 1992, Windsor has expanded rapidly, outpacing growth in both Sonoma County and the Bay Area. The town's population increased by 19.2 percent between 2000 and 2014. This is compared to a 6.9 percent and 9.4 percent increase in the county and Bay Area, respectively.

Windsor has been and remains a family-oriented community. In 2010 families represented approximately three quarters of all households in Windsor. In the county and the Bay Area, families generally make up approximately 65 percent of households. While the average household size has grown in all three areas, it has remained comparatively high in Windsor, with an average of 2.99 persons per household in 2014. In comparison, both the county and Bay Area have average household sizes of 2.56. The town also has a high homeownership rate. As of 2010, 75.8 percent of households were owner-occupied, compared to 60.4 percent countywide and 56.2 percent in the Bay Area.

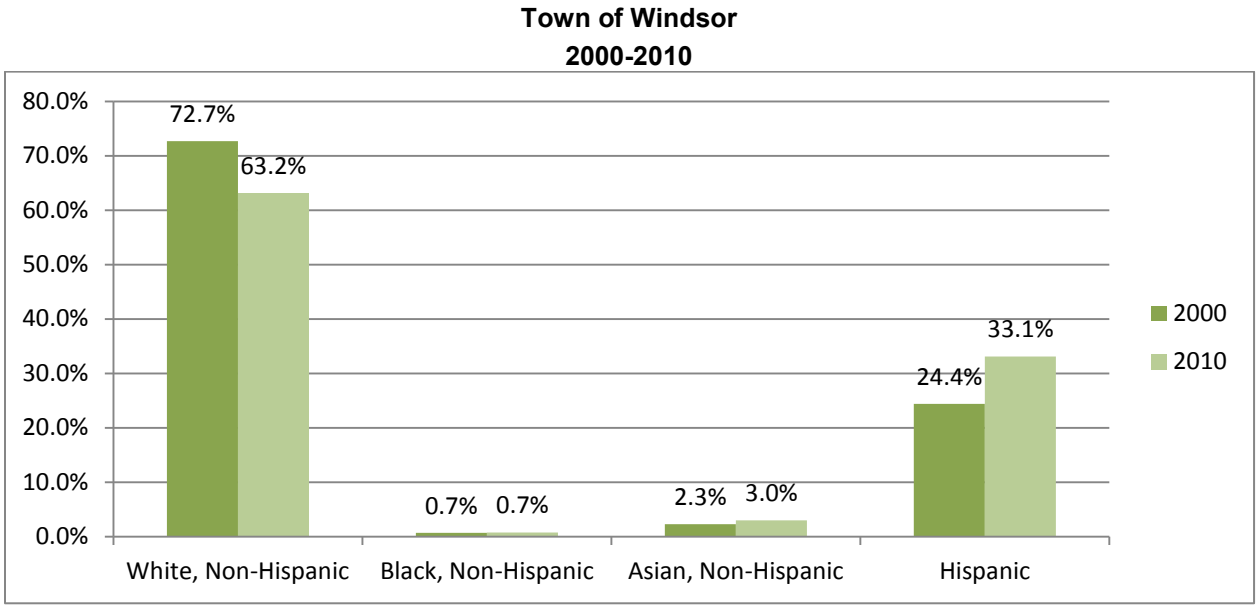
**TABLE 4.2**
**POPULATION AND HOUSEHOLD TRENDS**
**Town of Windsor, Sonoma County, and the Bay Area**
**1990-2013**

| | 2000 | | 2010 | | 2014 | | Percent Change since 2000 |
|---|---|---|---|---|---|---|---|
| | Number | Percent | Number | Percent | Number | Percent | |
| **Town of Windsor** | | | | | | | |
| Population | 22,744 | -- | 26,801 | -- | 27,104 | -- | 19.2% |
| Households | 7,589 | -- | 8,970 | -- | 9,048 | -- | 19.2% |
| Average Household Size | 2.98 | -- | 3.05 | -- | 2.99 | -- | 0.03% |
| **Household Type** | | | | | | | |
| Families | 5,778 | 76.1% | 6,708 | 74.8% | N/A | -- | 16.1% |
| Non-Families | 1,811 | 23.9% | 2,262 | 25.2% | N/A | -- | 24.9% |
| **Tenure** | | | | | | | |
| Owner | 6,102 | 80.4% | 6,795 | 75.8% | N/A | -- | 11.4% |
| Renter | 1,487 | 19.6% | 2,175 | 24.2% | N/A | -- | 46.3% |
| **Sonoma County** | | | | | | | |
| Population | 458,614 | -- | 483,878 | -- | 490,486 | -- | 6.9% |
| Households | 172,403 | -- | 185,825 | -- | 187,626 | -- | 8.8% |
| Average Household Size | 2.60 | -- | 2.56 | -- | 2.56 | -- | -1.5% |
| **Household Type** | | | | | | | |
| Families | 112,397 | 65.2% | 117,114 | 63.0% | N/A | -- | 4.2% |
| Non-Families | 60,006 | 34.8% | 68,711 | 37.0% | N/A | -- | 14.5% |
| **Tenure** | | | | | | | |
| Owner | 110,475 | 64.1% | 112,280 | 60.4% | N/A | -- | 1.6% |
| Renter | 61,928 | 35.9% | 73,545 | 39.6% | N/A | -- | 18.8% |
| **Bay Area** | | | | | | | |
| Population | 6,783,760 | -- | 7,150,739 | -- | 7,420,453 | -- | 9.4% |
| Households | 2,466,019 | -- | 2,608,023 | -- | 2,642,449 | -- | 7.2% |
| Average Household Size | 2.65 | -- | 2.65 | -- | 2.70 | -- | 1.9% |
| **Household Type** | | | | | | | |
| Families | 1,594,470 | 65.2% | 1,685,972 | 64.6% | N/A | -- | 5.7% |
| Non-Families | 871,549 | 35.3% | 922,051 | 35.4% | N/A | -- | 5.8% |
| **Tenure** | | | | | | | |
| Owner | 1,423,958 | 57.7% | 1,465,362 | 56.2% | N/A | -- | 2.9% |
| Renter | 1,042,061 | 42.3% | 1,142,661 | 43.8% | N/A | -- | 9.7% |

[1]Percent chance since 2000 is calculated using 2000 U.S. Census data when 2014 DOF data is not available.
*Source: 2000 and 2010 U.S. Census, 2014 Department of Finance (DOF), Table E-5.*

Figure 4.1 shows Windsor's population by race and ethnicity in 2000 and 2010. Although the number of White (Non-Hispanic) residents increased by 1.7 percent, there was a decrease in the percentage of White residents from 72.7 percent of the population in 2000 to 63.2 percent in 2010. There was a large increase in the number of Hispanic/Latino residents (58.7 percent) and an increase in the proportion of Hispanic/Latino residents from 24.4 percent of the population in 2000 to 33.1 percent in 2010.

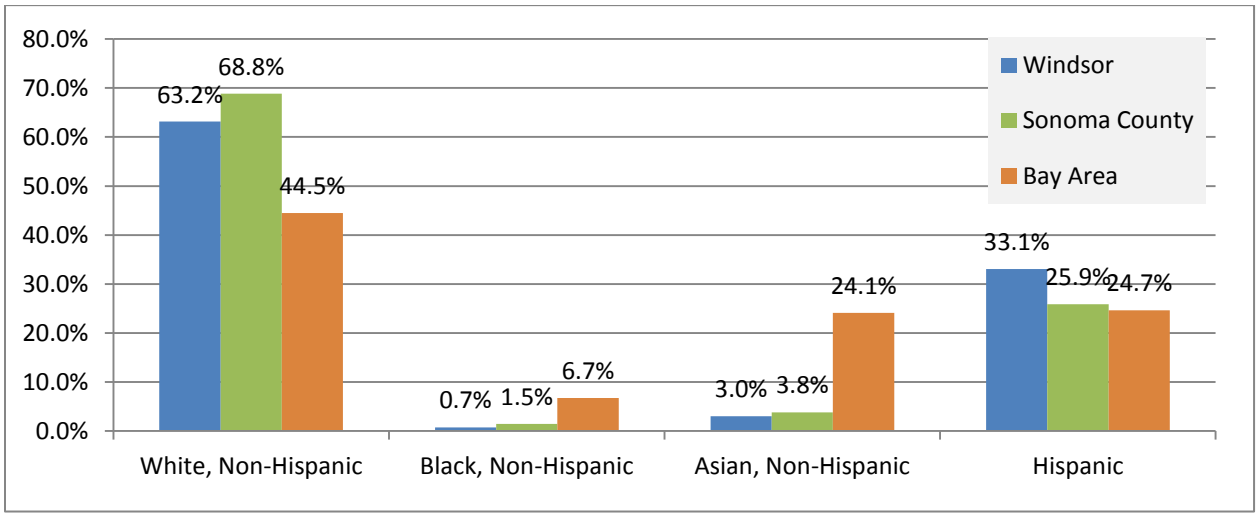
**FIGURE 4.1**
**POPULATION BY RACE AND ETHNICITY**




*Source: ABAG Pre-Approved Data Package, U.S. 2000 and 2010 Census*

Figure 4.2 compares the population by race and ethnicity in Windsor to Sonoma County and the Bay Area in 2010. Windsor has a higher proportion of White, Non-Hispanic residents (63.2 percent) than the Bay Area (44.5 percent), although it was lower than the countywide average (68.8 percent). Windsor also has a higher percentage of Hispanic residents (33.1 percent) than both the Bay Area and countywide (24.7 percent and 25.9 percent respectively).

**FIGURE 4.2**
**COMPARISON OF POPULATION BY RACE AND ETHNICITY**




*Source: ABAG Pre-Approved Data Package, U.S. 2000 and 2010 Census*

Table 4.3 shows the household income distribution from the 2007-2011 American Community Survey (ACS). In line with the town's high homeownership rate, Windsor households have higher incomes than households countywide and in the Bay Area as a whole. Windsor had a median household income of $77,157 in 2011, approximately 17 percent higher than the median household income countywide ($64,343) and 20 percent higher than in the State of California ($61,632). Over half of Windsor's households (52.5 percent) earn over $75,000, whereas only 42.5 percent of households countywide and 51.6 percent of Bay Area households fall into this income category. At the other end of the spectrum, 29.9 percent of Windsor households make under $50,000 annually, compared to 39.2 percent of households countywide and 32.8 percent of Bay Area households.

**TABLE 4.3**
**HOUSEHOLD INCOME DISTRIBUTION**
**Town of Windsor, Sonoma County, the Bay Area, California**
**2011**

| | Windsor | | Sonoma County | | Bay Area | | State of California | |
|---|---|---|---|---|---|---|---|---|
| | Number | Percent | Number | Percent | Number | Percent | Number | Percent |
| **Total Households** | **8,985** | **100%** | **184,170** | **100%** | **2,577,480** | **100%** | **12,433,172** | **100%** |
| Less than $24,999 | 963 | 10.7% | 32,607 | 17.7% | 404,254 | 15.7% | 2,462,985 | 19.8% |
| $25,000 to $49,999 | 1,724 | 19.2% | 39,577 | 21.5% | 440,575 | 17.1% | 2,672,484 | 21.5% |
| $50,000 to $74,999 | 1,582 | 17.6% | 33,634 | 18.3% | 403,087 | 15.6% | 2,155,425 | 17.3% |
| $75,000 to $99,999 | 1,462 | 16.3% | 25,234 | 13.7% | 324,123 | 12.6% | 1,568,927 | 12.6% |
| $100,000 or more | 3,254 | 36.2% | 53,118 | 28.8% | 1,005,441 | 39.0% | 3,573,351 | 28.7% |
| Median Household Income | $77,157 | -- | $64,343 | -- | NA | -- | $61,632 | -- |

*Source: ABAG Pre-Approved Data Package, 2007-2011 American Community Survey (ACS)(2011 inflation adjusted dollars).*

Table 4.4 shows per capita income for Windsor, Sonoma County, and the Bay Area from the 2008-2012 ACS. Although the high median household income may suggest that Windsor is more affluent than households countywide and in the Bay Area, the town actually has a lower per capita income than either the county or region as a whole. Windsor has a 2012 per capita income of $31,885, compared to $32,898 countywide and $38,106 in the Bay Area. Given Windsor's relatively large household sizes, a smaller per capita income suggests that less discretionary income is available for many Windsor families.

| TABLE 4.4<br>PER CAPITA INCOME<br>Town of Windsor, Sonoma County, and the Bay Area<br>2012 | | | |
|---|---|---|---|
| **Household Income** | **Windsor** | **Sonoma County** | **Bay Area** |
| Median household income (dollars) | $79,076 | $63,565 | $73,802 |
| Mean household income (dollars) | $90,896 | $83,903 | $105,355 |
| Per capita income | $31,885 | $32,898 | $38,106[1] |

[1]Per capita income for Bay Area is the median of all the per capita incomes for each of the nine counties in the region.
*Source: 2008-2012 ACS*

As shown in Table 4.5, Windsor has a relatively young population for Sonoma County. As of 2010, residents had a median age of 37.0, compared to 39.9 years countywide and 35 years in California. The town's large average household size and large share of families also point to the presence of a large number of children. In fact, minors under 18 years represent 31 percent of Windsor's population, while only 24.8 percent belong to this age group countywide and 18.8 percent in the Bay Area. At the same time, the elderly population (65 and older) makes up only 11 percent of the population of Windsor, a slightly lower portion countywide (13.9 percent) and in the Bay Area (12.2 percent).

| TABLE 4.5<br>POPULATION BY AGE<br>Town of Windsor, Sonoma County, the Bay Area, and California<br>2010 | | | | | | | | |
|---|---|---|---|---|---|---|---|---|
| **Age Group** | **Windsor** | | **Sonoma County** | | **Bay Area** | | **State of California** | |
| | **Number** | **Percent** | **Number** | **Percent** | **Number** | **Percent** | **Number** | **Percent** |
| Under 5 | 1,824 | 6.8% | 28,199 | 5.8% | 447,811 | 6.3% | 2,531,333 | 6.8% |
| 5 to 9 | 2,062 | 7.7% | 29,263 | 6.0% | 442,581 | 6.2% | 2,505,839 | 6.7% |
| 10 to 14 | 2,215 | 8.3% | 29,724 | 6.1% | 429,426 | 6.0% | 2,590,930 | 7.0% |
| 15 to 19 | 2,209 | 8.2% | 33,298 | 6.9% | 450,612 | 6.3% | 2,823,940 | 7.6% |
| 20 to 24 | 1,425 | 5.3% | 32,068 | 6.6% | 460,251 | 6.4% | 2,765,949 | 7.4% |
| 25 to 34 | 2,990 | 11.2% | 61,297 | 12.7% | 1,052,669 | 14.7% | 5,317,877 | 14.3% |
| 35 to 44 | 3,843 | 14.3% | 60,603 | 12.5% | 1,065,647 | 14.9% | 5,182,710 | 13.9% |
| 45 to 54 | 4,334 | 16.2% | 73,518 | 15.2% | 1,072,222 | 15.0% | 5,252,371 | 14.1% |
| 55 to 59 | 1,662 | 6.2% | 36,355 | 7.5% | 460,647 | 6.4% | 2,204,296 | 5.9% |
| 60 to 64 | 1,305 | 4.9% | 32,189 | 6.7% | 390,644 | 5.5% | 1,832,197 | 4.9% |
| 65 to 74 | 1,468 | 5.5% | 35,544 | 7.3% | 467,258 | 6.5% | 2,275,336 | 6.1% |
| 75 to 84 | 1,009 | 3.8% | 20,614 | 4.3% | 279,326 | 3.9% | 1,370,210 | 3.7% |
| 85 and Over | 455 | 1.7% | 11,206 | 2.3% | 131,645 | 1.8% | 600,968 | 1.6% |
| **Total** | **26,801** | **100.0%** | **483,878** | **100.0%** | **7,150,739** | **100.0%** | **37,253,956** | **100.0%** |
| Median Age | 37.0 | | 39.9 | | | | 35.0 | |

*Source: ABAG Pre-Approved Data Package, 2010*

## Employment Trends and Projections

Windsor benefits from a relatively modest, but expanding economy, with rising employment and growing industry diversification. As shown in Table 4.6, as of 2011, Windsor had approximately 13,000 employed residents. These were concentrated in educational, health and social services (22.6 percent), manufacturing (14.3 percent), retail (11.2 percent), and professional, scientific, management, administrative, and waste management services (9.4 percent). Countywide employment was similar to that in Windsor with concentrations in educational, health, and social services (20.5 percent), retail (12.9 percent), professional, scientific, management, administrative, and waste management services (11.4 percent), and manufacturing (9.8 percent).

Employment in Windsor has grown rapidly in comparison with the county. Between the second quarters of 2000 and 2011, Windsor added an estimated 1,840 jobs. This represents a 16.4 percent increase, well above job growth in the county, which only grew by 1.6 percent over the same period. The industries in Windsor experiencing significant gains during the study period include arts, entertainment, recreation, accommodation, and food services (71.2 percent); educational, health, and social services (51.5 percent); wholesale trade (22.8 percent); and finance, insurance, real estate, rental, and leasing (22.8 percent).

Employment trends show a large concentration of people employed by the educational, manufacturing, and retail trades within Windsor. These jobs typically offer a lower wage scale, suggesting the need for moderate- and lower-income housing in Windsor.

**TABLE 4.6**
**CHANGE IN EMPLOYMENT**
**Town of Windsor and Sonoma County**
**2011**

| | Windsor | | | | | Sonoma County | | | | |
|---|---|---|---|---|---|---|---|---|---|---|
| | 2000 | | 2011 | | 2000-2011 | 2000 | | 2011 | | 2000-2011 |
| | Number | Percent | Number | Percent | Percent Change | Number | Percent | Number | Percent | Percent Change |
| Employed civilian population 16 years+ | 11,197 | 100.0% | 13,037 | 100.0% | 16.4% | 229,227 | 100.0% | 232,866 | 100.0% | 1.6% |
| Agriculture, forestry, fishing and hunting, and mining | 275 | 2.5% | 296 | 2.3% | 7.6% | 5,912 | 2.6% | 6,780 | 2.9% | 14.7% |
| Construction | 1,014 | 9.1% | 846 | 6.5% | -16.6% | 19,400 | 8.5% | 18,479 | 7.9% | -4.7% |
| Manufacturing | 1,676 | 15.0% | 1,860 | 14.3% | 11.0% | 29,019 | 12.7% | 22,898 | 9.8% | -21.1% |
| Wholesale trade | 347 | 3.1% | 426 | 3.3% | 22.8% | 7,104 | 3.1% | 6,886 | 3.0% | -3.1% |
| Retail trade | 1,249 | 11.2% | 1,454 | 11.2% | 16.4% | 27,321 | 11.9% | 30,021 | 12.9% | 9.9% |
| Transportation and warehousing, and utilities | 653 | 5.8% | 471 | 3.6% | -27.9% | 9,384 | 4.1% | 7,635 | 3.3% | -18.6% |
| Information | 227 | 2.0% | 198 | 1.5% | -12.8% | 6,048 | 2.6% | 4,954 | 2.1% | -18.1% |
| Finance, insurance, real estate, and rental and leasing | 829 | 7.4% | 1,018 | 7.8% | 22.8% | 17,948 | 7.8% | 16,175 | 6.9% | -9.9% |
| Professional, scientific, management, administrative, and waste management services | 1,164 | 10.4% | 1,226 | 9.4% | 5.3% | 24,806 | 10.8% | 26,658 | 11.4% | 7.5% |
| Educational, health, and social services | 1,941 | 17.3% | 2,940 | 22.6% | 51.5% | 42,733 | 18.6% | 47,688 | 20.5% | 11.6% |
| Arts, entertainment, recreation, accommodation, and food services | 612 | 5.5% | 1,048 | 8.0% | 71.2% | 18,214 | 7.9% | 21,890 | 9.4% | 20.2% |
| Other services (except public administration) | 595 | 5.3% | 628 | 4.8% | 5.5% | 12,369 | 5.4% | 13,188 | 5.7% | 6.6% |
| Public administration | 615 | 5.5% | 626 | 4.8% | 1.8% | 8,969 | 3.9% | 9,614 | 4.1% | 7.2% |

*Source: ABAG Pre-Approved Data Package, 2011*

Table 4.7 shows employment projections in Windsor, Sonoma County, and the Bay Area. Jobs are projected to increase in Windsor from 2010 to 2040 by almost 40 percent. This is faster than Sonoma County or the Bar Area. The most growth is expected before 2020.

**TABLE 4.7**
**EMPLOYMENT PROJECTIONS**
**Town of Windsor, Sonoma County, and the Bay Area**
**2013**

| | Jobs Forecast | | | | Percent Change | | | |
|---|---|---|---|---|---|---|---|---|
| | 2010 | 2020 | 2030 | 2040 | 2010-2020 | 2020-2030 | 2030-2040 | 2010-2040 |
| Windsor | 5,610 | 6,790 | 7,180 | 7,760 | 21.0% | 5.7% | 8.1% | 38.3% |
| Sonoma County | 192,010 | 226,140 | 238,740 | 257,470 | 17.8% | 5.6% | 7.8% | 34.1% |
| Bay Area | 3,385,300 | 3,987,150 | 4,196,580 | 4,505,230 | 17.8% | 5.3% | 7.4% | 33.1% |

*Source: ABAG Pre-Approved Data Package, 2013*

## Population and Household Projections

Table 4.8 shows population projections for Windsor, Sonoma County, and the Bay Area. The Association of Bay Area Governments (ABAG) projects Windsor's population to increase from 26,787 to 33,600 between 2010 and 2040, a 24.5 percent increase over 30 years. This is a slower growth rate than the Bay Area, but only slightly faster than the countywide rate.

**TABLE 4.8**
**POPULATION PROJECTIONS**
**Town of Windsor, Sonoma County, and the Bay Area**
**2013**

| | Population Forecast | | | | Percent Change | | | |
|---|---|---|---|---|---|---|---|---|
| | 2010 | 2020 | 2030 | 2040 | 2010-2020 | 2020-2030 | 2030-2040 | 2010-2040 |
| Windsor | 26,787 | 28,800 | 31,100 | 33,600 | 7.5% | 8.0% | 8.0% | 25.4% |
| Sonoma County | 483,878 | 517,700 | 555,300 | 598,500 | 7.0% | 7.3% | 7.8% | 23.7% |
| Bay Area | 7,150,739 | 7,786,800 | 8,496,800 | 9,299,100 | 8.9% | 9.1% | 9.4% | 30.0% |

*Source: ABAG Pre-Approved Data Package, 2013*

Household growth is expected to be even greater, rising from 8,962 households to 10,880 a gain of 21.4 percent, as shown in Table 4.9. These projections reflect the growing need for residential development in Windsor. This growth rate is faster than the countywide rate, but slower than the Bay Area.

**TABLE 4.9**
**HOUSEHOLD PROJECTIONS**
**Town of Windsor, Sonoma County, and the Bay Area**
**2013**

| | Households Forecast | | | | Percent Change | | | |
|---|---|---|---|---|---|---|---|---|
| | 2010 | 2020 | 2030 | 2040 | 2010-2020 | 2020-2030 | 2030-2040 | 2010-2040 |
| Windsor | 8,962 | 9,600 | 10,230 | 10,880 | 7.1% | 6.6% | 6.4% | 21.4% |
| Sonoma County | 185,825 | 197,430 | 209,080 | 220,700 | 6.2% | 5.9% | 5.6% | 18.8% |
| Bay Area | 2,608,023 | 2,837,680 | 3,072,920 | 3,308,090 | 8.8% | 8.3% | 7.7% | 26.8% |

*Source: ABAG Pre-Approved Data Package, 2013*

## Housing Characteristics

### Housing Stock Conditions

A shown in Table 4.10, Windsor has a fairly young housing stock. Almost one quarter of the town's housing units are less than 30 years old, with the highest percentage of homes built between 1990 and 1999. A quarter of the Town's housing units are 40 years or older, and therefore may require more regular maintenance and repair. In particular, the southeastern corner and the northern most section of Windsor, east of Highway 101, feature high concentrations of housing built before 1960.

**TABLE 4.10**
**HOUSING UNITS BY YEAR BUILT**
**Town of Windsor, Sonoma County, and the Bay Area**
**2013**

| | Windsor | | Sonoma County | | Bay Area | |
|---|---|---|---|---|---|---|
| | Units | Percent of Total | Units | Percent of Total | Units | Percent of Total |
| **2010 Total** | **9,412** | **100.00%** | **203,847** | **100.00%** | **2,776,256** | **100.00%** |
| Built 2005 or later | 504 | 5.40% | 7,342 | 3.60% | 86,143 | 3.10% |
| Built 2000 to 2004 | 1,338 | 14.20% | 14,340 | 7.00% | 152,341 | 5.50% |
| Built 1990 to 1999 | 2,836 | 30.10% | 25,390 | 12.50% | 250,458 | 9.00% |
| Built 1980 to 1989 | 2,464 | 26.20% | 39,831 | 19.50% | 345,461 | 12.40% |
| Built 1970 to 1979 | 1,104 | 11.70% | 43,740 | 21.50% | 495,400 | 17.80% |
| Built 1960 to 1969 | 433 | 4.60% | 23,833 | 11.70% | 406,962 | 14.70% |
| Built 1950 to 1959 | 361 | 3.80% | 19,301 | 9.50% | 397,834 | 14.30% |
| Built 1940 to 1949 | 110 | 1.20% | 10,857 | 5.30% | 208,845 | 7.50% |
| Built 1939 or earlier | 262 | 2.80% | 19,213 | 9.40% | 432,812 | 15.60% |

*Source: ABAG Pre-Approved Data Package, 2013*

Table 4.11 illustrates that virtually all of Windsor's housing units contain complete plumbing and kitchen facilities. The 2010 Census indicates that less than one percent of the town's units lack these facilities. Windsor's Planning Department reports that the town's housing stock is generally in good condition with very few houses or apartment buildings in need of major maintenance or repair. The Town's 2007 Annual Housing Report confirms this, stating that a physical inspection of the town's affordable stock revealed that most of its units were well-maintained and in good condition.

Based on a windshield survey conducted as a part of the previous Housing Element, the Town's Planning Department staff estimates that approximately 35 units, or about five percent of the town's older housing stock, are in need of repair. This estimate is similar to the number of housing units lacking complete plumbing and/or kitchen facilities, as demonstrated in Table 4.11 below.

**TABLE 4.11**
**HOUSING CONDITIONS**
**Town of Windsor**
**2010**

| | Number | Percent |
|---|---|---|
| Owners | 6,610 | 100% |
| Lacking Complete Plumbing or Kitchen Facilities | *25* | *0.38%* |
| Renters | 2,260 | 100% |
| Lacking Complete Plumbing or Kitchen Facilities | *45* | *1.99%* |
| Total Households | 8,870 | 100% |
| Lacking Complete Plumbing or Kitchen Facilities | *70* | *0.79%* |

*Source: 2006-2010 CHAS*

As shown in Table 4.12, the number of housing units in Windsor grew by 25 percent from 2000 to 2010, more than twice the growth countywide (12 percent) and in the Bay Area (9 percent). During this period, Windsor saw a notable surge of new multifamily homes. The number of units in complexes with five or more units grew 82 percent. Single family attached and detached both increased by about a quarter. The number of mobile homes decreased by 13 percent. In comparison to Windsor, the county as a whole and the Bay Area have not seen the same rate of growth among either single family or multifamily homes (see Table 4.12).

Even with this recent spike in the number multifamily units, detached single family units still comprise the majority of Windsor's homes, representing 79 percent of the Town's housing stock. In contrast, only 69 percent of units countywide and 54 percent of the units in the Bay Area are single family homes.

**TABLE 4.12**
**HOUSING STOCK**
**Town of Windsor, Sonoma County, and the Bay Area**
**2010 and 2010**

| | 2000 | | | | | | 2010 | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Windsor | | Sonoma County | | Bay Area | | Windsor | | Sonoma County | | Bay Area | |
| | Units | Percent | Units | Percent | Units | Percent | Units | Percent | Units | Percent | Units | Percent |
| **Total Housing Units** | **7,643** | **100.0%** | **182,557** | **100.0%** | **2,548,543** | **100.0%** | **9,549** | **100.0%** | **204,572** | **100.0%** | **2,783,991** | **100.0%** |
| Single Family Detached | 5,941 | 77.7% | 125,480 | 68.7% | 1,376,911 | 54.0% | 7,570 | 79.3% | 140,376 | 68.6% | 1,496,701 | 53.8% |
| Single Family Attached | 460 | 6.0% | 13,940 | 7.6% | 224,837. | 8.8% | 560 | 5.9% | 14,325 | 7.0% | 256,951 | 9.2% |
| Multifamily 2-4 units | 171 | 2.2% | 11,695 | 6.4% | 266,321 | 10.4% | 165 | 1.7% | 13,421 | 6.6% | 277,705 | 10.0% |
| Multifamily 5+ units | 341 | 4.5% | 20,657 | 11.3% | 623,345. | 24.5% | 619 | 6.5% | 25,086 | 12.3% | 692,915 | 24.9% |
| Mobile Homes | 730 | 9.6% | 10,785 | 5.9% | 57,129 | 2.2% | 635 | 6.6% | 11,364 | 5.6% | 59,719 | 2.1% |

Note: 2000 housing unit total includes "Other" units.
*Source: ABAG Pre-Approved Data Package, 2013*

Table 4.13 shows building permit trends (not including second units or mixed use developments). Although Windsor experienced a significant addition of both single family and multifamily homes from 2000 to 2007, new residential development slowed in 2007 during the recession. In the eight year period between 2000 and 2007, the Town issued 1,344 building permits for single family homes, compared to only 138 permits for all duplex and multifamily units combined. Between 2007 and April 2014, there were only 61 single family permits and 77 multifamily permits.

**TABLE 4.13**
**BUILDING UNIT PERMITS BY BUILDING TYPE**
**Town of Windsor**
**2000-2014**

| Unit Type | 2000 | 2001 | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Single family | 322 | 104 | 185 | 152 | 181 | 228 | 130 | 39 | 3 | 0 | 0 | 12 | 0 | 1 | 6 |
| Multifamily | 46 | 13 | 9 | 44 | 18 | 6 | 0 | 2 | 2 | 1 | 65 | 10 | 0 | 0 | 0 |

*Sources: Town of Windsor, April 2014*

Table 4.14 presents housing vacancy conditions in Windsor, per the 2010 Census. A low vacancy rate indicates that the demand for housing exceeds the available supply, typically resulting in higher housing prices. As of 2010, Windsor had a 6.1 percent vacancy rate, lower than the 9.2 percent rate countywide but similar to the 6.4 percent rate in the Bay Area region. Housing economists generally consider a five percent rental vacancy rate as sufficient to provide adequate choice and mobility for tenants. Rental units, in particular, had a particularly low vacancy rate (2.6 percent) compared to countywide (5.1 percent) and Bay Area rates (5.6 percent). These data point to a relatively constrained housing market in the Town. Stakeholders also noted that there is a lack of rental housing in the town.

**TABLE 4.14**
**VACANCY RATE**
**Town of Windsor, Sonoma County, and the Bay Area**
**2010**

| | Windsor | Sonoma County | Bay Area |
|---|---|---|---|
| Homeowner Vacancy Rate | 1.6% | 1.9% | 1.8% |
| Rental Vacancy Rate | 2.6% | 5.1% | 5.6% |
| Total Vacancy Rate | 6.1% | 9.2% | 6.4% |
| **Total Housing Units** | **9,549** | **204,572** | **2,783,991** |
| Total Vacant | 579 | 18,747 | 177,925 |
| For rent | 60 | 4,003 | 67,844 |
| For sale only | 111 | 2,142 | 26,803 |
| Rented or Sold, not occupied | 33 | 944 | 10,862 |
| For seasonal, recreational, or occasional use | 288 | 8,247 | 29,223 |
| For migrant workers | 1 | 47 | 204 |
| Other vacant | 86 | 3,364 | 42,989 |

*Source: ABAG Pre-Approved Data Package, Census 2010*

# Housing Affordability

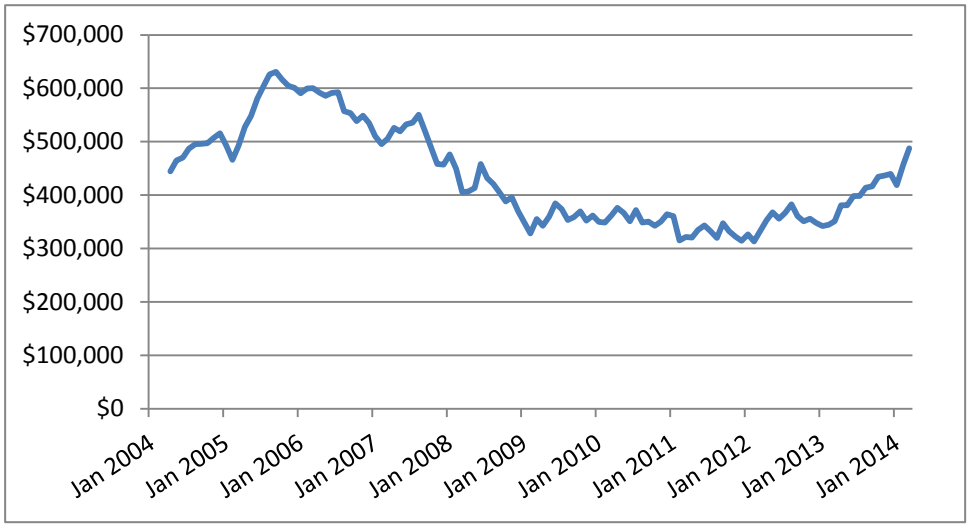
## Residential Market Overview

Home values in Windsor have increased significantly since the Town's incorporation. According to DataQuick Information Systems, the median sale price for single family homes in Windsor was $191,000 in 1990 and rose to 416,500 in 2008. DataQuick lists the 2014 price as $420,000, a 5.26 percent increase from 2013 prices, which is average for Sonoma County. According to local realtors, the average price per square foot in Sonoma County showed the largest year to year gain in the Bay Area. Windsor was the third most affordable city in the region in terms of price per square foot at $261 per square foot compared to the average of $317 per square foot.

Historical sale prices from Zillow.com are shown in Figure 4.3. According to online listings, the median sale price is currently (2014) $487,900. This represents an average annual appreciation of 11.1 percent.

**FIGURE 4.3**
**MEDIAN HOME SALE PRICES**

**Town of Windsor**
**2004-2014**




*Source: zillow.com, accessed May 5, 2014.*

During stakeholder interviews conducted in 2014, several stakeholders commented on the decreasing affordability of housing in Windsor. Stakeholders commented that people, especially first-time home buyers, single older individuals, and young adults are being priced out of Windsor due to increasing prices and the low supply of housing stock. According to stakeholders, the lowest priced house is around $345,000. Two years ago homes in the $200,000 price range were available. Homes that would sell for $300,000 two years ago are now over $500,000. There are multiple offers when homes are listed, and homes are selling at the asking price or higher. Windsor has historically been thought of as a relatively affordable place to live in Sonoma County, but prices are increasing and the average family would have difficulty affording housing in the town.

Windsor's high quality of life and relative proximity to employment centers such as Santa Rosa and northern Marin County have helped the town rebound from the housing slump. In addition, population, household, and job growth projections point to significant future demand for housing in Windsor. These factors point to the importance of planning for local affordable housing needs in upcoming years.

## Rental Market Overview

An internet search in 2014 showed a lack of available rentals in Windsor. Only nine properties were found. Prices depended on location, size, and amenities, but ranged from $1,500 to $2,000 for a two-bedroom unit, $1,800 to $3,000 for a three-bedroom unit, and $2,150 to $3,650 for a four-bedroom unit. Most of these rentals were single family homes.

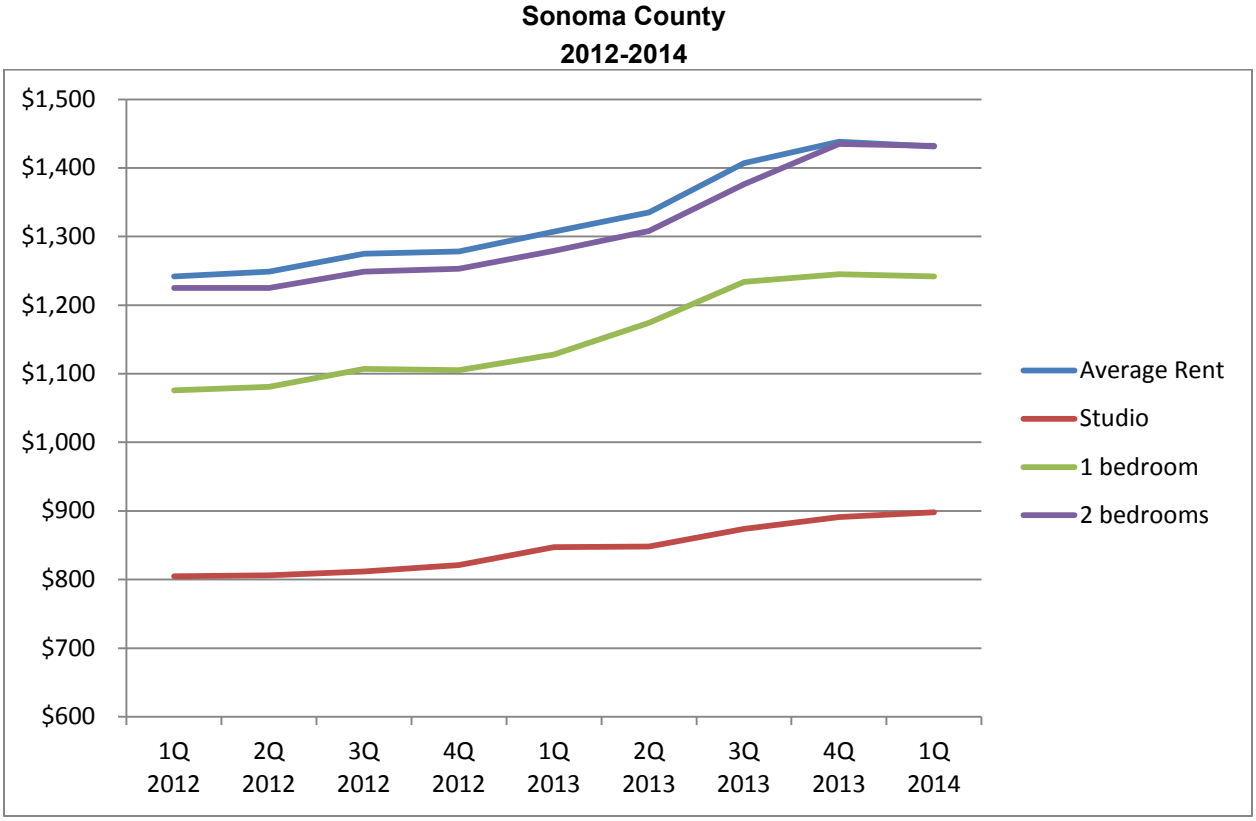
**TABLE 4.15**
**PRICES BY BEDROOM**
**Town of Windsor**
**2014**

| Bedrooms | Number | Price Range |
|---|---|---|
| 2 bedroom | 2 | $1,500 - $2,000 |
| 3 bedroom | 3 | $1,800 - $3,000 |
| 4 bedroom | 4 | $2,150 - $3,650 |

*Sources: trulia.com, craigslist.com, zillow.com, apartmentlistings.com, rentrange.com, June 2014*

Cassidy Turley North Bay conducted a survey of the apartment market in Sonoma County in the first quarter of 2014. Although countywide data will exhibit slightly different rents than Windsor, these findings still speak to general trends in the area. Figure 4.4 shows how average rents by bedroom have increased since 2012. As of 2014, studio apartments average $898 per month, one-bedroom units average $1,242 per month, and two-bedroom one-bath units average $1,432 per month.

**FIGURE 4.4**
**AVERAGE RENTS BY BEDROOM**




*Source: Cassidy Turley Commercial Real Estate Services 2014*

In response to falling home values and tightening credit standards, many households are remaining in the rental market, thereby driving up rents. According to the 2008-2012 ACS, the median rent in Windsor was $1,597. The 2005-2007 ACS gave the median rent as $1,657. ACS is a sample of the population, however, and has a large margin of error, however, especially for small geographic locations. The median rent in 2000, according to the Census, was $889. At the same time, occupancy rates have decreased in recent years, from 95.3 percent in 2008 to 93.3 in 2012.

Based on the analysis of rents, very few affordable options may be available for very low- and low-income renters (who can afford $961 and $1,154 respectively). Lower-income families may be limited to smaller units that result in overcrowded living conditions. The rental market is generally affordable to moderate-income households, who can afford $2,468.

## Overpayment

The Department of Housing and Urban Development (HUD) establishes that a household is "cost-burdened" (i.e., overpaying for housing) if it spends more than 30 percent of gross income on housing-related costs. A "severe housing cost burden" occurs when a household pays more than 50 percent of its income on housing costs. The prevalence of overpayment varies significantly by income, tenure, household type, and household size. The Comprehensive Housing Affordability Strategy (CHAS) data provides detailed information in this regard for different types of households.

Table 4.16 shows overpayment by tenure. In 2010, 43.6 percent of all Windsor households overpaid and 17.5 percent severely overpaid for their housing. This is lower than the countywide rate of 46.5 percent of all Sonoma County households and slightly higher than the Bay Area rate (42.6 percent). Renters experienced particularly high overpayment rates, with 55.9 percent of households being cost-burdened and 25.7 percent of households being severely cost-burdened. Countywide and in the Bay Area, renters experienced a higher cost burden than owners, but the rate was lower (41.9 percent) than that in Windsor.

**TABLE 4.16**
**OVERPAYMENT BY TENURE**
**Town of Windsor, Sonoma County, and the Bay Area**
**2010**

| Total Occupied Units | Total | Paying 30%-50% | Paying 50%+ | Total overpaying | Percent overpaying |
|---|---|---|---|---|---|
| Windsor | 8,865 | 2,310 | 1,555 | 3,865 | 43.6% |
| Sonoma County | 148,745 | 37,119 | 32,056 | 69,175 | 46.5% |
| Bay Area | 2,489,089 | 567,249 | 492,793 | 1,060,042 | 42.6% |
| **Total Owner Units** | **Total** | **Paying 30-50%** | **Paying 50%+** | **Total overpaying** | **Percent overpaying** |
| Windsor | 6,795 | 1,655 | 995 | 2,650 | 39.0% |
| Sonoma County | 112,280 | 22,224 | 16,150 | 38,374 | 34.2% |
| Bay Area | 1,465,362 | 332,991 | 248,612 | 581,603 | 39.7% |
| **Total Renter Units** | **Total** | **Paying 30-50%** | **Paying 50%+** | **Total overpaying** | **Percent overpaying** |
| Windsor | 2,175 | 655 | 560 | 1,215 | 55.9% |
| Sonoma County | 73,545 | 14,895 | 15,906 | 30,801 | 41.9% |
| Bay Area | 1,142,661 | 234,258 | 244,181 | 478,439 | 41.9% |

*Source: ABAG Pre-Approved Data Package, 2006-2010 CHAS*

In general, overpayment disproportionately affects lower-income households. Table 4.17 shows the relationship between low-income households and the varying degrees of cost burden. The data show that generally, homeowners in Windsor have lower cost burden rates compared to renters overall. In 2010, 55.4 percent of low-income homeowners were cost-burdened. At the same time, 72.6 percent of low-income renters were cost burdened.[1]

**TABLE 4.17**
**LOW-INCOME HOUSEHOLDS AND COST BURDENS**
**Town of Windsor, Sonoma County, and the Bay Area**
**2010**

| Total Low-Income Occupied Units | Total | Paying 30%-50% | Paying 50%+ | Total overpaying | Percent overpaying |
|---|---|---|---|---|---|
| Windsor | 2,900 | 645 | 1,165 | 1,810 | 62.4% |
| Sonoma County | 62,025 | 16,833 | 26,491 | 43,324 | 69.8% |
| Bay Area | 950,516 | 249,860 | 402,350 | 652,210 | 68.6% |
| **Total Low-Income Owner Units** | **Total** | **Paying 30%-50%** | **Paying 50%+** | **Total overpaying** | **Percent overpaying** |
| Windsor | 1,715 | 345 | 605 | 950 | 55.4% |
| Sonoma County | 26,335 | 5,286 | 11,015 | 16,301 | 61.9% |
| Bay Area | 364,986 | 66,840 | 161,736 | 228,576 | 62.6% |
| **Total Low-Income Renter Units** | **Total** | **Paying 30%-50%** | **Paying 50%+** | **Total overpaying** | **Percent overpaying** |
| Windsor | 1,185 | 300 | 560 | 860 | 72.6% |
| Sonoma County | 35,690 | 11,547 | 15,476 | 27,023 | 75.7% |
| Bay Area | 585,530 | 183,020 | 240,614 | 423,634 | 72.4% |

*Source: ABAG Pre-Approved Data Package, 2006-2010 CHAS*

[1] The larger number of households in the Median and Above income group is responsible for bringing up the average overpayment rate for owners. As a result, homeowners have a lower overpayment rate overall compared to renters, while having a higher overpayment rate in each income group.

## Ability to Purchase/Rent Homes

Table 4.18 shows affordability scenarios for very low-, low-, and moderate-income households in Sonoma County (including Windsor) by the number of persons in the household. The table shows maximum affordable monthly rents and maximum affordable purchase prices for homes. The affordable sales prices were calculated using household income limits published by the California Department of Housing and Community Development (HCD), conventional financing terms, and assuming that households spend 30 percent of gross income on housing costs Households earning the 2014 area median income for a family of four in Windsor ($76,900) could afford to spend up to $1,923 per month or $23,076 per year on housing without being considered "overpaying." For renters this is a straightforward calculation but homeownership costs are less transparent.

A household can typically qualify to purchase a home that is 2.5 to 3.0 times the annual income of that household, depending on the down payment, the level of other long-term obligations (such as a car loan), and interest rates. In practice, the interaction of these factors allows some households to qualify for homes priced at more than three times their annual income, while other households may be limited to purchasing homes no more than two times their annual incomes. These factors - interest rates, insurance, and taxes - are held constant in the table below in order to determine maximum affordable rent and purchase price for households of each income category. It is important to note that this table is used for illustrative purposes only. The information provided in Table 4.18 realistically reflects the difficulty in affording rent and purchase prices in the town of Windsor.

| TABLE 4.18<br>ABILITY TO PAY<br>Sonoma County<br>2014 | | | | | | |
|---|---|---|---|---|---|---|
| **Extremely Low-Income Households at 30% of 2014 Median Family Income (MFI)** | | | | | | |
| Number of Persons | 1 | 2 | 3 | 4 | 5 | 6 |
| Income Level | $16,150 | $18,450 | $20,750 | $23,050 | $24,900 | $26,750 |
| Max. Monthly Gross Rent (1) | $404 | $461 | $519 | $576 | $623 | $669 |
| Max. Purchase Price (2) | $65,234 | $74,524 | $83,815 | $93,105 | $100,577 | $108,050 |
| **Very Low-Income Households at 50% of 2014 MFI** | | | | | | |
| Number of Persons | 1 | 2 | 3 | 4 | 5 | 6 |
| Income Level | $26,900 | $30,750 | $34,600 | $38,450 | $41,550 | $44,600 |
| Max. Monthly Gross Rent (1) | $673 | $769 | $865 | $961 | $1,039 | $1,115 |
| Max. Purchase Price (2) | $108,656 | $124,207 | $139,758 | $155,309 | $167,831 | $180,151 |
| **Low-Income Households at 70% of 2014 MFI For Sale and 60% of MFI for Rental** | | | | | | |
| Number of Persons | 1 | 2 | 3 | 4 | 5 | 6 |
| Income Level for Sale (70% MFI) | $37,700 | $43,050 | $48,450 | $53,850 | $58,150 | $62,450 |
| Income Level for Rental (60% MFI) | $32,300 | $36,900 | $41,550 | $46,150 | $49,850 | $53,500 |
| Max. Monthly Gross Rent (1) | $808 | $923 | $1,039 | $1,154 | $1,246 | $1,338 |
| Max. Purchase Price (2) | $152,280 | $173,890 | $195,702 | $217,514 | $234,883 | $252,252 |
| **Median-Income Households at 100% of 2014 MFI** | | | | | | |
| Number of Persons | 1 | 2 | 3 | 4 | 5 | 6 |
| Income Level | $53,850 | $61,500 | $69,200 | $76,900 | $83,050 | $89,200 |
| Max. Monthly Gross Rent (1) | $1,346 | $1,538 | $1,730 | $1,923 | $2,076 | $2,230 |
| Max. Purchase Price (2) | $217,514 | $248,414 | $279,517 | $310,619 | $335,460 | $360,302 |
| **Moderate-Income Households at 120% of 2014 MFI** | | | | | | |
| Number of Persons | 1 | 2 | 3 | 4 | 5 | 6 |
| Income Level | $64,600 | $73,800 | $83,050 | $92,300 | $996,600 | $107,050 |
| Max. Monthly Gross Rent/Payments (1) | $1,884 | $2,153 | $2,422 | $2,692 | $29,068 | $3,122 |
| Max. Purchase Price (2) | $304,425 | $347,780 | $391,370 | $434,961 | $4,696,444 | $504,470 |

[1]Assumes that 30 percent of income is available for either: monthly rent, including utilities; or mortgage payment, taxes, mortgage insurance, and homeowners insurance.
[2]Assumes 96.5 percent loan at 4.5 percent annual interest rate and 30-year term; assumes taxes, mortgage insurance, and homeowners' insurance account for 21 percent of total monthly payments.
[3]2014 State Area Median Income for Sonoma County $76,900
*Source: California Department of Housing and Community Development, 2014, Mintier Harnish, 2014*

According to DataQuick, the median sale prices is currently (2014) $420,000. This price is not affordable to any of the households shown in Table 4.18 except for moderate-income households. Condominiums remain somewhat more affordable, but generally fall out of reach for these buyers as well. This analysis indicates that very low- to moderate-income households would likely encounter difficulty in purchasing an affordable home in Windsor, and would have to direct a larger share of income towards principal, interest, taxes, and insurance, or assemble a larger down payment to reduce mortgage costs.

For rental housing, the analysis suggests that low-income households would encounter difficulty finding an affordable home in Windsor. These households can afford a monthly rent of $1,154 for a four-person household, which is not enough for the average unit available currently. Moderate-income households can afford monthly rents that approximate or exceed average market-rate rents. As such, these households would have less difficulty finding an affordable rental unit in Windsor.

As shown in Table 4.19, many of the jobs in Windsor and the region have salaries within the low-income range. In many cases, even the combined wages of two workers result in a lower income household. These households might have trouble finding affordable housing.

The analysis shows that the lowest household incomes among the selected occupations are in the service sector, such as waiters, cooks, room cleaners, and food preparation workers; in the retail sector, such as sales clerks; and in professional jobs such as teachers and firefighters. A significant portion of construction workers would also have difficulty in locating affordable housing, particularly in the for-sale market.

The majority of households with police officers, and nurses have moderate- or above moderate-incomes and would therefore have greater chances of locating affordable rental units, assuming units were available, but would have difficulty purchasing an affordable home.

**TABLE 4.19**
**EXAMPLES OF AVERAGE ANNUAL SALARIES BY OCCUPATION**
**Santa Rosa – Petaluma MSA**
**2013**

| Occupation | Annual Income | Affordable Rent | Affordable Purchase Price |
|---|---|---|---|
| **Very Low-Income (Limit $26,900)** | | | |
| Dishwasher | $20,051 | $501 | $80,991 |
| Waiters and waitresses | $22,318 | $558 | $90,148 |
| Farmworker/laborer, crop | $22,568 | $564 | $91,158 |
| Food preparation worker | $22,838 | $571 | $92,249 |
| Hairdresser/cosmetologist | $24,232 | $607 | $97,879 |
| Home health aide | $23,920 | $598 | $96,619 |
| **Low-Income (Limit $37,700 for Sale and $32,300 for Rental)** | | | |
| Maid/housekeeper | $27,560 | $689 | $111,322 |
| Hotel/motel clerk | $29,182 | $730 | $117,874 |
| Child care worker | $26,541 | $664 | $107,206 |
| Retail Salesperson | $28,330 | $708 | $114,432 |
| **Moderate-Income(Limit $59,200)** | | | |
| Construction laborer | $45,219 | $1,119 | $213,093 |
| Dental assistant | $44,907 | $1,310 | $211,623 |
| Truck driver | $46,654 | $1,361 | $219,855 |
| Medical assistant | $40,310 | $1,176 | $189,960 |
| Firefighter | $57,158 | $1,667 | $269,355 |
| Mail carrier | $54,142 | $1,579 | $255,142 |
| **Above Moderate-Income** | | | |
| Accountant/auditor | $72,571 | $2,117 | $341,988 |
| Police officer | $89,003 | $2,596 | $419,424 |
| Civil engineer | $93,350 | $2,723 | $439,909 |
| Registered nurse | $104,395 | $3,045 | $491,958 |

Notes: Affordable rent calculation assumes that 30 percent (35 percent for moderate) of income is available for either: monthly rent, including utilities; or mortgage payment, taxes, mortgage insurance, and homeowners insurance.
Affordable purchase price calculation assumes 96.5 percent loan at 4.5 percent annual interest rate and 30-year term; assumes taxes, mortgage insurance, and homeowners' insurance account for 21 percent of total monthly payments.
2014 State Area Median Income for Sonoma County $76,900
Affordability limits based on a one-person household.
*Source: California Department of Housing and Community Development, 2013, http://www.hcd.ca.gov/hpd/hrc/rep/state/inc2k13.pdf; Mintier Harnish, 2014. Employment Development Department, Labor Market Information, 2014*

## Overcrowding

As a result of the lack of affordable housing in the town, many Windsor households are compelled to live in overcrowded conditions. The U.S. Census defines an "overcrowded" household as 1.01 or more persons per room, excluding bathrooms, porches, balconies, foyers, halls, and half-rooms. "Severe overcrowding" occurs in households with more than 1.5 persons per room. Table 4.20 indicates overcrowding rates among renters and owners in Windsor. In 2010 4.5 percent of all households in Windsor lived in overcrowded conditions, with 1.1 percent living in severely overcrowded homes. Windsor's renters suffered greater overcrowding rates than owners; 6.2 percent of renter households were overcrowded, and 1.6 percent were severely overcrowded. By comparison, only 3.9 percent of Windsor's owners were overcrowded, and 1.0 percent were severely overcrowded. The rate of overcrowding is slightly higher in Windsor than in Sonoma County or the Bay Area.

**TABLE 4.20**
**OVERCROWDED HOUSEHOLDS**
**Town of Windsor, Sonoma County, and the Bay Area**
**2010**

| | | Windsor | Sonoma County | Bay Area |
|---|---|---|---|---|
| Total Occupied Units | | 8,865 | 148,745 | 2,489,089 |
| Total Owner Units | | 6,795 | 112,280 | 1,465,362 |
| Total Renter Units | | 2,175 | 73,545 | 1,142,661 |
| Owner Occupied Units | Overcrowded | 265 | 1,310 | 31,968 |
| | Percent Overcrowded | 3.9% | 1.2% | 2.2% |
| | Severely Overcrowded | 65 | 424 | 8,927 |
| | Percent Severely Overcrowded | 1.0% | 0.4% | 0.6% |
| Renter Occupied Units | Overcrowded | 135 | 4,023 | 60,370 |
| | Percent Overcrowded | 6.2% | 5.5% | 5.3% |
| | Severely Overcrowded | 35 | 1,265 | 35,824 |
| | Percent Severely Overcrowded | 1.6% | 1.7% | 3.1% |
| **Total** | **Overcrowded** | **400** | **5,333** | **92,338** |
| | **Percent Overcrowded** | **4.5%** | **3.6%** | **3.7%** |
| | **Severely Overcrowded** | **100** | **1,689** | **44,751** |
| | **Percent Severely Overcrowded** | **1.1%** | **1.1%** | **1.8%** |

*Source: ABAG Pre-Approved Data Package, 2006-2010 CHAS*

## Special Needs Populations

This section evaluates the housing needs of sub-sections of the population that have distinct economic, social, and physical conditions that lead to particular housing concerns.

### Elderly

Elderly households face a unique set of circumstances that affect their needs for housing, primarily due to physical disabilities/limitations, fixed incomes, and health care costs. Unit size, accessibility, affordability, and proximity to health care, transit, and other services represent key housing concerns for the elderly. Often Social Security Income (SSI), even when supplemented by a pension and savings, does not cover the cost of living, requiring seniors to either continue to work or apply for the State Supplementary Payment (SSP).

#### *Identified Needs and Available Resources*

Table 4.21 shows the elderly population in Windsor, Sonoma County, and the Bay Area. Windsor's elderly population is proportionally smaller than the elderly population countywide and in the Bay Area. In 2010, 10.9 percent of Windsor's population and 20.3 percent of Windsor's householders were over the age of 65. In Sonoma County, 13.9 percent of the population was over the age of 65 and 22.6 percent of householders were seniors.

**TABLE 4.21**
**ELDERLY POPULATION**
**Town of Windsor, Sonoma County, and the Bay Rea**
**2010**

| | Total Population | Total Population 65+ | Percent 65+ |
|---|---|---|---|
| Windsor | 26,801 | 2,932 | 10.9% |
| Sonoma County | 483,878 | 67,364 | 13.9% |
| Bay Area | 7,150,739 | 878229 | 12.3% |

*Source: ABAG Pre-Approved Data Package, 2010 US Census*

Table 4.22 shows elderly households by tenure. Elderly households have higher rates of homeownership. Of the Windsor elderly householders, 79.7 percent were owners and 20.3 percent were renters, compared to 75.8 percent owner and 24.2 percent renter for all households. Countywide, 76.1 percent of elderly householders were owners and 23.9 percent were renters, compared to 60.4 percent owner and 39.6 percent renter for all households.

**TABLE 4.22**
**ELDERLY HOUSEHOLDS**
**Town of Windsor, Sonoma County, and the Bay Area**
**2011**

| | Total Population | | Total Elderly | |
|---|---|---|---|---|
| | Percent Owner | Percent Renter | Percent Owner | Percent Renter |
| Windsor | 75.8% | 24.2% | 79.7% | 20.3% |
| Sonoma | 60.4% | 39.6% | 76.1% | 23.9% |
| Bay Area | 48.1% | 51.9% | 72.0% | 28.0% |

*Source: ABAG Pre-Approved Data Package, 2007-2011 ACS*

Table 4.23 shows the incomes of elderly households. In 2011, 42 percent of Windsor elderly householders had an annual income under $30,000, compared to 34.9 percent countywide and 33.5 percent in the region. Householders with a lower income may find it difficult to find affordable housing.

**TABLE 4.23**
**INCOME FOR ELDERLY HOUSEHOLDS**
**Town of Windsor, Sonoma County, and the Bay Area**
**2011**

| | Windsor | | Sonoma County | | Bay Area | |
|---|---|---|---|---|---|---|
| | Number | Percent | Number | Percent | Number | Percent |
| **Total** | **1,825** | **100%** | **41,690** | **100%** | **507,022** | **100%** |
| Income under $30,000 | 767 | 42.0% | 14,568 | 34.9% | 169,717 | 33.5% |
| $30,000 to $49,999 | 425 | 23.3% | 8,641 | 20.7% | 92,686 | 18.3% |
| $50,000 to $74,999 | 262 | 14.4% | 7,053 | 16.9% | 82,004 | 16.2% |
| $75,000 to $99,999 | 173 | 9.5% | 4,212 | 10.1% | 50,607 | 10.0% |
| More than $100,000 | 198 | 10.8% | 7,216 | 17.3% | 112,008 | 22.1% |

*Source: ABAG Pre-Approved Data Package, 2007-2011 ACS*

Generally, elderly households tend to pay a larger portion of their income to housing costs. Elderly renters in Windsor are particularly affected by this trend. In 2010, among elderly renters in Windsor, 3.3 percent paid within 30 and 50 percent of their income on housing and 43.5 percent severely overpaid for housing, paying more than 50 percent. In comparison, 26.5 percent of elderly homeowners overpaid, and 10.8 percent of elderly homeowners severely overpaid for housing, as shown in Table 4.24.

Low-income elderly renters had the highest rates of overpayment, with 75 percent directing more than 30 percent of their income towards housing. At the same time, only 36.8 percent of very low-income elderly renters and 60.6 percent of extremely low-income elderly renters overpaid. This pattern suggests that eligible income limits for subsidy programs like Section 8 may be too low for a portion of elderly renters. In addition, Section 8 waiting lists can have as long as an 18-month wait, making it difficult for elderly renters to receive subsided housing.

**TABLE 4.24**
**HOUSING COST BURDEN BY HOUSEHOLD INCOME FOR ELDERLY**
**Town of Winsor**
**2010**

| | Extremely Low (Income <30% HAMFI) | Very Low (Income 30%-50% HAMFI) | Low (Income 50%-80% HAMFI) | Income >80% HAMFI | All Elderly Households |
|---|---|---|---|---|---|
| Elderly Rental Households | 165 | 190 | 60 | 45 | 460 |
| Cost burden 30-50% | 0 | 0 | 15 | 0 | 15 |
| Cost burden >50% | 100 | 70 | 30 | 0 | 200 |
| Percent Cost Burden 30-50% | 0.0% | 0.0% | 25.0% | 0.0% | 3.3% |
| Percent Severely Cost Burdened | 60.6% | 36.8% | 50.0% | 0.0% | 43.5% |
| Elderly Owner Households | 185 | 240 | 390 | 620 | 1435 |
| Cost burden 30-50% | 35 | 85 | 65 | 195 | 380 |
| Cost burden >50% | 50 | 15 | 90 | 0 | 155 |
| Percent Cost Burden 30-50% | 18.9% | 35.4% | 16.7% | 31.5% | 26.5% |
| Percent Severely Cost Burdened | 27.0% | 6.3% | 23.1% | 0.0% | 10.8% |

Note: HUD Area Median Family Income is abbreviated as HAMFI.
*Source: ABAG Pre-Approved Data Package, CHAS 2006-2010*

The need for elderly housing is addressed through a variety of sources in Windsor and Sonoma County. Windsor has five facilities for seniors. Brooks Creek offers market-rate independent living units for seniors aged 55 and above. Chancellor Place of Windsor is an assisted living facility with a variety of amenities. Apartments are market-rate, from $1,882. Terene Manor is a residential care facility. In addition, Burbank Housing manages two affordable independent-living communities, currently (2014) with open waiting lists. These include Bell Manor, with 95 units renting between $492 and $900 per month, and Vinecrest, which has 60 units and charges 30 percent of adjusted gross income for rent. Vinecrest has a two-year waitlist; waitlists for Bell Manor are highly variable depending on income of the applicant and other factors.

Staff at the Windsor Senior Center report that there is a need for additional low-cost senior housing in Windsor. They provide an average of three housing referrals per month, and generally refer people to Vinecrest and Bell Manor. In terms of assisted living facilities, Senior Advocacy Services (SAS) operates a Residential Care Counseling program to educate families on their options for assisted living care in Sonoma County. SAS maintains an updated profile of assisted care facilities, which includes costs, services, and vacancies that they provide to families seeking care. Staff from SAS reported a growing demand for assisted living homes serving low-income seniors and for smaller affordable apartments that are centrally located and wheelchair accessible. Currently, Windsor has 14 homes with a total of 153 assisted living beds that provide 24-hour assisted care. Thirteen of these homes have six or eight beds, and one (Chancellor House) has 84 beds. According to SAS staff, the median monthly cost for assisted care is currently (June 2014) $3,500 for accommodations in Sonoma County. SAS staff also stated that these costs fall out of reach of lower-income elderly households who depend on SSI as well as other elderly households with a limited income. Often smaller apartments are not accessible to seniors with wheelchairs and they may be forced to live in assisted living.

Staff from the Sonoma County Housing Authority reported that a total of 2,391 households including a family member age 62 or older are currently on the waiting list for the Section 8 Voucher program. As about five percent of the County's Section 8 Voucher holders live in Windsor, one could assume that five percent of 2,391 senior households on the County's waiting list reside in Windsor. This suggests that approximately 120 seniors in Windsor remain on the waiting list for the Section 8 voucher program.

Table 4.25 summarizes senior resources in Windsor and in Sonoma County.

**TABLE 4.25**
**SENIOR RESOURCES**
**Town of Windsor and Sonoma County**
**2014**

| Organization | Resources |
|---|---|
| Sonoma County Section on Aging | Provides information and assistance, case management programs (Linkages and Multipurpose Senior Services Program), fall prevention programs, and the elder abuse prevention project. |
| Senior Advocacy Services | Provides information and assistance to seniors to help select appropriate housing and insurance options for their needs and protecting the rights and well-being of people living in long-term care facilities. |
| Windsor Senior Center | Provides housing referrals, classes, and variety of programs and services. |
| Council on Aging Services for Seniors | Legal Assistance Program provides seniors vital information and education on issues related to eviction, Social Security, MediCal and Medicare payments, durable power of attorney and restraining orders for their protection. |
| Catholic Charities | Manages an Alzheimer's Day Care Resource Center that offer day care for persons with Alzheimer's disease (and other related dementia) who are often unable to be served by other programs. The centers provide respite as well as training and support for families and professional caregivers. |

*Sources: Sonoma County Area Agency on Aging Senior Resource Guide, January 2013*

### *Strategies and Programmatic Responses to Meet Projected Needs*

As noted in the Housing Plan section, the Town can address the local need for elderly housing, particularly for very low- to moderate-income households, by supporting affordable housing developers through applications for State and Federal funding, design review workshops, site location assistance, and direct financial assistance. Implementation programs that address Design Review, parking standards, and impact fees also facilitate the production of senior housing by allowing for more financially feasible development.

In addition, adopting the Universal Design Code established by the California Department of Housing and Community Development (HCD) as a voluntary component of the Town Building Code would increase accessibility of new residential development to seniors.

Finally, ongoing support of the Town's Senior Center also offers residents a portal to affordable housing and other services.

## Persons with Disabilities

A disability is a physical or mental impairment that substantially limits one or more major life activities. This segment of the population often needs affordable housing that is located near shopping, services, and public transit. In some cases, persons with disabilities require units equipped with wheelchair accessibility or other special features that accommodate physical or sensory limitations. Depending on the severity of the disability, people may live independently with some assisted care in their own homes, or may require assisted living and supportive services in special care facilities.

Many persons with disabilities tend to have a small fixed income and rely on Social Security Disability Insurance (SDI), Social Security Insurance (SSI), State Supplementary Payment (SSP), or Social Security Old Age, Survivors, and Disability Insurance (OASDI), which rarely covers the cost of housing. In addition, persons with disabilities have the highest rate of unemployment relative to other groups and often experience discrimination in hiring and training.

### *Identified Needs and Available Resources*

SB 812, which took effect January 2011, amended State housing element law to require an evaluation of the special housing needs of persons with developmental disabilities. A "developmental disability" is defined as a disability that originates before an individual becomes 18 years old, continues or can be expected to continue indefinitely, and constitutes a substantial disability for that individual. This includes Mental Retardation, Cerebral Palsy, Epilepsy, and Autism.

The North Bay Regional Center, a contractor for the California Department of Rehabilitation, provides family support, crisis intervention, referral, and other services to clients with developmental disabilities including people with mental retardation, cerebral palsy, autism, and epilepsy. According to the California Department of Developmental Services, as of January 2014, a total of 196 consumers with developmental disabilities were served by the North Bay Regional Center. Of these, 54.6 percent were under 18. Most (154 clients) lived in their own home. Less than 20 lived in a foster home or supportive housing situation. Developmental disabilities by type are shown in Table 4.26. Center staff echoed comments from the Department of Mental Health, and indicated that many of their clients would prefer to live independently in unrestricted housing. However, due to long Section 8 waiting lists (9,290 households in Sonoma County) and competition for affordable housing, they often have no choice but to live in care facilities.

| TABLE 4.26<br>POPULATION WITH DEVELOPMENTAL DISABILITIES BY TYPE<br>Town of Windsor<br>2014 | | |
|---|---|---|
| | **Number** | **Percent** |
| Intellectual Disability | 91 | 46.2% |
| Cerebral Palsy | 16 | 8.1% |
| Autism | 59 | 29.9% |
| Epilepsy | 20 | 10.2% |
| Other Developmental Disability | 27 | 13.7% |
| **Total Developmentally Disabled** | **197** | -- |

Note: Percents may not total 100, as some consumers have more than one disability.
*Source: Department of Developmental Services, May 2014*

Table 4.27 shows the disabled population. In Windsor, 2,865 persons, or 11.3 percent of the Town's non-institutionalized population, had one or more types of disability in 2011.

| TABLE 4.27<br>POPULATION WITH DISABILITIES<br>Town of Windsor and Sonoma County<br>2011 | | | |
|---|---|---|---|
| **Total Civilian non-institutionalized population aged 5 and over** | **Total Population** | **With a Disability** | |
| | **Number** | **Number** | **Percent** |
| Windsor | 25,309 | 2,865 | 11.3% |
| Sonoma County | 450,845 | 50,181 | 11.1% |

*Source: ABAG Pre-Approved Data Package, 2007-2011 ACS*

Table 4.28 shows seniors with disabilities. Nearly half of the town's disabled population is over the age of 65. Disabled seniors age 65 and over made 5.4 percent of the Town's non-institutionalized residents. Of all seniors, 38.5 percent had disabilities.

| TABLE 4.28<br>SENIORS WITH DISABILITIES<br>Town of Windsor<br>2012 | | |
|---|---|---|
| **Population** | **Number** | **Percent** |
| Seniors (65 and older) | 3,606 | 100% |
| Seniors with Disabilities | 1,387 | 38.5% |

*Source: 2010-2012 ACS*

About 2 percent of the population aged 18 to 64 are disabled and working, whereas 0.6 percent are disabled and unemployed, as shown in Table 4.29.

**TABLE 4.29**
**EMPLOYMENT AND DISABILITIES**
**Town of Windsor and Sonoma County**
**2011**

| Geography | | Total Civilian Population aged 18 to 64 Years[1] | Total Population in the Labor Force | Total Population Employed | With A Disability | Total Population Unemployed | With A Disability |
|---|---|---|---|---|---|---|---|
| Windsor | Number | 16,458 | 13,558 | 12,434 | 367 | 1,124 | 97 |
| | Percent | 100.0% | 82.4% | 75.5% | 2.2% | 6.8% | 0.6% |
| Sonoma County | Number | 306,984 | 243,972 | 217,694 | 9,286 | 26,278 | 2,165 |
| | Percent | 100.0% | 79.5% | 70.9% | 3.0% | 8.6% | 0.7% |

[1]Non-institutionalized
*Source: ABAG Pre-Approved Data Package, 2007-2011 ACS*

Table 4.30 breaks down the disability type by age group and type. According to the 2010-2012 ACS, ambulatory disabilities represented the most pervasive disability for people aged 18 to 65, accounting for 29.7 percent of all disabilities and affecting 1,538 Windsor residents; 1,074 residents reported a condition that prevented them from living independently. Self-care disabilities affected 640 Windsor residents, comprising the third most pervasive disability. For those residents between the ages of 5 and 17, most disabilities were cognitive. For residents over 65, the incidence of disabilities was a lot higher (38.5 percent compared to 6.7 percent) and the most common disability was ambulatory.

**TABLE 4.30**
**PERSONS WITH DISABILITIES BY DISABILITY TYPE AND AGE**
**Town of Windsor**
**2012**

| | Total | Number with a Disability | Percent with a Disability |
|---|---|---|---|
| **Total civilian non-institutionalized population** | 26,959 | 2,729 | 10.1% |
| **Population under 5 years** | 1,790 | 73 | 4.1% |
| With a hearing difficulty | (X) | 73 | 4.1% |
| With a vision difficulty | (X) | 73 | 4.1% |
| **Population 5 to 17 years** | 5,224 | 178 | 3.4% |
| With a hearing difficulty | (X) | 38 | 0.7% |
| With a vision difficulty | (X) | 29 | 0.6% |
| With a cognitive difficulty | (X) | 70 | 1.3% |
| With an ambulatory difficulty | (X) | 14 | 0.3% |
| With a self-care difficulty | (X) | 78 | 1.5% |
| **Population 18 to 64 years** | 16,339 | 1,091 | 6.7% |
| With a hearing difficulty | (X) | 263 | 1.6% |
| With a vision difficulty | (X) | 75 | 0.5% |
| With a cognitive difficulty | (X) | 265 | 1.6% |
| With an ambulatory difficulty | (X) | 658 | 4.0% |
| With a self-care difficulty | (X) | 240 | 1.5% |
| With an independent living difficulty | (X) | 461 | 2.8% |
| **Population 65 years and over** | 3,606 | 1,387 | 38.5% |
| With a hearing difficulty | (X) | 538 | 14.9% |
| With a vision difficulty | (X) | 257 | 7.1% |
| With a cognitive difficulty | (X) | 246 | 6.8% |
| With an ambulatory difficulty | (X) | 866 | 24.0% |
| With a self-care difficulty | (X) | 322 | 8.9% |
| With an independent living difficulty | (X) | 613 | 17.0% |

Note: counts may not total correctly as residents may have more than one disability.
*Source: 2010-2012 American Community Survey 3-Year Estimates*

The housing coordinator from the Sonoma County Department of Behavioral Health reported that 130 of their clients reside in Windsor, a 30 percent increase from 2010, not accounting for the mentally ill homeless population. He also reported that approximately 95 percent of their clients seeking housing desire to live independently in standard small one-bedroom and studio apartments. The Department's housing coordinator reported that most of these clients are unemployed and receive SSI, qualifying them for units affordable to households at 30 percent of AMI. He also reported that Windsor generally lacks these units, and that vacancies remain scarce due to high demand from the general low-income population. People with mental health disabilities often rely on the Department of Mental Health or their contracted agencies (e.g., Community Support Network, Buckelew, Progress Foundation, and Telecare) to assist in getting on housing waiting lists, talking to landlords, and securing appropriate rental assistance.

There is a significant demand for accessible housing, especially at the lower income levels, as evidenced by the high proportion of disabled persons on the waiting list for the Section 8 housing assistance program; 3,406 out of 9,290 households on the waiting list in Sonoma County have a member with a disability.

According to the California Department of Social Services Community Care Licensing Division, Windsor has eight adult residential facilities (ARF), with a total capacity for 40 adults that provide 24-hour non-medical care for adults ages 18 through 59 who are unable to provide for their own daily needs. These facilities, listed in Table 4.31, cater to adults that are physically handicapped, developmentally disabled, and/or mentally disabled.

**TABLE 4.31**
**ADULT RESIDENTIAL FACILITIES**
**Town of Windsor**
**2012**

| Facility | Capacity |
|---|---|
| A Better Living Experience (Able#1) 9591 Kristine Way | 4 |
| Country Gardens Care Home 2680 Woolsey Road | 10 |
| Dupray House 174 Fulton Place | 2 |
| J. Wesley House 134 Windsor Palms Drive | 4 |
| Laughlin County Home 2565 Laughlin Road | 6 |
| My Father's Garden Adult Residential Care 475 Windsor River Road | 6 |
| Thrushwing Home 128 Thrushwing Avenue | 4 |
| Windsor House 1386 Sanders Road | 4 |
| **Total Capacity** | **40** |

*Sources: California Department of Social Services Community Care Licensing Division, 2012*

### *Strategies and Programmatic Responses to Meet Projected Needs For Disabled and Elderly*

Many of the strategies and programmatic responses that address elderly housing also apply to disabled persons' housing needs. The Town can support housing developers through applications for State and Federal funding, design review workshops, site location assistance, and direct financial assistance. Implementation programs in the Housing Objectives, Policies, and Programs section that address Design Review, parking standards, and impact fees also allow for more financially feasible development.

In addition, adopting the Universal Design Code established by HCD as a voluntary component of the Town Building Code would increase accessibility of new residential development to disabled persons.

## Large Households

The U.S. Census Bureau defines large households as having five or more persons. Large households often encounter difficulty in finding adequately-sized, affordable housing due to the limited supply of large units in many jurisdictions. In addition, large units generally cost more to rent and buy than smaller units. For larger families with low-incomes, this can result in overcrowded conditions and/or overpayment for housing.

### *Identified Needs and Available Resources*

Table 4.32 shows household size by tenure. In 2010, large households accounted for 16 percent of all households, or 1,436 households in Windsor, compared to 10.6 percent in Sonoma County. Owners and renters represented 950 or 66.2 and 486 or 33.8 percent, respectively, of the large households. Renters comprised only 24.2 percent of all Windsor households, indicating that large households were more likely to rent than the Town's population as a whole.

**TABLE 4.32**
**HOUSEHOLD SIZE BY TENURE**
**Town of Windsor**
**2010**

| | | Total Owner Occupied | | | Total Renter Occupied | | |
|---|---|---|---|---|---|---|---|
| | | Windsor | Sonoma County | Bay Area | Windsor | Sonoma County | Bay Area |
| All Households | Households | 6,795 | 112,280 | 1,465,362 | 2,175 | 73,545 | 1,142,661 |
| | Percent | 100% | 100% | 100% | 100% | 100% | 100% |
| 1-person household | Households | 1,211 | 26,381 | 297,554 | 531 | 24,289 | 383,371 |
| | Percent | 17.8% | 23.5% | 20.3% | 24.4% | 33.0% | 33.6% |
| 2-person household | Households | 2,128 | 43,614 | 487,169 | 452 | 19,648 | 310,670 |
| | Percent | 31.3% | 38.8% | 33.2% | 20.8% | 26.7% | 27.2% |
| 3-person household | Households | 1,236 | 17,423 | 253,975 | 346 | 11,044 | 175,156 |
| | Percent | 18.2% | 15.5% | 17.3% | 15.9% | 15.0% | 15.3% |
| 4-person household | Households | 1,270 | 14,826 | 242,922 | 360 | 8,858 | 134,567 |
| | Percent | 18.7% | 13.2% | 16.6% | 16.6% | 12.0% | 11.8% |
| 5-person household | Households | 543 | 5,933 | 101,041 | 243 | 4,986 | 71,081 |
| | Percent | 8.0% | 5.3% | 6.9% | 11.2% | 6.8% | 6.2% |
| 6-person household | Households | 217 | 2,205 | 42,950 | 122 | 2,453 | 33,693 |
| | Percent | 3.2% | 2.0% | 2.9% | 5.6% | 3.3% | 2.9% |
| 7+ person household | Households | 190 | 1,898 | 39,751 | 121 | 2,267 | 34,123 |
| | Percent | 2.8% | 1.7% | 2.7% | 5.6% | 3.1% | 3.0% |

*Source: ABAG Pre-Approved Data Package, 2010 U.S. Census*

Large households tend to have a lower household income (as shown in Table 4.33) than smaller households. However, even if large households have the income of a smaller household, it is split between more people. This means that less income is available to be spent on housing. In addition, large houses generally cost more, if they are even available.

**TABLE 4.33**
**MEDIAN HOUSEHOLD INCOME BY HOUSEHOLD SIZE**
**Town of Windsor and Sonoma County**
**2011**

| | Windsor | Sonoma County |
|---|---|---|
| **Total Median Income** | **$77,157** | **$64,343** |
| 1 Person household | $32,471 | $33,511 |
| 2 Person household | $87,836 | $74,210 |
| 3 Person household | $84,534 | $83,574 |
| 4 Person household | $95,682 | $85,596 |
| 5 Person household | $79,263 | $83,129 |
| 6 Person household | $105,931 | $68,510 |
| 7+ Person household | $79,904 | $78,161 |

Note: 2011 Inflation Adjusted Dollars
*Source: ABAG Pre-Approved Data Package, 2007-2011 ACS*

In 2000, just over 10 percent of Windsor's rental housing stock and over 34 percent of ownership housing had four bedrooms or more. This limited number of larger units suggests that a significant number of large renter households may live in overcrowded situations. When planning for new multifamily housing developments, the provision of three- and four-bedroom units is an important consideration due to the likely demand in Windsor for affordable, larger multifamily rental units. As shown in Table 4.34, large housing units are still hard to find. 27.9 percent of stock has more than four bedrooms, and only 2.7 percent of Windsor's housing stock has more than 5 bedrooms, much less than 4.7 percent of homes in the Bay Area.

**TABLE 4.34**
**PERCENT OF TOTAL HOUSING UNITS BY NUMBER OF BEDROOMS**
**Town of Windsor, Sonoma County, and Bay Area**
**2011**

| | Windsor | Sonoma County | Bay Area |
|---|---|---|---|
| No bedroom | 1.6% | 1.5% | 3.8% |
| 1 bedroom | 5.2% | 11.4% | 15.2% |
| 2 bedrooms | 14.8% | 30.4% | 26.8% |
| 3 bedrooms | 50.5% | 39.3% | 31.9% |
| 4 bedrooms | 25.2% | 15.2% | 17.6% |
| 5+ bedrooms | 2.7% | 2.2% | 4.7% |

*Source: ABAG Pre-Approved Data Package, 2007-2011 ACS*

Table 4.35 shows large households who overpay for housing by tenure. Large households that own their homes suffer from slightly higher overpayment rates. Of all large renter households in Windsor, 35.5 percent overpaid and 19.4 percent severely overpaid for housing. In comparison, 26.3 percent of all large owner households overpaid, while 13.6 percent severely overpaid for housing.

**TABLE 4.35**
**OVERPAYMENT IN LARGE HOUSEHOLDS BY TENURE**
**Town of Windsor**
**2010**

| | Total | Cost Burden 30-50% | Percent Cost Burden | Cost Burden >50% | Percent Severely Cost Burden | Total Cost Burden | Percent Cost Burden |
|---|---|---|---|---|---|---|---|
| Owner | **800** | 210 | 26.3% | 109 | 13.6% | 319 | 39.9% |
| Renter | **310** | 110 | 35.5% | 60 | 19.4% | 170 | 54.8% |
| **Total** | **1,110** | **320** | **28.8%** | **169** | **15.2%** | **489** | **44.1%** |

*Source: CHAS 2006-2010*

Extremely low-income households had the highest rates of overpayment, with 100 percent of households overpaying for housing, as shown in Table 4.36.

**TABLE 4.36**
**OVERCROWDING BY HOUSEHOLD INCOME LEVEL**
**Town of Windsor**
**2010**

| | Total | Cost Burden 30-50% | Percent Cost Burden | Cost Burden >50% | Percent Severely Cost Burden | Total Cost Burden | Percent Cost Burden |
|---|---|---|---|---|---|---|---|
| Household Income <30% HAMFI | **45** | 20 | 44.4% | 25 | 55.6% | 45 | 100.0% |
| Household Income 30%-50% HAMFI | **70** | 30 | 42.9% | 19 | 27.1% | 49 | 70.0% |
| Household Income 50%-80% HAMFI | **250** | 115 | 46.0% | 95 | 38.0% | 210 | 84.0% |
| Household Income 80%-100% HAMFI | **135** | 50 | 37.0% | 30 | 22.2% | 80 | 59.3% |

*Source: 2006-2010 CHAS*

### *Strategies and Programmatic Responses to Meet Projected Needs*

The Town's efforts to facilitate the development of second units can assist large multi-generational households. For example, the Town permits second units by right on single family residential lots. In 2003 the Town reduced the parking standards to require only one uncovered off street space for second units.

As another strategy, the Town, in its discussions with developers producing affordable housing units under the Inclusionary Housing Program or development agreements, can also encourage the provision of larger units.

## Female-Headed Households

In Windsor, female-headed single-parent households made up 13.5 percent of total families, compared to 16.8 percent in Sonoma County and 17.4 percent in the Bay Area, as shown in Table 4.37, 63.7 percent of these female-headed households had children under the age of 18. Single-parent households, with only one wage earner, can experience low-incomes and have difficulty finding housing. Single mothers have a greater risk of falling into poverty than single fathers due to factors such as the wage gap between men and women, insufficient training and education for higher-wage jobs, and inadequate child support. Households with single mothers also typically have special needs related to access to day care/childcare, health care and other supportive services.

**TABLE 4.37**
**FEMALE-HEADED FAMILIES**
**Town of Windsor, Sonoma County, and the Bay Area**
**2010**

| | Total Families | | Single Female Headed Family | | Single Female Headed Family With children under 18 | | Single Female Headed Family With No children under 18 | |
|---|---|---|---|---|---|---|---|---|
| | Number | Percent | Number | Percent of Total Families | Number | Percent of female-headed families | Number | Percent of female headed families |
| Windsor | 6,708 | 100% | 906 | 13.5% | 577 | 63.7% | 329 | 36.3% |
| Sonoma County | 117,114 | 100% | 19,733 | 16.8% | 12,118 | 61.4% | 7,615 | 38.6% |
| Bay Area | 1,685,972 | 100% | 93,126 | 17.4% | 169,879 | 58.0% | 123,247 | 42.0% |

*Source: ABAG Pre-Approved Data Package, 2010 Census*

### *Identified Needs and Available Resources*

As shown in Table 4.38, 2.3 percent of households living in Windsor have incomes below the poverty level. 8.9 percent of female-headed households had incomes below the poverty level, compared to 17.6 percent of female-headed households in Sonoma County. 14.0 percent of female-headed households with children have incomes below the poverty level, compared to 22.9 percent in Sonoma County. It seems that the female-headed households in Windsor have higher incomes than those in Sonoma County, yet it is likely that they still struggle to find adequate, affordable housing.

**TABLE 4.38**
**FEMALE-HEADED HOUSEHOLDS AND THE POVERTY LEVEL**
**Town of Windsor and Sonoma County**
**2011**

| | Families Below Poverty Level | Female-Headed Households Below Poverty Level | Female-Headed Households with Children Below Poverty Level |
|---|---|---|---|
| Windsor | 2.3% | 8.9% | 14.0% |
| Sonoma County | 6.7% | 17.6% | 22.9% |

*Source: ABAG Pre-Approved Data Package, 2007-2011 ACS*

### *Strategies and Programmatic Responses to Meet Projected Needs*

Access to affordable and convenient day care services can prove a significant challenge to single working mothers. To help address this need, the Town allows projects that include an on-site child day care center to receive (a) a density bonus of residential space that is equal to or greater than the amount of space in day care center; or (b) an additional incentive that contributes significantly to the economic feasibility of the day care center construction.

Town support for affordable cooperative housing developments, where child care and chores are shared among several families, could also help respond to the needs of single mothers.

## Farmworkers

Farmworkers form a critical part of Sonoma County's wine industry, with many living in the county for short periods of time during the peak harvest. Farmworkers encounter special housing needs because of their limited income, the often unstable nature of their employment (i.e., having to move throughout the year from one harvest to the next), concerns around immigration issues, and the difficulty in building farmworker housing due to due to lack of resources and community support. Many farmworkers live in unsafe, substandard, and/or crowded conditions, including garages, sheds, barns, and temporary structures. Housing needs for farmworkers include both permanent and seasonal housing for single men and women, as well as permanent family housing.

The U.S. Department of Agriculture (USDA) categorizes farmworkers into three groups: 1) permanent, 2) seasonal, and 3) migrant. Permanent farmworkers are typically employed year round by the same employer. A seasonal farmworker works an average of less than 150 days per year and earns at least half of his/her earned income from farm work. Migrant farmworkers form a subset of seasonal farmworkers, and include those who have to travel to their workplace, and cannot return to their permanent residence within the same day.

### *Identified Needs and Available Resources*

The USDA 2012 Census reported a total of 13,710 permanent and seasonal farmworkers in Sonoma County. Seasonal and permanent workers represented 7,810 (57 percent) and 5,900 (43 percent) of the County's farmworkers, respectively. This is a decrease from the count in the 2002 Census of 15,467 seasonal and permanent workers, with 9,870 (64 percent) seasonal workers and 5,597 (36 percent) permanent workers. The biggest decrease is in the number of seasonal workers, which decreased by over 2,000 workers from 2002 to 2012.

The 2007-2011 ACS estimates 296 Windsor residents employed in agriculture, forestry, fishing, hunting, and mining. However, it is not known how many of these are farmworkers. In addition, the Census often undercounts farmworkers.

The Migrant and Seasonal Farmworker Enumeration Profiles Study provides information at the county level for migrant and seasonal farmworkers and the number of children living in those households in 2000. The study reported 15,717 migrant and seasonal workers, with an additional 12,252 non-farmworkers living in farmworker households in Sonoma County. The study also reported that children under the age of 18 represented 55 percent of the non-farmworker population in migrant and seasonal farmworker households in California. These findings indicate a need for affordable single family and multifamily units that provide sufficient space for migrant and seasonal farmworker households and their families.

The California Institute for Rural Studies at UC Davis estimated in 2000 that 12,864 farmworkers find work each year in Sonoma and Napa counties - slightly more than half of those in Sonoma County - pruning, tending, and harvesting a wine-grape crop that in 1999 was valued at a combined $491 million, an increase of almost 40 percent since 1994.

The California Human Development Corporation (HDC) reports that affordable housing for farmworkers remains in very short supply in the county. Farmworkers are often homeless, especially at peak harvest times. Laluz is a research center that acts as a first step for immigrants seeking social services, including food, rental assistance, public utilities assistance, Medi-Cal, food stamps, employment, or facing discrimination or abuse in the workplace. They also offer ESL classes and computer literacy courses in Spanish. According to Laluz Center, originally there were a lot of migrant workers coming from the Central Valley, but with increased border control, the number of migrant workers went down. The number of permanent farmworkers, who are more likely to have families with them, has increased. They require permanent affordable housing situated near the farmland but with access to transportation, shopping, and other services. Many, even if they have papers, are forced to live in high-cost apartments or with two families together. They may collect unemployment, but it is not enough to cover the rent.

Compounding this housing need, immigration concerns and a lack of familiarity with housing resources can often impact farmworkers' willingness and ability to contact agencies who might offer assistance. A recent report based on a 2003-2004 survey of 2,344 California farmworkers found that 42 percent of farmworkers in California earned less than $10,000 per year.[2] Yet, two different surveys indicated that only four to five percent of farmworkers used public housing subsidies in the state.[3]

HDC offers a number of services for farmworkers in Sonoma County, including temporary housing assistance for eligible farmworkers, emergency support services, and the Day Labor Center, which assists farmworkers with finding jobs and housing. In March 2010, the Healdsburg Day Labor Center helped connect 65 laborers to 217 hours of work. In April 2010, 78 laborers worked 346 hours. In 2011, there were 52 day laborers from the center who were placed in permanent jobs, according to the director. In 2012, there were 66 who got such work. In the six-month period through the end of March 2014, 791 individuals came to the center and typically received some form of services, whether help with employment, housing, or food. Burbank Housing of Sonoma County operates two developments in Sonoma County for farmworkers, but these cater only to permanent and legally documented families. The projects include Harvest Grove in Healdsburg with 44 units and Sonoma Valley in the city of Sonoma with 16 units.

[2] Aguirre International. *The California Farm Labor Force Overview and Trends from the National Agricultural Workers Survey.* June 2005.

[3] California Institute for Rural Studies. *The Need for Targeted Surveys of Farmworkers: A Comparison of the California Health Interview Survey (CHIS) and the California Agricultural Worker Health Survey (CAWHS).* April 2005.

Vineyard Worker Services was another nonprofit organization dedicated to assisting farmworkers and their families with housing needs as well as with translation services, job placement, ESL classes, and referrals. The Executive Director of Vineyard Worker Services reported that Sonoma County severely lacks affordable and safe housing, with several thousand farmworkers in the county insufficiently housed. Vineyard Worker Services offered two seasonal migrant worker camps during the grape harvest season in the Sonoma Valley. The camps have a total of 60 beds, offered at five dollars each, including meals and limited health care services. However, these camps were closed in 2008 when Vineyard Worker Services merged with Laluz.

According to the Executive Director of Vineyard Worker Services, given the lack of affordable housing in the area, Sonoma County farmworkers often seek housing in Napa County, which currently has three camps operated by the Napa Valley Housing Authority. These facilities have a capacity for approximately 180 seasonal farmworkers.

### *Strategies and Programmatic Responses to Meet Projected Needs*

In Windsor, Agricultural Worker Housing is defined in the Town's Zoning Ordinance as "residential housing whose occupancy is restricted to persons who are employed in, raising or harvesting any agricultural commodities. Prior to construction of such housing, the developer shall enter into an agreement with the Town that ensures occupancy by qualified residents only." It is allowed in Community Commercial, Light Industrial, and Heavy Industrial zoning districts.

The Town also works with housing developers to expand the supply of affordable housing for both migrant and resident agricultural workers. Where available, the Town cooperates with housing developers to secure additional funding for farmworker projects from sources administered by HCD, the State Office of Migrant Services, and the Federal Farmers Home Administration.

## Homeless

The homeless population has a wide variety of needs that impact access to housing, including physical and mental disabilities, HIV, and substance abuse. Depending on an individual's circumstances, these needs may be addressed via emergency shelters, transitional housing, or supportive housing. Emergency shelters are defined as housing offering minimal supportive services, with occupancy limited to up to six months. Transitional housing is configured as rental housing, and operates under program requirements that call for the termination of assistance and recirculation of the assisted unit to another eligible tenant after six months. Supportive housing puts no limit on the length of stay, and offers on- or off-site services that assist residents in retaining their housing, improving health, and maximizing their ability to live and work in the community.

### *Identified Needs and Available Resources*

The Sonoma County Community Development Commission (SCCDC), the staff of various homeless services programs, and a total of 76 homeless persons and 97 community volunteers conducted a point-in-time count of homeless in Sonoma County in 2013. The *2013 Sonoma County Homeless Census and Survey* included both unsheltered homeless (those living on the streets and in open spaces in the county) and sheltered homeless (those receiving temporary shelter or services). Key findings of the homeless count include:

- There were 3,309 individuals identified as unsheltered homeless; a 1.7 percent decrease from the 2011 count.
- There were 971 persons staying in shelters, transitional housing, or receiving services; a significant 17.2 percent decrease since 2011.
- There were 152 families homeless with children, 277 unaccompanied homeless children, and 851 unaccompanied homeless individuals.
- Survey respondents most frequently cited loss of job or unemployment (34 percent) as the primary event or condition that led to their current episode of homelessness. Other common causes of homelessness were alcohol or drug use (16 percent), an argument with family or friends who asked them to leave (8 percent), and domestic violence (7 percent).
- Whites/Caucasians comprised 66 percent of Survey respondents. In comparison with the overall population of Sonoma County, there were a disproportionate number of Black/African American and multi-ethnic persons experiencing homelessness. No Asian or Pacific Islander or Other Races were identified. The mean age was 39 years old.

Seven people claimed to have become homeless in Windsor (1.4 percent of the total homeless population) and 15 people were counted as homeless in the Town of Windsor in 2013, 5 more than were counted in 2011. Of these 15, all were unsheltered.

In addition to the number of Sonoma County agencies that provide homeless services, the county has a network of 14 housing shelters and over 40 service programs. The Sonoma County 10-Year Homeless Action Plan (2007) identifies a total of 953 beds for individuals and 667 beds available to people in families. An additional 334 permanent supportive housing beds are available for individuals, and 74 are available for people in family households. While it may appear that a sufficient number of beds exist for the 897 individuals counted as homeless, the number of beds for the 840 people in families was severely lacking at the time of the count. Additionally, the need for beds is difficult to assess, as the net homeless population grows each year, and point-in-time counts often underestimate the number of homeless as people tend to move in and out of homelessness over time.

**TABLE 4.39**
**HOMELESS FACILITIES**
**Sonoma County**
**2007**

| Facility Type | Number of Beds for Individuals[1] | Number of Beds for Families[2] |
|---|---|---|
| Emergency Shelter | 718 | 234 |
| Transitional Housing | 418 | 359 |
| Permanent Supportive Housing | 1,095 | 74 |
| **Total** | **2,231** | **667** |

[1] *Sonoma County Continuum of Care, May 2014*
[2] *Sonoma County's 10-Year Homelessness Action Plan, 2007*

Beyond emergency shelters, interviews with area homeless advocates, including staff from Catholic Charities and Community Housing for Sonoma County, also indicate that the county suffers from a lack of supportive housing. There are a limited number of local organizations with the capacity to develop and operate supportive housing. These service-enriched units, while often effective at addressing chronic homelessness, are costly to operate.

Service providers report that homeless people generally locate in communities where assistance is readily available. Due to the lack of services and homeless shelters in Windsor, the Town appears to have a relatively small homeless population. Catholic Charities, located in Santa Rosa, operates a Homeless Service Center that serves about 2,000 people each year. Their six homeless shelters have a total of 298 beds and received 3,000 visits from chronically homeless people in 2007. Staff estimated that in an average year they provide housing for 15 individuals and three families that self-identify from Windsor. Staff said since 2008, they have increased services, but were unable to provide exact counts.

Other homeless facilities in the vicinity include the National Guard Armory in Santa Rosa, operated during the winter months by Catholic Charities. The Armory shelter has a capacity of approximately 170. Users of the shelter are allowed a shower, dinner, and breakfast. In 2004 the Committee on the Shelterless (COTS) completed construction of the Mary Isaak Center in Petaluma, which offers 100 emergency shelter beds and 30 transitional housing beds for adults. COTS also runs the Kids First Family Shelter (15 beds for families) and the Center for Homeless Children and their Families (35 beds for children and adults). The Redwood Gospel Mission in Santa Rosa houses between 70 and 80 men each night; the Redwood Gospel Mission also operates "The Rose," a women's shelter, which houses about 12 women each night. The Manna Home, also run by Redwood Gospel Mission, provides emergency shelter for women and children. The Women's Emergency Shelter (operated by the YWCA) provides emergency shelter for women and children who are victims of domestic violence.

### *Strategies and Programmatic Responses to Meet Projected Needs*

The Town can address local homeless housing needs by providing assistance to developers of transitional and supportive housing through applications for State and Federal funding, design review workshops, site location assistance, and direct financial assistance.

To facilitate the provision of homeless housing in Windsor, in 2005, the Town added the definition of "supportive housing" to the Zoning Ordinance and allowed supportive housing developments with up to six clients in all residential zoning districts, except the CR (Compact Residential) district. A minor use permit was required for supportive housing projects with seven or more clients in all residential zoning districts, except the CR district, in which it was not permitted. While this change was intended to facilitate the development of affordable housing, State law changed in 2008 related to supportive housing and transitional housing, requiring that these housing types be treated the same as other residential uses of the same type in the same zone. The Town is updated its Zoning Ordinance in 2014 to comply with State law. The Town added a definition of "transitional housing" to the Zoning Ordinance and made the necessary zoning changes to treat transitional and supportive housing, regardless of the number of people served, as a residential use subject to the same restrictions and permitting processes as other housing types in the same zones.

In addition, the Town amended the Zoning Ordinance to allow emergency shelters as a permitted use in the CC (Community Commercial) District; a use permit was required in the past.

## Assisted Affordable Housing Units

### Units At-Risk of Conversion

"At-risk units" are defined as multifamily rental housing developments that receive government assistance under Federal, State, and/or local programs, and which are eligible to convert to market-rate due to termination of a rent subsidy contract, mortgage prepayment, or other expiring use restrictions within the current and subsequent five-year planning period of the housing element. According to HCD, thousands of publicly assisted housing units in California are eligible to change from low-income to market-rate housing during the next decade.

According to the Town of Windsor's 2010 Annual Housing Report, four market-rate units were lost due to demolition in 2010. Other affordable units are eligible for conversion in 2024 and beyond.

Jurisdictions are required by law to analyze government assisted housing that is eligible to convert from low-income to market-rate housing over the next 10 years (until 2025).

Table 4.40 shows the affordable housing units in the Town of Windsor along with their deed restriction expiration dates. There are a total of 485 affordable units, with 141 reserved for seniors. Twin Oaks, a self-help for-sale development, is not considered an "assisted housing development" per Housing Element requirements since it is not rental housing. Thus, there are no properties at risk of converting to market-rate in the 10-year period following the beginning of the housing element planning period (i.e., through 2025).

**TABLE 4.40**
**INVENTORY OF AT-RISK UNITS**
**Town of Windsor**
**2014**

| Project Name & Address | APN | Total Affordable Units | 1 BR | 2 BR | 3 BR | 4 BR | Type | Year of Construction/ Rehabilitation Completion | Date Restrictions Expire |
|---|---|---|---|---|---|---|---|---|---|
| Alden Ct.& Curry Ct. | 164-070-023 | 40 | | | | | Family | 1986 | 2046 |
| Bell Manor,<br>8780 Bell Road | 164-020-004 | 81 | | | | | Senior | 2001 | 2032 |
| Esmond Place<br>8592-8596 Franklin St. | 164-040-023/4 | 27 | 0 | 2 | 10 | 15 | Family | 2001 | 2033 |
| Forest Winds Apt.<br>6697 Old Redwood Hwy. | 163-011-056 | 48 | 0 | 23 | 25 | 0 | Family | 1994 | 2071 |
| Los Amigos Self-Help<br>9989 Los Amigos Rd. | 161-050-050 | 17 | 0 | 1 | 13 | 3 | Family | 2008 | 2051 |
| Twin Oaks Townhomes<br>10176 Starr Rd. | 161-040-007 | 27 | 0 | 0 | 23 | 4 | Family | 1995 | 2024 |
| Vinecrest Senior Apts.<br>8400 Old Redwood Hwy. | 164-050-037 | 60 | 60 | 0 | 0 | 0 | Senior | 1998 | 2047 |
| Windsor Park Apts.<br>8770 Windsor Rd. | 066-510-054 | 80 | 0 | 28 | 32 | 20 | Family | 2000 | 2030 |
| Windsor Redwoods<br>100 Kendall Wy. | 163-171-041 | 64 | 12 | 31 | 21 | 0 | Family | 2011 | 2065 |
| Winter Creek Village<br>9177 Windsor Rd. | 066-100-029 | 41 | 7 | 12 | 18 | 4 | Family | 2003 | 2058 |

*Source: Town of Windsor May 2014*

California Government Code Section 65863.10 requires that owners of Federally-assisted properties provide notices of intent to convert their properties to market-rate 12 months prior and again at 6 months prior to the expiration of their contract, opt-outs, or prepayment. Owners must provide notices of intent to public agencies, including HCD and the local public housing authority, as well as to all impacted tenant households. The six-month notice must include specific information on the owner's plans, timetables, and reasons for termination. Under Government Code Section 65863.11, owners of Federally-assisted projects must provide a Notice of Opportunity to Submit an Offer to Purchase to Qualified Entities, non-profit or for-profit organizations that agree to preserve the long-term affordability if they should acquire at-risk projects, at least one year before the sale or expiration of use restrictions. Qualified entities have first right of refusal for acquiring at-risk units. HCD keeps a current list of all of the qualified entities across the state. The qualified entities that HCD lists for Sonoma County are found in Table 4.41.

**TABLE 4.41**
**QUALIFIED ENTITIES**
**Sonoma County**
**2013**

| Organization | City | Phone Number |
|---|---|---|
| Affordable Housing Foundation | San Francisco | (415) 387-7834 |
| Burbank Housing Development Corporation | Santa Rosa | (707) 526-9782 |
| Christian Church Homes of Northern California, Inc. | Oakland | (510) 632-6714 |
| Community Home Builders and Associates | San Jose | (408) 977-1726 |
| Divine Senior Apartments | Occidental | (707) 874-3538 |
| Eden Housing, Inc. | Hayward | (510) 582-1460 |
| Nehemiah Progressive Housing Development Corp. | Sacramento | (916) 231-1999 |
| Pacific Community Services, Inc. | Pittsburg | (925) 439-1056 |
| Petaluma Ecumenical Properties, Inc. | Petaluma | (707) 762-2336 |
| Sonoma County Community Development Commission | Santa Rosa | (707) 565-7505 |

*Source: California Department of Housing and Community Development, <www.hcd.ca.gov/hpd/hrc/tech/presrv/hpd00-01.xls>, accessed December 30, 2013.*

# SECTION 4.4 PROJECTED HOUSING NEEDS

## Regional Housing Need Allocation

Housing Element law requires a quantification of Windsor's share of the regional housing need as determined by the Association of Bay Area Governments (ABAG) in its Regional Housing Need Plan (RHNP). The Regional Housing Need Allocation (RHNA) for Windsor represents the minimum projection of housing units needed to accommodate household growth of all income levels during the RHNA projection period (January 1, 2014 to October 31, 2022). As shown in Table 4.42, the Town must demonstrate that it can accommodate a total of 440 new dwelling units distributed among four income categories by October 2022.

| TABLE 4.42<br>REGIONAL HOUSING NEEDS ALLOCATION<br>Town of Windsor<br>2014-2022 | |
|---|---|
| **Income Category** | **Units** |
| Very Low (0-50%) | 120 |
| Low (51% to 80%) | 65 |
| Moderate (81% to 120%) | 67 |
| Above Moderate (120% +) | 188 |
| **Total** | **440** |

*Source: ABAG, Regional Housing Needs Plan, San Francisco Bay Area, 2014-2022.*

To enable the Town of Windsor to meet RHNA goals, the Town must evaluate its capacity to provide available sites to meet projected future housing needs. The Town must demonstrate it has or will make available adequate sites with appropriate zoning and development standards and with services and facilities to accommodate the RHNA. This section demonstrates Windsor's ability to meet its identified housing need for this planning period. Windsor will meet this need through approved and proposed projects, vacant and underutilized land, and new second units. This section also identifies environmental and infrastructure constraints applicable to identified sites and discusses Windsor's ability to accommodate a variety of housing types for all income levels.

## Housing Needs for Extremely Low-Income Households

The Department of Housing and Urban Development (HUD) defines an extremely low-income household as earning less than 30 percent of the Area Median Income (AMI). These households encounter a unique set of housing situations and needs. Often, these households include any combination of special needs populations and/or often represent families and individuals receiving public assistance, such as social security insurance (SSI) or disability insurance.

Table 4.43 shows the HCD household income limits based on the 2014 AMI in Sonoma County for different income categories. The 2014 AMI in Sonoma County was $82,600. For extremely low-households, this results in an income of up to $24,800 for a four-person household.

| TABLE 4.43<br>HOUSEHOLD INCOME LIMITS<br>Sonoma County<br>2014 | | |
|---|---|---|
| **Income Category** | **Definition as % of AMI** | **Income Limit** |
| Extremely Low | 0%-30% | $24,800 |
| Very Low | 31%-50% | $41,300 |
| Low | 51%-80% | $65,000 |
| Median | 81%-100% | $82,600 |
| Moderate | 101%-120% | $99,100 |

Notes: Based on HCD 2014 Household Income Limits for a household of four in Sonoma County
*Source: California Department of Housing and Community Development, 2014*

To estimate housing need for extremely low-income households, 50 percent of Windsor's 120 very low-income RHNA units are assumed to be needed to serve extremely low-income households. Based on this methodology, the Town has a projected need of 60 units for extremely low-income households.

As shown in Table 4.44 below, in 2010, there were 610 extremely low-income households in Windsor, or 14 percent of the town's total households. Approximately 22 percent of the town's renter households and 8 percent of owner households were extremely low-income.

Extremely low-income renters experienced housing problems at a slightly higher rate (66.7 percent) than their homeowner counterparts (40.8 percent).[5] However, the percentage of households who experienced housing problems has decreased since 2000 (81 percent of extremely low-income renters and 78 percent of extremely low-income homeowners). Extremely low-income renters also had higher rates of overpayment, with 16.4 percent being cost-burdened and 15.1 percent reporting a severe cost burden, compared to 7.6 percent of extremely low-income homeowners being cost-burdened and 6.1 percent being severely cost-burdened.

**TABLE 4.44**
**HOUSING NEEDS FOR EXTREMELY LOW-INCOME HOUSEHOLDS**
**Town of Windsor**
**2010**

| | Renters | | Owners | | Total | |
|---|---|---|---|---|---|---|
| | Number | Percent | Number | Percent | Number | Percent |
| Total Number of ELI Households | 415 | 21.6% | 195 | 8.0% | 610 | 14.0% |
| Percent with Any Housing Problems | 1,280 | 66.7% | 995 | 40.8% | 2,275 | 52.2% |
| Percent with Cost Burden (30% or more of income) | 315 | 16.4% | 185 | 7.6% | 500 | 11.5% |
| Percent with Severe Cost Burden (50% or more of income) | 290 | 15.1% | 150 | 6.1% | 440 | 10.1% |
| **Total Number of Households** | **1,920** | **100.0%** | **2,440** | **100.0%** | **4,360** | **100.0%** |

*Source: 2006-2010 CHAS, accessed May 9, 2014.*

Extremely low-income households often rely on supportive housing as a means of transitioning into stable, more productive lives. Supportive housing typically offers services such as childcare, after-school tutoring, and career counseling. In 2005, the Town added the definition of "supportive housing" to the Zoning Ordinance, allowing the use in all residential zoning districts. In 2014, the Town is making additional amendments to fully comply with State law requirements for supportive housing.

To further address the housing needs of extremely low-income households, in 2008 the Town adopted a policy that encourages studio apartment or Single-Room Occupancy units (SRO). This policy allows pairs of studio apartments of 500 square feet or less to be counted as one unit for the purposes of calculating density bonuses. Additionally, the Town is currently (2014) in the process of amending the Zoning Ordinance to allow SROs in all zones allowing multifamily.

# SECTION 4.5 SITES INVENTORY AND ANALYSIS

## Inventory of Approved and Planned Projects

Since the Housing Element planning period begins January 1, 2014, Windsor's RHNA can be reduced by the number of new units approved or planned as of January 1, 2014. Town staff compiled an inventory of all residential projects with a housing component that are (as of January 1, 2014) approved or planned and anticipated to be built by the end of the current Housing Element planning period. For approved and planned projects, deed-restricted affordable units are inventoried as lower-income.

### Approved Projects and Entitled Units

Approved projects and entitled units are either fully entitled or are units considered approved due to a Development Agreement, Housing Agreement/Density Bonus Agreement, or other zoning action (e.g., subdivision, conditional use permit, variance). These projects are all market rate units inventoried as either above moderate-income or moderate-income based on anticipated unit types and sizes and the current housing market. There are 141 units in approved and entitled projects. Two of the larger approved projects are Esposti Park Apartments and Town Green Village Buildings R and S. Esposti Park Apartments contains 36 market-rate apartment units, all of which are inventoried as moderate-income units. Environmental Review was completed in May, 2014 and construction is anticipated to begin early in the planning period.

Construction on Buildings R and S within the Town Green Village began in 2009 but was soon abandoned due to the national economic downturn. Both building sites have sat partially completed since that time. Both properties were purchased by a new owner and developer in 2014, and Town staff has been working closely with them to develop new plans for the site that substantially comply with the previous approvals. All outstanding issues have been resolved, and the developer has stated that they will submit building plans for Town review by October 1, 2014. Building R will contain 13 residential townhomes on the upper floors, similar to other buildings within the Village. Building S will contain five commercial spaces on the ground floor and five residential townhomes on the upper floors. In total, Town Green Village Buildings R and S are anticipated to result in 18 small, townhome units, all of which are inventoried as moderate-income units based on unit sizes.

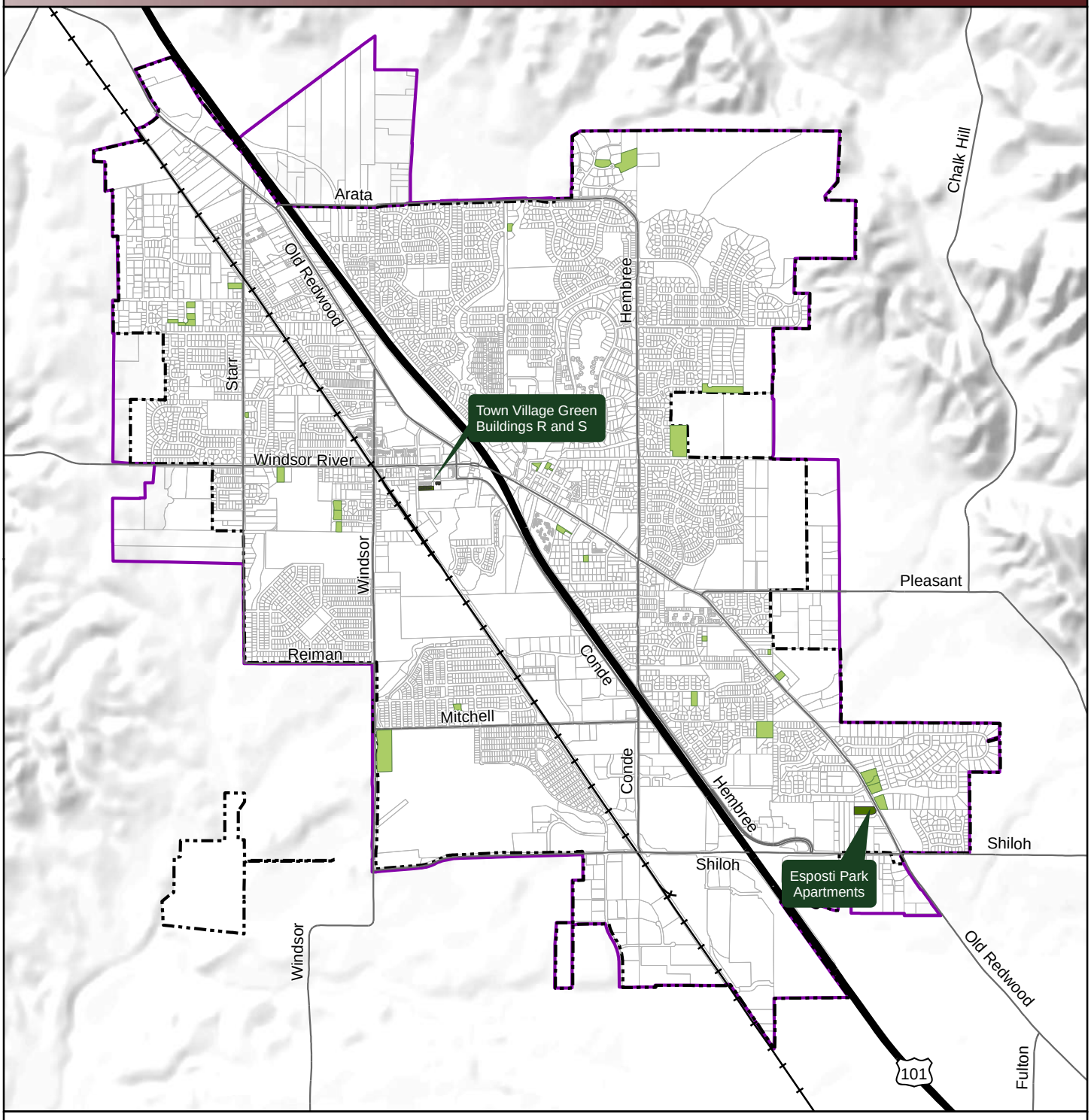
There are an additional 87 units on scattered lots or small subdivisions, most of which are single family homes. 86 of these units are inventoried as above moderate-income and one unit, a manufactured home, is inventoried as lower-income based on the permit valuation data. Approved projects and entitled units are included in Table 4.45 and shown in Figure 4.5A. More details on the entitled units can be found in Appendix D.

### Planned (Pending) Projects

Planned projects are projects that have submitted applications, but have yet to receive final project approval. There are three planned projects, totaling 827 units, in the Town that will be counted towards the 2014-2022 RHNA: Bell Village, Windsor Mill, and Victoria Oaks (Hembree Village). Of the 827 total units, 224 are inventoried as moderate-income units and 603 are inventoried as above moderate-income units. Planned projects are summarized in Table 4.45 and shown in Figure 4.5B.

TOWN OF WINDSOR
2040 General Plan

# Figure 4.5a
# Approved Projects and Entitled Units




**Legend**

- Major Roads
- Railroad
- Town Limits
- Urban Growth Boundary
- Approved Projects
- Entitled Units

N

0 0.25 0.5 1 Miles

*Data Source: Town of Windsor; 2014*

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### *Bell Village*

The Bell Village development is designated Compact Residential in the General Plan and zoned Compact Residential. The site is currently (2014) occupied by the Windsorland RV Park and vacant land. The current property owner is in on-going consultation with the Town regarding redevelopment of the site. In February 2008, the property owner submitted a Conversion Impact Report to the Town to close down the Mobile Home Park. The site was approved in December 2011 for 387 rental apartments and townhomes, 40 percent of which were reserved for lower- and moderate-income tenants. Since that time, the developers have sought changes to the type of units and are no longer planning to build the affordable units originally included in the application, but instead, pay an inclusionary housing in-lieu fee for the 77 low-income units and build the 77 deed-restricted moderate-income units on site. The site is still planned for higher-density rental housing.

As described earlier, rental units in Windsor are generally affordable to moderate-income households (see Table 4-18). Therefore, even as a market-rate rental project, many of the units that are not deed-restricted in Bell Village will likely be affordable to moderate-income households. However, since the units will be new and in a desirable location, the Housing Element conservatively estimates that about 30 percent (116 units) will be moderate-income units and 271 units (70 percent) will be above moderate-income units.

### *Windsor Mill*

The Windsor Mill development is designated Compact Residential in the General Plan and zoned Compact Residential. It was first approved in 2005 for a 200 lot residential development and was subject to a Development Agreement, which was then modified over time. After being granted an extension in 2009, the Development Agreement was subsequently cancelled by the Town Council in 2014 based on a request by the new developer for a Priority Development Area waiver under the newly adopted Downtown/Station Area Specific Plan. The new developer has proposed significant revisions to the site plan and housing type but plans to build the same 360 market-rate rental units. A Priority Development Area Waiver Agreement has been executed for the proposed project, but an actual application has not yet been submitted for staff review. The developer has indicated that he plans to pay in-lieu fees to cover the affordable housing requirement for the project.

As described earlier, rental units in Windsor are generally affordable to moderate-income households (see Table 4-18). Therefore, even as a market-rate rental project, many of the units included in Windsor Mill may be affordable to moderate-income households. The Housing Element conservatively estimates that about 30 percent (108 units) will be moderate-income units and 252 units (70 percent) will be above moderate-income units.

### *Victoria Oaks*

Victoria Oaks (Hembree Village) is located within General Plan "Special Area G" and is currently designated and zoned High Density Residential, which allows up to 16 units per acre. The developer originally submitted a 208-unit proposal in 2011 that consisted of a three-story, 120-unit senior apartment complex and 88 units of duets and single family residences. The applicant then submitted a request to modify the project to include 80 to 90 units. The request was granted tentative approval by the Town Council in 2013, but requires a rezone to Village Residential before the project can begin construction. The Victoria Oaks (Hembree Village) development is still in process, but is anticipated to result in 80 single family homes, all of which are inventoried as above moderate-income units.

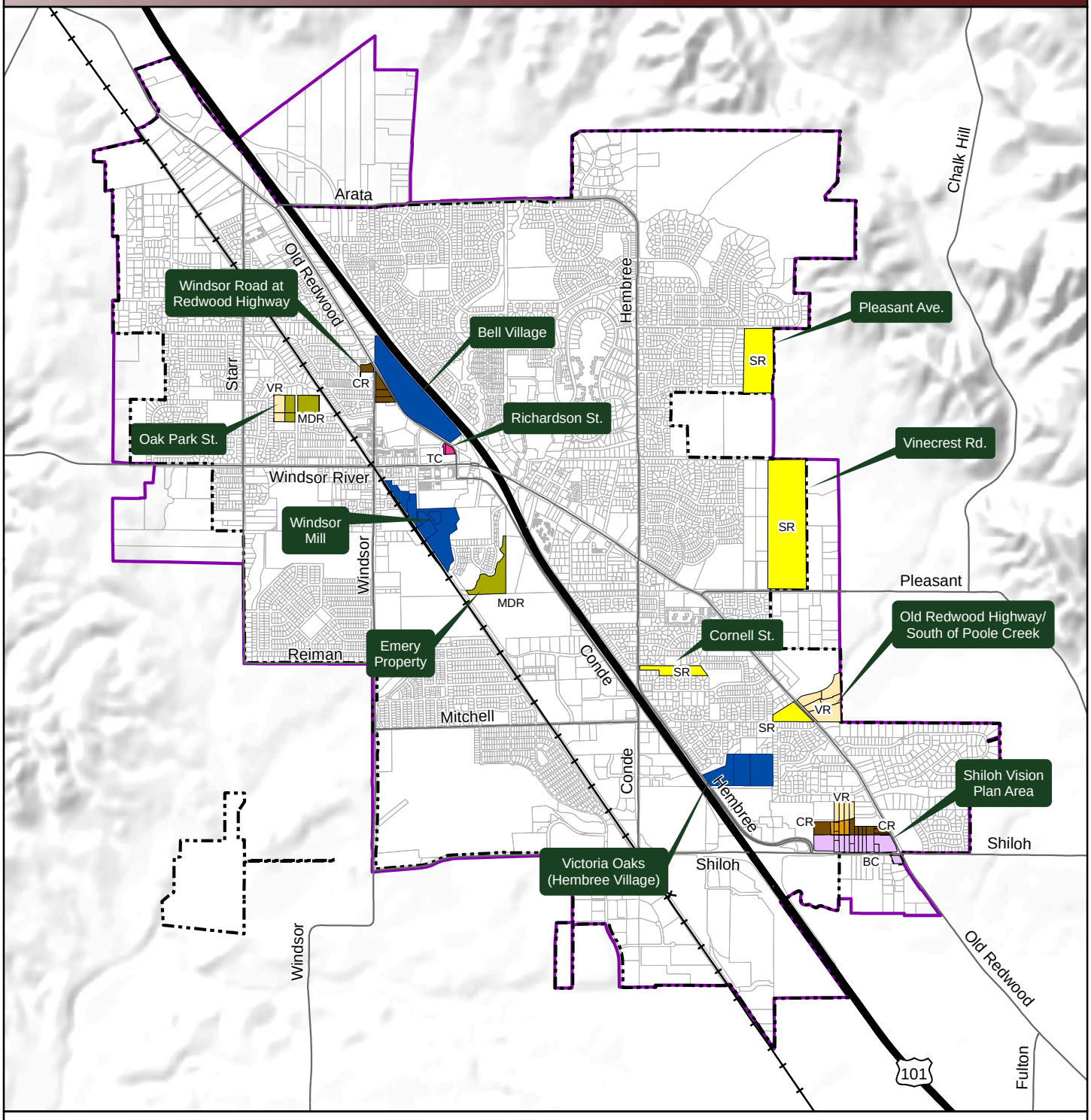
## TABLE 4.45
## APPROVED AND PLANNED PROJECTS
### Town of Windsor
### 2014

| Site/Location | APN | Size (acres) | GP Land Use | Zoning | Existing Use | Permitted Density (per acre) | Units by Income Level | | | Total Realistic Development Potential |
|---|---|---|---|---|---|---|---|---|---|---|
| | | | | | | | Lower-income | M | AM | |
| **Approved Projects and Units Under Construction** | | | | | | | | | | |
| Esposti Park Apartments | 163-171-042 | 1.5 | Village Residential | Village Residential | Vacant | 5 - 8 | | 36 | | 36 |
| Town Green Village, Buildings R and S | 066-171-013<br>164-520-001 to -015<br>164-530-001 to 010 | R - 13<br>S - 5 | Town Center/ Mixed Use | Town Center Commercial | Abandoned, partially complete buildings | Varies | | 18 | | 18 |
| Entitled Units[1] | See Appendix D | | | | | | 1 | | 86 | 87 |
| *Subtotal* | | | | | | | *1* | *54* | *86* | *141* |
| **Planned Projects** | | | | | | | | | | |
| Bell Village | 161-070-036 | 27 | Compact Residential | Compact Residential | Former mobile home park | 12 - 32 | | 116 | 271 | 387 |
| Windsor Mill | 066-170-013, 066-170-033, 164-020-005, 164-020-006, 164-020-007, 164-020-008, 164-020-041 | 20 | Compact Residential | Compact Residential | Mostly Vacant | 12 - 32 | | 108 | 252 | 360 |
| Victoria Oaks | 163-130-030, 163-130-031, 163-130-032 | 16 | High Density Residential[2] | High Density Residential[2] | Lot with several one story buildings | 12 - 16 | | | 80 | 80 |
| *Subtotal* | | | | | | | | *224* | *603* | *827* |
| **Total** | | | | | | | **1** | **278** | **689** | **968** |

[1]Includes 86 single family homes and one manufactured home. Inventoried income level based on building valuations.
[2]Approval of 80 single family units at Victoria Oaks will require a General Plan amendment and Zoning Code amendment to Village Residential.
*Source: Town of Windsor, 2014*

TOWN OF WINDSOR
2040 General Plan

# Figure 4.5b
# Planned Projects and Vacant and Underutilized Sites




**Legend**

- Major Roads
- Railroad
- Town Limits
- Urban Growth Boundary
- Planned Projects

**Vacant/ Underutilized Sites Zoning**

- Boulevard Commercial
- Town Center Commercial
- Compact Residential
- High Density Residential
- Medium Density Residential
- Surrounding Residential
- Village Residential

N

0 0.25 0.5 1 Miles

*Data Source: Town of Windsor; 2014*

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## Vacant and Underutilized Land

In accordance with the requirements of Government Code Section 65583.2, the Town conducted an assessment of the vacant and underutilized sites suitable for residential development within the town of Windsor. All parcels (or portions of parcels) in the residential sites inventory were reviewed by Town staff and the Consultants to confirm vacancy status, ownership, adequacy of public utilities and services, possible environmental constraints such as flood zones and steep slopes, and other possible constraints to development feasibility.

The sites inventory uses the following assumptions:

- **Type of sites.** All of the sites in the inventory are vacant or underutilized sites zoned for residential or mixed use and meet the classification in State law (Government Code Section 65583.2(a)) as "land suitable for residential development."
- **Relation of density to income categories.** The following assumptions were used to determine the income categories according to the allowed densities for each site:
    - **Lower-Income Sites.** Sites that allow at least 20 units per acre were inventoried as feasible for lower-income (low-, and very low-income) residential development in accordance with the "default density standard" set forth in Government Code Section 65583.2(c)(3)[4]. This includes sites with the Zoning/General Plan Designations below:
        - Sites that are designated Boulevard Mixed Use and zoned Boulevard Commercial (up to 32 units per acre);
        - Sites designated/zoned Compact Residential (24 - 32 dwelling units per net acre); and
        - Sites designated Town Center/Mixed Use and zoned Town Center (assumed to develop at 22 dwelling units per acre in the Station Area/Downtown Specific Plan).
    - **Moderate-Income Sites.** Sites that are zoned High Density Residential have a density range of 12-16 dwelling units per net acre. Sites that are zoned Medium Density Residential have a density range of 8-12 units per net acre. The Town's Zoning Ordinance states that both the High Density Residential district and the Medium Density Residential district are intended for areas appropriate for multi-family housing. Typical dwelling units include townhouses, apartments, row houses, and small apartment complexes. These areas were inventoried as feasible for moderate-income residential development.
    - **Above Moderate-Income Sites.** All other sites, which allow only single family homes at lower densities, were inventoried as above moderate-income units.
- **Realistic Development Potential.** The inventory assumes build-out of 85 percent of the maximum permitted by the Zoning Code for all sites except those zoned for Town Center and Boulevard Commercial (see Assumptions for Mixed Use Zoning below).

[4] Default density standard is the density "deemed appropriate" in State law to accommodate housing for lower-income households given the type of the jurisdiction. Windsor is considered a "suburban jurisdiction" with a default density standard of 20 units per acre. HCD is required to accept sites that allow for zoning at this density as appropriate for accommodating Windsor's share of the regional housing need for lower-income households.

- **Assumptions for Mixed Use Zoning**. Mixed-use zoning allows for both residential and commercial uses. The following assumptions were used to account for non-residential uses on the sites:
    - **Town Center**. The maximum FAR in the Town Center zoning district is 2.5, inclusive of housing. All sites zoned Town Center are located within the Windsor Station Area/Downtown Specific Plan. In the Specific Plan, the Town used average FARs to estimate that the Town Center zoning district will likely develop at roughly 22 units per acre for mixed-use projects that include a residential component. This estimate takes the commercial component into account and is in line with the density of a recent project proposal in the area. The inventory relies on this estimate to derive total realistic development potential in sites zoned Town Center.
    - **Boulevard Commercial.** The Boulevard Commercial zoning district allows up to 32 units per acre. Projects may include commercial/office, commercial/residential, and office/residential vertical mixed use. To account for the allowed commercial uses, the inventory assumes build-out of 75 percent of the maximum residential density permitted by the Zoning Code for sites zoned Boulevard Commercial. This estimate is in line with the density of a recently approved project in this district.

Table 4.46 identifies vacant and underutilized sites that are available for residential development in Windsor. The locations of these sites are shown in Figure 4.5. The sites identified in Table 4.46 can accommodate an estimated 1,153 units. Of these units, 563 are affordable for lower-income households, 143 for moderate-income households, and 447 for above moderate-income households. All of these sites are presently zoned for residential or mixed uses and suitable for residential development. There are three sites that have environmental constraints that could limit the development potential on the sites: Oak Park Street, Emery Property, and Old Redwood Highway/South of Poole Creek. These biological constraints have been accounted for in the capacity analysis and are discussed below. The descriptions below include information on land use characteristics (existing uses, General Plan designation, and zoning) and the realistic development capacity for each site.

## Pleasant Avenue

This 17-acre site is designated Surrounding Residential in the General Plan and zoned Surrounding Residential., which allows 3 to 6 units per acre. The site is currently in agricultural use, and contains one two-story single family house with secondary buildings accessed by a driveway to the south of the site. The site is suitable for development because it is large, primarily vacant, and flat. Assuming 85 percent of the maximum capacity, this site can accommodate 87 single family homes, all of which are inventoried as above moderate-income units.

### Vinecrest Road

This 44-acre site is designated Surrounding Residential in the General Plan and zoned Surrounding Residential, which allows 3 to 6 units per acre. The site is currently in agricultural use and contains one accessory structure. Realistic development potential on a site of this size is 224 units, conservatively assuming that 85 percent of the maximum capacity will occur. These units are inventoried as above moderate-income units.

### Windsor Road at Redwood Highway

This 3.9-acre site, made up of four adjacent parcels under common ownership, is designated Compact Residential in the General Plan and zoned Compact Residential. The site is located within the Windsor Station Area/Downtown Specific Plan and is a prime area for redevelopment. There are some marginal industrial structures on the site, and there have been multiple applications for mixed-use projects on this site. The site was included in the 2010 Housing Element as the Windsor Gateway project. The Windsor Gateway project originally submitted an application to the Town in 2006, and after resubmitting a redesigned project, the Town entered into an Allocation Agreement for the project in January 2010, requiring recordation of maps and commencement of construction within two years. In 2011, the applicant requested, and was granted, a two-year suspension for application processing due to economic conditions. In 2013, the applicant was granted an additional 18-month suspension of time due to the changes in the economy and the need to complete and evaluate reports and future development. Due to the uncertainty of this project, the absence of any entitlements, and the lack of activity by the applicant, the site is included in the inventory as a vacant/underutilized site.

The adoption of the Windsor Station Area/Downtown Specific Plan in 2012 rezoned the site to Compact Residential, which allows up to 32 units per acre. Since the 2006 application was submitted before the Specific Plan was adopted, the Town will allow the applicant to proceed with the original project proposal. However, the most recent extension expires in March 2015, at which point applicants would need to resubmit a new project consistent with the Compact Residential zoning and the design guidelines included in the Windsor Station Area/Downtown Specific Plan. Given the lack of activity, the Housing Element assumes this will happen. The realistic development potential on the site is 80 units, conservatively assuming that 85 percent of the maximum capacity will occur. All 80 units are inventoried as lower-income households based on the allowed density.

### Oak Park Street

This 9-acre underutilized site is designated Village Residential and Medium-High Density Residential in the General Plan and zoned Surrounding Residential (3 to 6 units per acre) and Medium Density Residential (8 to 12 units per acre). The site is vacant with one abandoned homestead on the western edge. Biological constraints prevent the western edge of this site from fully developing. Due to constraints, only 5 acres, zoned Medium Density Residential, are assumed to be available for development. Realistic development potential on the site is 51 units, conservatively assuming that 85 percent of the maximum capacity will occur. All 51 units are inventoried as available to moderate-income households based on the allowed density.

### Cornell Street

This 5-acre vacant site is designated Surrounding Residential in the General Plan and zoned Surrounding Residential, which allows 3 to 6 units per acre. Realistic development potential on this site is 25 units, conservatively assuming that 85 percent of the maximum capacity will occur. All 25 units are inventoried as above moderate-income units.

## Richardson Street

This 1.5-acre vacant site is designated Town Center/Mixed Use in the General Plan and zoned Town Center. There is a partial application for this site that includes 37 rental apartment units over commercial. However, since no formal application has been submitted as of July 2014, the site is treated as a vacant site for the purpose of the sites inventory.

The Town Center zone is intended to accommodate a mix of retail, residential, office, and entertainment uses. Residential uses are allowed but not required. The maximum FAR in the Town Center zoning district is 2.5, inclusive of residential floor area. In the Windsor Station Area/Downtown Specific Plan, the Town used average FARs to estimate that the Town Center district will likely develop at roughly 22 units per acre for projects that include a residential component. The proposed project is at a density slightly higher than this, which supports the viability of high residential densities in this zone. Using the average density of 22 units per acre assumed in the Specific Plan, realistic development potential on this site is 33 units. All 33 units are inventoried as lower-income households based on the maximum FAR.

## Emery Property

This 7.7-acre parcel is located within the Station Area/Downtown Specific Plan and has a zoning designation of Medium Density Residential. The parcel, along with two other commercially designated parcels, is the site of the now closed Windsor Waterworks and Slides water park. The three parcels would likely be developed as one planned development. However, for the purposes of the RHNA, only the one residential parcel is included in the inventory. There is currently (2014) an active RV park on part of the site. Due to environmental constraints that include a creek on the north edge of the property and numerous oak trees, the number of realistic units for this site were calculated based on 50 percent of the maximum allowed density rather than 85 percent. Realistic development potential on the site is 46 units inventoried as available to moderate-income households based on the allowed density.

## Old Redwood Highway/South of Pool Creek

This site is made up of six parcels each under separate ownership. Five of the parcels are on the eastside of Old Redwood Highway and are designated Village Residential. One parcel is on the west side of Old Redwood Highway and is designated Surrounding Residential. The parcels all have single family residences, but have significant development potential due to the location of the lots and the older construction. The Village Residential parcels east of Old Redwood Highway will likely be assessable and developed as part of a planned development. The Surrounding Residential parcel is participating in the Towns' Merit process and is proposing a higher density rental project at the site targeting the Village Residential densities. However, for the purposes of the RHNA, this site is inventoried based on its current zoning. After accounting for environmental constraints from Poole Creek, which runs across the northern edge of three of the parcels, the sites consist of about 15.9 acres of developable land. Realistic development potential across the parcels is 88 units, conservatively assuming that 85 percent of the maximum capacity will occur. All 88 units are inventoried as available to above moderate-income households based on the current allowed density.

## Shiloh Vision Plan Area

In 2002 the Windsor Town Council approved the Shiloh Road Village Vision Plan. The Plan area includes 80 acres located along Shiloh Road between Highway 101 and Old Redwood Highway. The Plan calls for relatively high-intensity mixed-use development following "New Urbanist" design principles. The Plan calls for a variety of housing types at densities of up to 32 units per acre within a number of pedestrian-oriented neighborhoods. In 2005 the Town Council adopted General Plan and Zoning Code amendments that implement the Vision Plan.

Since the adoption of the Plan, two multifamily development projects have been approved within the Plan area: Windsor Redwoods and the Esposti Park Apartments. Windsor Redwoods is constructed and occupied. Esposti Park Apartments is included as an approved project in Table 4.45. Excluding these two projects and environmentally constrained land, there are 26 acres remaining in the Plan area that are available for housing development within the current (2014) Town Limits. Figure 4.6 shows the individual parcels and Plan neighborhoods located within these 26 acres.

As shown in Table 4.46, the portion of the Shiloh Plan area within current (2014) Town Limits can accommodate an estimated 519 units on vacant and underutilized sites. Of these total units, 450 are inventoried as lower-income units, 46 are inventoried as moderate-income units, and 23 are inventoried as above moderate-income units. The number of units conservatively assumes build-out at 85 percent of the maximum permitted by the Zoning Code. Units identified as affordable to lower-income households are provided for by sites zoned to allow residential densities of over 20 units per acre.

The Shiloh site, as identified in Figures 4.5 and 4.6, excludes portions of the Vision Plan where environmental constraints are present. The southwest portion of the site, known as the Vicini site, is located within the 100-year floodplain and contains wetland areas. The Vision Plan envisions up to 200 units in this area. However, due to the presence of environmental constraints, these units are not included in the sites inventory for this Housing Element.

All of the sites in this section were included in the 2010 Housing Element except parcel 161-171-039. This parcel, located on the western edge of the Vision Plan area, was formerly approved for 136 units as the Shiloh Sustainable Village Project. However, the project was stalled and the use permit expired. Therefore, this parcel is included in the inventory as a vacant site. The parcel was included in the Shiloh Vision Plan as a part of the Garden Apartments, Shiloh Townhomes, and Mixed Use neighborhoods.

The Shiloh site represents an ideal location for new affordable housing units in Windsor. The site is subject to a Vision Plan which presents a community-based vision for the redevelopment of the area. Preparation of the Vision Plan involved extensive public participation, including a multi-day design charette, a visual preference survey, and numerous additional public meetings. Parcels within the Plan area are either vacant, partially vacant, or substantially underutilized. Most importantly, the approval of two development projects in the Plan area featuring multifamily projects demonstrates the viability of the Plan area for redevelopment within the 2014-2022 planning period. Additional information about each neighborhood within the Shiloh site, as shown in Figure 4.6, is provided below.

## TABLE 4.46
## VACANT AND UNDERUTILIZED LAND
### Town of Windsor
### 2014-2022

| Site/Location | APN | Size (acres) | GP Land Use | Zoning | Existing Use | Permitted Density (per acre) | Units by Income Level | | | Total Realistic Development Potential[1] |
|---|---|---|---|---|---|---|---|---|---|---|
| | | | | | | | Lower-Income | Mod.-Income | Above Mod.-Income | |
| Vacant Lot/Pleasant Ave. | 162-020-04 | 17 | Surrounding Residential | Surrounding Residential | Agriculture with one building and ancillary buildings | 3 - 6 | | | 87 | **87** |
| Vacant Lot/Vinecrest Rd. | 162-020-29 | 44 | Surrounding Residential | Surrounding Residential | Agriculture land with one 2 story house with secondary buildings | 3 - 6 | | | 224 | **224** |
| Windsor Road at Redwood Highway | 161-060-036,<br>161-060-038,<br>066-100-002,<br>066-100-003 | 0.9<br>1.0<br>1.0<br>1.0<br>**(3.9 total)** | Compact Residential | Compact Residential | Underutilized | 12 - 24 | 80 | | | **80** |
| Vacant Lot/Oak Park St.[2] | 066-060-004,<br>066-060-007,<br>066-060-021 | 3.6<br>3.5<br>1.8<br>**(8.9 total)** | Medium-Density Residential | Medium-Density Residential | Largely vacant with one abandoned homestead | 8 - 12 | | 51 | | **51** |
| Vacant Lot/Cornell St. | 163-080-047 | 5 | Surrounding Residential | Surrounding Residential | Vacant | 3 - 6 | | | 25 | **25** |
| Vacant Lot/Richardson St. | 066-100-068 | 1.5 | Town Center/ Mixed Use | Town Center | Vacant | FAR: 2.5 | 33 | | | **33** |
| Emery Property | 164-020-045 | 7.7 | Medium-Density Residential | Medium-Density Residential | Underutilized site of former water park | 8 - 12 | | 46[3] | | **46** |
| Old Redwood Highway/South of Poole Creek | 163-011-036<br>163-012-027<br>163-012-028<br>163-012-029<br>163-012-030<br>163-012-031 | 4.5[4]<br>1.9[4]<br>2.7[4]<br>1.3<br>1.4<br>4.0<br>**(15.9 total)** | SR<br>VR<br>VR<br>VR<br>VR<br>VR | SR<br>VR<br>VR<br>VR<br>VR<br>VR | Largely vacant with older residences on each parcel | 3 - 6<br>5 - 8<br>5 - 8<br>5 - 8<br>5 - 8<br>5 - 8 | | | 22<br>9<br>13<br>8<br>9<br>27<br>**(88 total)** | **88** |

**TABLE 4.46**
**VACANT AND UNDERUTILIZED LAND**
**Town of Windsor**
**2014-2022**

| Site/Location | APN | Size (acres) | GP Land Use | Zoning | Existing Use | Permitted Density (per acre) | Units by Income Level | | | Total Realistic Development Potential[1] |
|---|---|---|---|---|---|---|---|---|---|---|
| | | | | | | | Lower-Income | Mod.-Income | Above Mod.-Income | |
| Shiloh Vision Plan Area | | 25.6 | | | All sites sparsely developed residential & commercial | | 450 | 46 | 23 | **519** |
| *Garden Apartments* | * | *1.9* | *Compact Residential* | *Compact Residential 32* | | *24 - 32* | *52* | | | ***52*** |
| *Garden Cottages* | * | *3.4* | *Village Residential* | *Village Residential* | | *5 - 8* | | | *23* | ***23*** |
| *Shiloh Townhomes* | * | *3.4* | *High Density Residential* | *High Density Residential* | | *12 - 16* | | *46* | | ***46*** |
| *Kendall Courtyards* | * | *2.2* | *Compact Residential* | *Compact Residential 24* | | *12 - 24* | *45* | | | ***45*** |
| *Mixed Use*[4] | * | *14.7* | *Boulevard Mixed Use* | *Boulevard Commercial* | | *32* | *353* | | | ***353*** |
| | | | | | | **Total** | **563** | **143** | **447** | **1,153** |

[1] Realistic development potential assumes build-out at 85 percent of the maximum density permitted by the Zoning Code for all zones except Town Center and Boulevard Commercial. For Town Center, the inventory relies on density assumptions used in Windsor Station Area/Downtown Specific Plan of 22 units per acre. For Boulevard Commercial, the inventory assumes build-out at 75 percent of the maximum density permitted by the Zoning Code to account for commercial uses.

[2]While the three parcels listed total 9 acres, environmental/biological constraints limit this site to about 5 acres of developable land.

[3]Realistic development potential on this site assumes build-out at 50 percent of the maximum density permitted by the zoning code due to environmental constraints.

[4]Shows developable land after accounting for environmental constraints from Poole Creek.

*See Appendix C for site parcel numbers

*Source: Town of Windsor, 2014*

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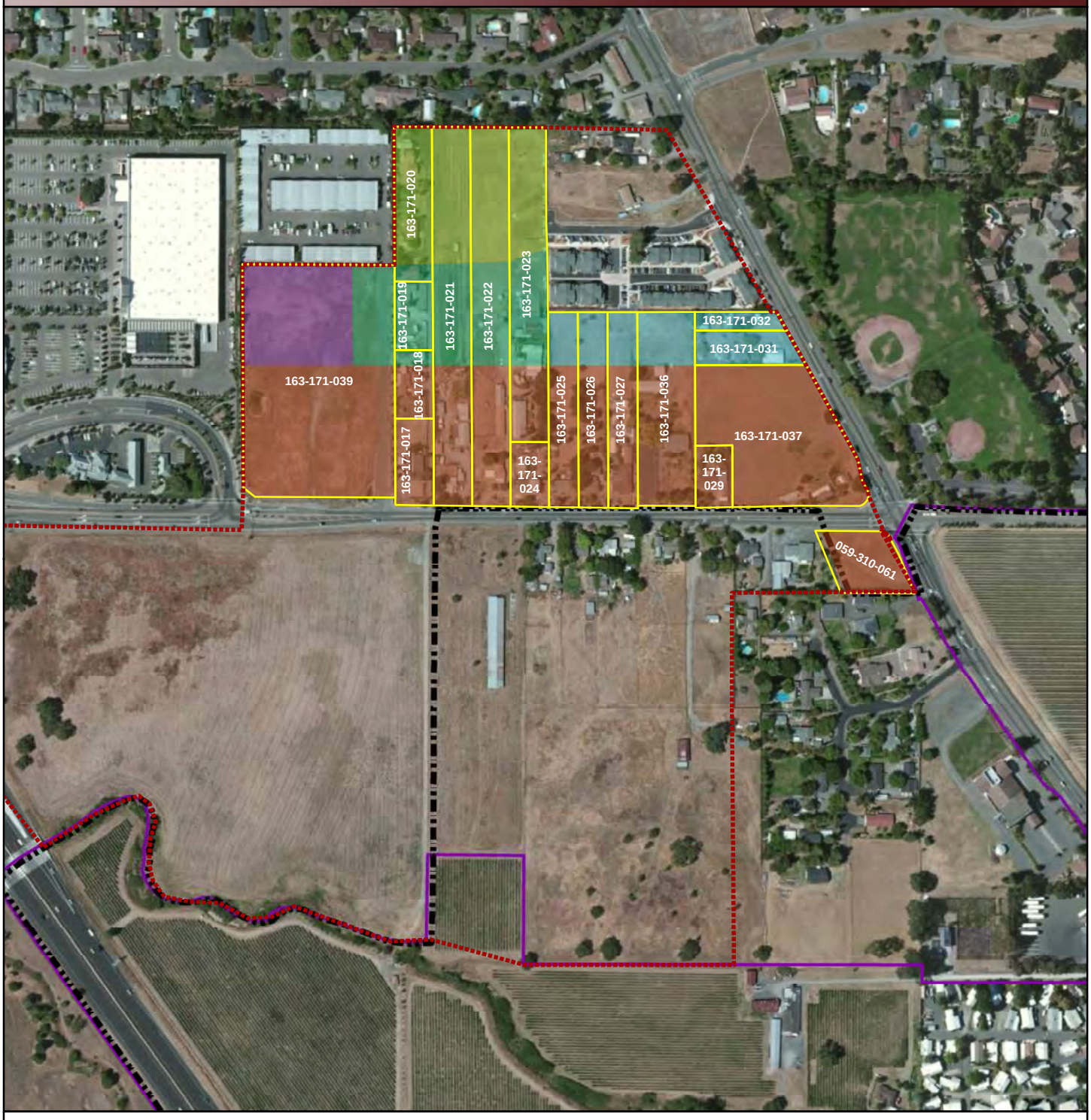
TOWN OF WINDSOR
2040 General Plan

# Figure 4.6
# Shiloh Vision Plan Area
# Vacant and Underutilized Parcels




**Legend**

- Town Limits
- Urban Growth Boundary
- Shiloh Vision Plan Area
- Parcels

**Neighborhood**

- Garden Apartments
- Garden Cottages
- Kendall Courtyards
- Mixed Use
- Shiloh Townhomes

0 0.025 0.05 0.1 Miles

N

*Data Source:Town of Windsor; 2014*

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**Garden Apartments**. Land within the Garden Apartments area is designated and zoned Compact Residential, which allows a density of up to 32 units per acre. The Garden Apartments site is vacant. The assumed realistic development potential of this area is 52 apartment units, all of which are inventoried as lower-income.

**Garden Cottages**. Land within the Garden Cottages area is designated and zoned Village Residential, which allows up to 8 units per acre. Approximately 2.6 acres of the 3.3 acre area is undeveloped. Developed portions of the Garden Cottages neighborhood include three older residential units. The assumed realistic development potential of the 3.3-acre area is 23 units, all of which are inventoried as above moderate-income.

**Shiloh Townhomes**. Land within the Shiloh Townhomes area is designated and zoned High Density Residential, which allows up to 16 units per acre. Approximately 1.2 acres of the 3.4 acre area is undeveloped. Developed portions of the Shiloh Townhomes area include three older residential units ripe. The assumed realistic development potential of this 3.4 acre area is 46 townhomes, all of which are inventoried as moderate-income.

**Kendall Courtyards**. Land within the 2.2 acre Kendall Courtyards area is designated and zoned Compact Residential 24, which allows up to 24 units per acre. Developed portions of the Kendall Courtyards area include six older residential structures. The assumed realistic development potential of this area is 46 townhomes, all of which are inventoried as lower-income.

**Mixed Use**. Land with the Mixed Use area is designated Boulevard Mixed Use in the General Plan and is zoned Boulevard Commercial. Developed portions of the 14.7-acre Mixed Use area include nine residential structures and structures associated with agricultural uses. The maximum permitted residential density in this area is 32 units per acre. Projects may include Commercial/Office, Commercial Residential, and Office/Residential vertical mixed use. To account for commercial components, the inventory assumes build-out of 75 percent of the maximum permitted by the Zoning Code for sites zoned Boulevard Commercial. This estimate is in line with the densities of approved projects in this district. The assumed realistic development potential of this area is 563 multifamily dwelling units, all of which are inventoried as lower-income.

## Second Units

The Town of Windsor permits second units as-of-right in Estate Residential, Surrounding Residential, and Village Residential zoning designations provided that the lot is occupied by one existing residential structure. Zoning Code Section 27.34.180 establishes standards for second units in Windsor.

There were only six second units constructed during the 2007-2014 planning period, largely due to the lack of overall development during the recession. The 2002-2007 housing element planning period, during which 28 second units were constructed, provides a more realistic prediction for how many second units might be constructed during the 2014-2022 planning period. Because the Windsor Zoning Code limits the maximum size of a second unit to 840 square feet, the Town assumes that monthly rents for second units are equivalent to a 1 bedroom/1 bathroom unit or smaller. As shown in Table 4.15 of this Element, average rents in Windsor in 2014 were estimated at $900 for a studio apartment and $1,200 for a 1BR/1BA. These rents are affordable to lower-income households in Windsor.

Based upon the number of new second units constructed during the 2002-2007 planning period, the Town conservatively assumes that an average of three second units per year will be constructed in Windsor per year during the 8.83-year planning period of January 1, 2014 to October 31, 2022. A total of 26 second units are anticipated over the current planning period. Even though these units may be affordable to lower-income households, the Housing Element conservatively assumes that these new second units will be moderate-income for the purposes of the inventory.

## Total Housing Resources

Table 4.47 summarizes Windsor's ability to meet its housing needs for the 2014-2022 planning period. Through units approved, planned, available residentially-zoned sites, and new second units Windsor can meet its housing need for all income groups. In fact, Windsor provides sufficient sites to accommodate a 1,707 unit surplus for this planning period.

**TABLE 4.47**
**TOTAL HOUSING RESOURCES**
**Town of Windsor**
**2014-2022**

| Site/Location | Units by Income Level | | | Total |
|---|---|---|---|---|
| | Lower-Income | M | AM | |
| **2014-2022 RHNA** | **185** | **67** | **188** | **440** |
| Approved Projects and Entitled Units[1] | 1 | 54 | 86 | 141 |
| Planned Projects [1] | 0 | 224 | 603 | 827 |
| Vacant and Underutilized Land[2] | 563 | 143 | 447 | 1,153 |
| Second Units | 0 | 26 | 0 | 26 |
| *Subtotal* | *564* | *447* | *1,136* | *2,147* |
| **RHNA Surplus** | **379** | **380** | **948** | **1,707** |

[1] See Table 4.45
[2] See Table 4.46
*Source: Town of Windsor, 2014*

## Zoning for a Variety of Housing Types

State law requires the Housing Element to identify adequate sites for a variety of housing types, including housing for farmworkers, mobilehomes, and factory-built housing, single-room occupancy units and supportive housing.

### Zoning for Emergency Shelters and Transitional Housing

State law requires Windsor to permit emergency shelters for the homeless without discretionary approval in at least one zoning district in the town.

Windsor also is required to permit the development of transitional housing and supportive housing in all zones allowing residential uses and to limit regulatory requirements for the approval of transitional housing and supportive housing to the same requirements that apply to other forms of housing in the zone.

The Town amended the Zoning Ordinance in 2014 to allow emergency shelters in the Community Commercial zone by right and in the Light Industrial (LI) zone with a use permit. The CC zoning district is applied to areas appropriate for a range of local- and community-serving retail and commercial uses, including

restaurants, shops, and personal and business services. As such, areas zoned CC provide those who would use an emergency shelter ready access to the goods and services (such as food, transit, and jobs) that are required to regain self-sufficiency. The CC zone applies to a number of areas along the Town's main corridor on Old Redwood Highway. The Town has inventoried multiple vacant and/or underdeveloped sites zoned CC with a total of 18.3 acres which represent sufficient capacity to accommodate at least one year-round shelter in Windsor, as required by State law.

**TABLE 4.48**
**VACANT COMMERCIAL LAND**
**Town of Windsor**
**2014**

| APN | Description | Acreage |
|---|---|---|
| 164-350-009 | Vacant Commercial Land with Utilities | 0.4 |
| 164-350-009 | Vacant Commercial Land with Utilities | 3.8 |
| 163-172-021 | Vacant Commercial Land, Undeveloped | 1.4 |
| 163-172-020 | Vacant Commercial Land, Undeveloped | 0.6 |
| 163-172-019 | Vacant Commercial Land, Undeveloped | 1.0 |
| 163-172-017 | Vacant Commercial Land, Undeveloped | 1.2 |
| 163-011-006 | Vacant Commercial Land with Utilities | 2.7 |
| 164-030-025 | Vacant Commercial Land with Utilities | 2.1 |
| 164-020-038 | Vacant Commercial Land with Utilities | 0.8 |
| 164-030-067 | Vacant Commercial Land, Undeveloped | 1.5 |
| 164-030-068 | Vacant Commercial Land, Undeveloped | 1.3 |
| 164-040-054 | Vacant Commercial Land with Utilities | 0.3 |
| 161-100-010 | Vacant Commercial Land, Undeveloped | 0.7 |
| 161-070-035 | Vacant Commercial Land with Utilities | 0.5 |
| **Total** | | **18.3** |

*Source: Mintier Harnish, 2014. Land use description from the Sonoma County Assessor's Office, July 2014*

## Farmworker Housing

As detailed in Section 4.3, Housing Needs Assessment, there is shortage of adequate housing for farmworkers in Sonoma County. To help address this issue, the Town of Windsor permits agricultural worker housing by right in the Community Commercial (CC), Heavy Industrial (HI), and Light Industrial (LI) zoning districts. Sites zoned CC, HI, or LI apply to a number of areas within southwest Windsor. The Town has inventoried a large portion of these zones as vacant and/or underdeveloped sites, representing sufficient capacity to accommodate Windsor's appropriate share of additional farmworker housing. Moreover, residentially-zoned sites can also be used for farmworker housing, as illustrated by the Windsor Redwoods project, which contains a farmworker family component. In addition, Program 6.A in the Housing Element calls for the Town to cooperate with housing developers to secure additional funding for farmworker projects from sources administered by the California Department of Housing and Community Development, including the Farmworker Housing Grant Program, the State Office of Migrant Services, and the Federal Farmers Home Administration.

The Employee Housing Act (Health and Safety Code Section 17021.5) require jurisdictions in California to treat employee housing for six or fewer employees as a single family use and allow them wherever single family uses are allowed. The Town does not regulate the occupancy of single family homes and complies with this provision. State Law (Health and Safety Code Section 17021.6) also requires jurisdictions to treat farmworker housing of no more than 12 units (or 36 beds in a group quarters) as an agricultural land use subject to the same permit requirements for other agricultural uses in zones allowing agricultural uses. The

Town's Zoning Ordinance allows crop production and horticulture as a permitted use in the Estate Residential (ER), Light Industrial (LI), Heavy Industrial (HI), Open Space (OS), and Public/Institutional (PI) zones; however, the Zoning Ordinance currently allows agricultural worker housing in two of these zones. The Housing Element includes Program 6.B to update the Zoning Ordinance to fully comply with State law.

## Mobile Houses and Factory-Built Housing

The Windsor Zoning Code permits mobilehomes and factory-built housing on any single family lot. Mobile home parks are permitted with a Minor Use Permit in all residential zoning districts. In addition, this Housing Element includes policies and programs to protect and promote mobilehomes as an important form of affordable housing in Windsor. Policy 4.1 in the Housing Element calls for the preservation of Windsor's supply of mobilehome units as sources of nonsubsidized affordable housing, and for the Town to work with developers to replace these units with very low- and low-income homes should any redevelopment of the mobilehome parks occur and to provide priority placement to displaced residents. Program 4.A requires the Town to continue to administer its Mobile Home Park Conversion and Program 4.B requires the Town to continue to provide for the administration and enforcement of its Mobile Home Park Rent Stabilization Ordinance. In late 2014, the Town plans to hire an outside contractor to administer its affordable housing programs, including the Mobile Home Park Conversion Ordinance and Mobile Home Park Rent Stabilization Ordinance. The Town will also continue to cooperate with the Sonoma County Community Development Commission. In 2012, the Town approved Bell Village on the site of the former Windsorland mobile home park. The approved project was conditioned to provide 77 (20 percent) low-income units and 77 (20 percent) moderate-income units. However, the conditions of approval were amended in January 2014 to allow the developer to pay the inclusionary housing in lieu fee rather than provide the 77 low-income units. The 77 moderate-income units are still required.

## Multifamily Rental Housing

Multifamily housing is permitted in all residential and commercial zoning districts in Windsor, except for the Estate Residential (RE) zone. Multifamily housing also is permitted in the Light Industrial (IL) zone. In the commercial and IL zones, multifamily housing is allowed only on upper levels above non-residential ground floor uses. To preserve existing multifamily rental housing in Windsor, Program 4.C of the Element calls for the Town to monitor local trends in rental unit conversion and consider adoption of an ordinance which would regulate the conversion of existing rental units to owner-occupancy. However, to date (2014) the Town has no conversion requests.

## Single-Room Occupancy (SRO) Units

Single-room occupancy (SRO) units are a possible form of private affordable housing for lower-income individuals, seniors, and persons with disabilities. SRO units are often small, between 200 to 350 square feet. The Town is currently (2014) updating the Zoning Ordinance to explicitly allow SRO units in all zones that allow multi-family housing, subject to specific development standards. To promote studio apartments and SRO units as a form of affordable housing in Windsor, Policy 5.6 in the Housing Element calls for the Town to continue to allow pairs of studio apartments of 500 square feet or less to be counted as one unit for purposes of calculating densities and fees. The Town considers this fee reduction on a case-by-case basis. In 2008, the Town used Redevelopment funding to financially assist a specific project that had impact fees. This project contained studio apartments.

### Supportive Housing

Supportive housing is defined as permanent rental housing providing a range of services for seniors, people with disabilities or long-term illnesses, farmworkers, and the formerly homeless. Services provided may include medical and mental health care, vocational and employment services, substance abuse treatment, childcare, and independent living skills training.

The Town of Windsor Zoning Ordinance describes zones where supportive housing is permitted. The Zoning Ordinance currently (2014) distinguishes between supportive housing facilities with six or fewer clients and facilities with seven or more clients. Supportive housing with up to six clients is permitted in all residential zones in Windsor except for the Compact Residential (CR) zone. Supportive housing with seven or more residents requires approval of a minor use permit. SB 2 mandates that the Town must not differentiate between the number of persons within supportive housing units and must treat supportive housing as a residential use subject to the same restrictions and permitting processes as other comparable housing types in the same zones. Program 6.C of the 2010 Housing Element addressed this change to the Town's code to comply with SB 2. As described earlier, the Town updated the Zoning Ordinance in 2014 to comply with SB 2 and allow supportive housing by right in residentially zoned areas.

## SECTION 4.6 HOUSING CONSTRAINTS AND INCENTIVES

This section addresses potential governmental and non-governmental constraints to new housing production in Windsor. Specific policies and programs to address these constraints are outlined in the Housing Objectives, Policies, and Programs section of this Housing Element Update. In addition, this section summarizes opportunities for energy conservation, as they relate to new residential development in Windsor.

## Governmental Constraints

This section outlines local governmental policies and regulations that can affect the cost of housing production in Windsor.

### Town Zoning Ordinance

Through its Zoning Ordinance, the Town of Windsor enforces minimum site development standards for new residential uses. These include maximum number of dwelling units per acre, minimum lot size, lot width, setbacks, and lot coverage; maximum building height; and minimum parking requirements. Table 4.49 summarizes development standards by zone. Table 4.50 describes the zoning districts in which residential uses are allowed and the type of permit required for various housing types in those districts.

The Town's residential zoning districts and their respective permitted densities are summarized below:

- **ER (Estate Residential).** This district is intended for areas suitable for single family residential development sited on larger land parcels. An acre of land will accommodate 0.2 to three units. The ER zoning district is consistent with the Estate Residential land use classification of the General Plan.
- **SR (Surrounding Residential).** Appropriate for a mixture of housing types, this low-density district is intended for single family residences; however, duplexes and triplexes are encouraged within the allowable density range. An acre of land will accommodate three to six dwelling units. The SR zoning district is consistent with the Surrounding Residential land use classification of the General Plan.

- **VR (Village Residential).** This transitional-density district bridges lower-density SR and ER residential districts A mixture of housing types is allowed in these smaller lots, incorporating five to eight dwelling units per acre. The lower end of the density range may be appropriate adjacent to the SR or ER zoning districts with the higher end of the range being appropriate near neighborhood centers, parks, and transit stops. The VR zoning district is consistent with the Village Residential land use classification of the General Plan.
- **MDR (Medium Density Residential).** This medium-density district is intended for areas appropriate for multi-family housing, and allows for a variety of housing types, including single family residences, row houses, townhomes, and small apartment complexes. Typically sited near activity centers and along major thoroughfares, MDR zoning allows eight to 12 dwelling units per acre. The MDR zoning district is consistent with the Medium-High Density Residential land use classification of the General Plan.
- **HDR (High Density Residential).** The HDR zoning district is intended for areas appropriate for high-density, multi-family housing. Townhomes and apartment complexes are permitted in high-density zoning district, which allows 12 to 16 units per acre. The HDR zoning district is consistent with the High Density Residential land use classification of the General Plan.
- **CR (Compact Residential)**. The CR zoning district is intended for areas of compact high density housing, especially in association with nearby mixed use development and near transit corridors or stops. Units typically include apartments, condominiums, and townhomes. In limited circumstances, schools, parks, and other public facilities may be provided to serve the residential community. The allowable density ranges from 12 to 24 units per acre for CR-24 zoned sites to 12 to 32 units per acre for CR-32 zoned sites. The CR zoning districts are consistent with the Compact Residential land use classification of the General Plan.

In addition to these residential zoning districts, all commercial zoning districts permit multifamily dwellings in a mixed-use structure with a use permit or minor use permit *only* above the second floor of a non-residential-use building, except in the Town Center Commercial (TC) Entertainment Overlay District. Live-work facilities are permitted by right in all commercial districts, with the exception of the GC district, in which they require a use permit. The Town's commercial zoning districts are summarized below:

- **NC (Neighborhood Center Commercial).** This district is appropriate for commercial thoroughfares, and is often located adjacent to medium-density MDR zoning districts. Retail, child care, and public uses may be incorporated into either the site or building. The NC zoning district is consistent with the Neighborhood Center/Mixed Use land use classification of the General Plan.
- **CC (Community Commercial).** The CC district permits a range of local- and community-serving retail and service land uses, including restaurants, shops, and personal and business services. The CC zoning district is consistent with the Retail Commercial and General Business land use classifications of the General Plan.

- **TC (Town Center Commercial).**This district is intended to provide attractive areas within the Old Town where the community can socialize, shop, recreate, and live. This zoning district includes diverse, compatible land uses that can be developed on the same site, and where desirable, in the same building. High-density residential complexes may be incorporated with retail, public uses, hotels, and office buildings. The TC zoning district is consistent with the Town Center/Mixed Use land use classification of the General Plan.
- **SC (Service Commercial).** The CS districts consist of land intensive personal and business services such as auto repair shops, equipment sales, service stations, and outdoor recreational uses. The SC zoning district is consistent with the Service Commercial land use classification of the General Plan.
- **GC (Gateway Commercial).** Located near heavily-trafficked areas, such as freeways, these districts are visually prominent entryways into town, with region-serving commercial land uses, including retail and tourist-related uses. The GC zoning district is consistent with the Gateway Commercial land use classification of the General Plan.
- **BC (Boulevard Commercial).** The BC district incorporates mixed-use development with extensive pedestrian-oriented frontage on a built-up boulevard street. This destination-center is often located near transit stops, and is intended to serve local residents and businesses. Compatible land uses include public facilities or plazas, residential, retail, office, and childcare. The BC zoning district is consistent with the Boulevard Mixed Use land use classification of the General Plan.
- **RC (Regional Mixed-Use).** Regional commercial centers provide residents, visitors, and regional-residents with a convenient one-stop for residential, shopping, visitor-serving, and institutional uses. This district allows a mix of diverse and compatible land uses including public facilities, plazas, retail, higher density residential, hotel, motel, conference, health services and offices. The RC zoning district is consistent with the Regional Mixed Use land use classification of the General Plan.

As outlined below, the Town's industrial zoning districts also allow residential uses to a more limited extent, including agricultural worker housing, caretaker housing, live-work facilities, and multi-family dwelling in a mixed-use project.

- **BPI (Industrial/Business Park).** The BPI zoning district is applied to areas appropriate for light industrial and business park land uses, including low-intensity manufacturing and assembly processes, research and development, and corporate headquarters offices. Land uses in this district are often organized as a business park, with tenants that may include some commercial activities. This district allows both live-work housing and caretaker housing with a minor use permit. The BPI zoning district is consistent with the Light Industrial land use designation of the General Plan.
- **LI (Light Industrial).** Light industrial uses in this district will not create objectionable noise, smoke, odor, dust, noxious gases, glare, heat, vibration, or industrial waste. As such, multifamily housing is permitted in a mixed-use format with a use permit, caretaker housing and live-work facilities are permitted with a minor use permit, and agricultural worker housing is permitted by right. This district allows live-work housing with a minor use permit. The LI zoning district is consistent with the Light Industrial land use designation of the General Plan.

- **HI (Heavy Industrial).**The HI zoning district is applied to areas appropriate for a wider variety of land uses that are more land-intensive manufacturing uses than allowed in the LI district. These include industrial manufacturing, warehousing, offices, and assembly that may generate objectionable noise, smoke, odor, dust, noxious gases, glare, heat, vibration, and industrial wastes. Agricultural worker housing is permitted and caretaker housing is permitted with a minor use permit. The HI zoning district is consistent with the Heavy Industrial land use designation of the General Plan.
- **PI (Public Institutional).** This is a special purpose zoning district and is applied to areas appropriate for public facilities, utilities, and public gathering facilities including: public schools, libraries, and government offices. This district allows residential care homes with a use permit and caretaker housing with a minor use permit.

Based on interviews with local affordable- and market-rate developers, the town's zoning regulations appear comparable to those in other communities, and most do not pose any undue constraints to housing development in Windsor. In fact, one developer praised Windsor's progressive development standards in and around the downtown, as they allow for higher densities and heights and more contemporary residential product types.

**TABLE 4.49**
**ZONING DISTRICTS ALLOWING RESIDENTIAL LAND USE**
**Town of Windsor**
**2014**

| Zone District[1] | Max Bldg. Height (ft.) | Lot Width (ft.)[2] | Minimum Setback (ft.)[1] | | | | Min Lot Area (sf) | Max Density (DU per acre) | Max Site Coverage |
|---|---|---|---|---|---|---|---|---|---|
| | | | Front | Side | Rear | Garage | | | |
| ER | 35 | 80 | 20 | 5, 10 on street side[4] | 20 | 35 | 10,000 | 0.2-3 | 35% |
| SR | 35 | 60 | 15 | | | 25 | 6,000 | 3-6 | 40% |
| VR | 35 | 60 | 13 | | | 18 | 5,000 | 5-8 | 50% |
| MDR | 35 | 50 | 13 | 5, 10 on street side[3,4] | 15 | 5 | 5,000 | 8-12 | 50% |
| HDR | 35 | 50 | 13 | | 15 | 5 | 5,000 | 12-16 | 50% |
| CR-24 | 2 stories | 20 | 5 | 5 | 10 | 5 | 3,500 | 12-24 | 80% |
| CR-32 | 4 stories | 20 | 5 | 5 | 5 | 5 | 3,500 | 16-32 | 100% |
| NC | 35 | -- | 0 | 10 if adjacent to residential zone, none otherwise | | -- | 6,000 | 16/32[5] | 60% |
| CC | 45 | -- | 0-10 | 5 if adjacent to residential zone, none otherwise | | -- | 2,000 | 16/32[5] | 60% |
| TC | 20-57 | -- | None | 10 if adjacent to residential zone, none otherwise | | -- | 2,000 | 16/32[5] | No Max |
| SC | 45 | -- | 0-10 | 15 feet adjacent to residential zone, none otherwise | 10 | -- | 10,000 | 16/32[5] | 50% |
| GC | 45 | -- | 0-10 | | 10 | -- | 10,000 | 16/32[5] | 50% |
| BC | 2 story 4 story | -- | None | None | None | -- | 5,000 | 16/32[5] | 100% |
| RC | 2 story 4 story | -- | None | None | None | -- | 5,000 | 16/32[5] | 100% |
| BPI | 50 | 100 | 10 | 10 | 10 | -- | 10,000 | 16/32[5] | 50% |
| LI | 50 | 100 | 10 | None | 10 | -- | 10,000 | 16/32[5] | 50% |
| HI | 50 | 100 | 10 | None | None | -- | 20,000 | 16/32[5] | 50% |
| PI | 35 | 60 | 20 | 5, 10 street side | 20 | -- | 6,000 | Varies | 40% |

[1]Properties within the boundaries of the adopted Windsor Station Area/Downtown Specific Plan are subject to additional design and development standards. Refer to the Windsor Station Area/Downtown Specific Plan for specific information. (Revised 02/06/13, ORD 2013-277)

[2]Lot widths, lot sizes, and setbacks below the minimum may be authorized by Use Permit approval or through rezoning to apply the -PD overlay district where the review authority finds that a lesser lot width, lot size, or setback will be adequate after first reviewing the design and layout of the proposed housing units.

[3]In the MDR zoning district, the required side setback shall be increased by one foot for each four feet of building height in excess of 15 feet.
[4]None required on one side for a zero lot line project authorized by Use Permit approval.
[5]When residential dwelling units are combined with office or retail commercial uses in a single building or on the same parcel, the maximum density shall be 16 dwelling units per acre, and up to 32 units per acre in the Shiloh Road Village Vision Plan area, plus any density bonus units approved in compliance with Chapter 27.22 (Affordable Housing Requirements and Incentives).
*Source: Town of Windsor Zoning Code, 2014*

Table 4.50 describes residential uses that are permitted in residential zones, commercial zones, and industrial/special purpose zones.

**TABLE 4.50**
**RESIDENTIAL USES PERMITTED BY ZONING TYPE**
**Town of Windsor**
**2014**

| | Residential Zones | | | | | | Commercial Zones (a) | | | | | | | Industrial/Special Purpose Zones (a) | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| **Residential Use** | **ER** | **SR** | **VR** | **MDR** | **CR** | **HDR** | **NC** | **CC** | **TC** | **SC** | **GC** | **BC** | **RC** | **LI** | **HI** | **PI** |
| Single Family Dwellings | P | P | P | P | -- | -- | -- | -- | -- | -- | -- | -- | -- | -- | -- | -- |
| Multi-family Dwellings | -- | UP | UP | P | P | P | UP(a) | P(a) | P(a) | UP(a) | UP(a) | P(a) | P(a) | UP(a) | -- | -- |
| Residential Care >6P | MUP | MUP | MUP | MUP | MUP | MUP | MUP(a) | MUP(a) | MUP(a) | -- | -- | MUP(a) | MUP(a) | -- | -- | UP(a) |
| Residential Care <6P | P | P | P | P | P | P | MUP(a) | MUP(a) | MUP(a) | -- | -- | MUP(a) | MUP(a) | -- | -- | UP(a) |
| Mobile Homes/Parks | -- | UP | UP | UP | -- | UP | -- | -- | -- | -- | -- | -- | -- | -- | -- | -- |
| Farmworker Housing | -- | -- | -- | -- | -- | -- | -- | P | -- | -- | -- | -- | -- | P | P | -- |
| Second Units | P | P | P | -- | -- | -- | -- | -- | -- | -- | -- | -- | -- | -- | -- | -- |
| Emergency shelter | -- | -- | -- | -- | -- | -- | -- | P | -- | -- | -- | -- | -- | UP | -- | -- |

P=Permitted, MUP=Minor Use Permit Required, UP=Use Permit Required, --=Not Allowed
(a) Residential units may be permitted only on second or higher floors above non-residential use
*Source: Town of Windsor Zoning Code, 2014*

### *Parking*

Excessive parking requirements may serve as a constraint on housing development by increasing development costs and reducing the amount of land available for additional units or project amenities such as child care, open space, and attractive design components. As shown in Table 4.51, residential parking requirements vary by housing type. In 2013 the Town reduced the parking requirements for second units to only one space per unit.

**TABLE 4.51**
**PARKING REQUIREMENTS BY LAND USE**
**Town of Windsor**
**2014**

| Residential Land Use | Vehicle Spaces Required |
|---|---|
| Farmworker housing | 1 space for each 4 persons housed. Parking areas are not required to be covered or paved. |
| Group quarters;<br>Rooming and boarding houses; and<br>Fraternities, sororities and dormitories | 1 covered space for each bedroom. |
| Mobile homes | 1 covered space for each unit |
| Mobile home park | 1 covered space for each unit plus 0.5 uncovered guest parking spaces and 0.25 parking spaces for each unit for vehicle storage. |
| Multi-family dwellings | 2 covered spaces per unit minimum, plus 1 additional space per each bedroom over 3, plus guest parking at a ratio of 1 uncovered space per unit. |
| Residential care homes<br>(Six or fewer clients) | 2 covered spaces |
| Residential care homes<br>(Seven of more clients) | 1 space for each 2 residential units, plus 1 space for each 4 units for guests and employees. |
| Second dwelling units | 1 off-street, all-weather surface parking space for each unit, plus the off-street parking required for the main dwelling. |
| Senior housing projects | 1 space for each two units, with half the spaces covered, plus 1 guest parking space for each 10 units. |
| Single family dwellings | 2 covered spaces per unit |

*Source: Town of Windsor, 2014*

According to some multifamily housing developers, Windsor's parking standards are relatively high in comparison with other Sonoma County cities. One developer suggested that 1.7 spaces per unit is a generally accepted standard for multifamily affordable housing in many communities, and that their projects in Windsor have required on average three spaces per unit. To alleviate these concerns, in accordance with the State density bonus law, the Town offers flexible parking standards to mixed-use and affordable housing projects by evaluating projects on a case-by-case basis to determine if shared parking and/or reduced parking is feasible. State density bonus law allows projects with at least five percent very low-income units or 10 percent low- or moderate-income units to qualify for parking requirement reductions. As an example of the application of this policy in Windsor, the Windsor Redwoods received a density bonus of 20 units and a parking reduction from 2.5 spaces per unit to 1.7 spaces per unit. Section 27.30.050 of Zoning Ordinance provides for parking reduction through approval of a Minor Use Permit, which is an administrative action.

## Town Design Standards

In addition to Windsor's Zoning Ordinance, in 1997, the Town adopted Design Standards to establish a vision for how the Town's physical character shapes the public realm. The Standards serve as a bridge between the goals, policies, and programs set forth in the General Plan and the requirements of the Zoning Ordinance. While the Standards are not prescribed requirements, they serve as a basis for project approval during design review. Projects may propose an alternative means of achieving a given standards if they demonstrate that the basic intent of the standards can be met. Exemptions may apply to encourage infill development or where existing conditions physically preclude conformance.

## Tree Preservation and Protection Ordinance

In 2007, the Town adopted a Tree Preservation and Protection Ordinance that regulates protection, preservation, maintenance, and removal of protected trees. This Ordinance aims for "no net loss" of the canopy of protected trees and requires a replacement tree for all protected trees that are approved for removal. If development sites are insufficient in size or use to plant any or all replacement trees, the Town accepts in-lieu fees which are applied to the Town's Oak Tree Fund.

For development sites with significant canopy coverage, these mitigation requirements can impose a constraint on development feasibility. According to local developers, on-site replacement is frequently considered a more financially feasible mitigation option, but development sites are often not large enough to accommodate the required number of trees. This compels developers to contribute in-lieu fees to the Oak Tree Fund, which can affect the financial feasibility of a project.

## Growth Controls

In January 1998, the Town of Windsor enacted an Urban Growth Boundary (UGB), also known as Measure A. The UGB extends until 2017 and is designed to accommodate all of the units projected for the time horizon of the General Plan (2015). Policy B.5.1 in the Community Development Chapter of the General Plan allows expansion of the UGB by no more than 10 acres per year if necessary for the provision of very low- and low-income housing to meet Windsor's share of regional housing need and if other land is not available within the UGB.

In 1997, due to concerns about rapid growth, the Town Council enacted a Growth Control Ordinance (last amended in 2012). The Growth Control Ordinance limits residential unit growth to two to three percent per year. In practice, the actual growth rate could be higher than two to three percent, based on waived and exempted units and previously approved projects.

Under the Growth Control Ordinance, each year the Town Council establishes the number of growth control allocations to be reserved. The number of allocations is set based on the findings and determinations in the Annual Growth Control Report. This report reviews the status and capacity of infrastructure; the fiscal conditions of the Town; the status of housing production; recommended development incentives; and recommendations regarding modifications of the Growth Control Ordinance. The annual allocation also accounts for the number of entitled units in the development pipeline. It is not a formulaic allocation, but rather one based on demand (i.e., entitled projects). In effect, this process helps assure that there is a sufficient allocation to meet demand from builders. Table 4.52 shows trends in approved projects, allocations, and exemptions and waivers over time. Note that in 2007 moderate-income developments were exempted from the allocation requirement.

**TABLE 4.52**
**APPROVED PROJECTS, ALLOCATIONS, AND WAIVERS/EXEMPTIONS**
**Town of Windsor**
**2000-2013**

| | 2000 | 2001 | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Recorded/ Approved Projects | 0 | 0 | 132 | 89 | 111 | 130 | 17 | 17 | 16 | 16 | 11 | 9 | 9 | 9 |
| Allocations | 268 | 92 | 22 | 4 | 452 | 19 | 340 | 315 | 428 | 441 | 660 | 625 | 424 | 347 |
| Waivers/Exemptions | 292 | 7 | 49 | 59 | 433 | 41 | 636 | 814 | 533 | 449 | 565 | 428 | 772 | 757 |

*Source: Town of Windsor Annual Reports*

All residential dwelling units must obtain reserved growth control allocations unless the units are exempt or if the developer obtains a waiver. Developers requesting reserved growth control allocations must submit an application to the Town. Allocation applications are reviewed through a merit process which evaluates criteria such as:

- the number of units meeting existing RHNA targets;
- the project's contribution to infill development and whether it is located in a priority area;
- opportunities for walking and bicycling;
- whether it is located in an area that requires hazardous mitigation;
- the project's sustainable design features; and
- the project's proposed density (higher density is given preference).

The Town releases reserved allocations upon final discretionary approval of the project. Allocations are tied to the project and its entitlements. Thus, they can only be used for the project in which they were initially meant to serve and which received necessary entitlements. Any unused allocations expire and new projects would need to reapply for allocations in the same manner as all other new projects.

The following types of units are not required to obtain reserved growth control allocations:

- Second Dwelling Units;
- Very Low/Low/Moderate-Income Units (up to 30 moderate-income are exempt in any one year);
- Previously Approved Projects (projects that were approved prior to 1997); and
- Single Units.

The Town also issues "priority waivers" for units beyond the allocation. This is done primarily in the Downtown area. However, the Town can, by resolution, establish additional "priority development areas" where developers may request a waiver. In addition, the Town can establish a pre-determined quantity of allocations for small projects of up to four new residential units as an incentive for infill residential development. According to Town Council Resolution 2171-07, there are a total of 12 allocations available annually for these small projects. Otherwise, if there are no allocations available for a project or if there are not sufficient allocations for an entire project, the project is put on a waiting list. A project can only be developed with a full allocation. The Growth Control Ordinance does not constrain the development of very low-, low-, or moderate-income units. As such, the Ordinance is not seen as a significant constraint on the production of very low- to moderate-income units. While the Growth Control Ordinance does limit the number of above moderate-income units, the annual allocations are sufficient to allow for the annual need of approximately 21.5 above moderate-income units assigned by the RHNA.

## Inclusionary Housing

In 2004, the Town of Windsor adopted an Inclusionary Housing Requirement (Chapter 27.23) as part of its Zoning Ordinance. Originally, the Inclusionary Housing Ordinance required developers of five or more units to set aside 20 percent of units as moderate-income, 15 percent as low-income, or 10 percent as very low-income. The Town amended the ordinance in 2008 and 2009 to provide more flexibility and reduce the requirements. As currently adopted, developers building 10 or more housing units are required to provide for affordable housing, as follows: 10 percent of units set aside for moderate-income households, 7.5 set aside for

low-income households, or 5 percent set aside for very low-income households. The units must remain affordable in perpetuity for rental units, and for the longest feasible time, but not less than 45 years, for owner units. At the resale of an affordable owner unit, the affordability period of not less than 45 years shall be renewed.

Although concerns exist that inclusionary housing may constrain production of market-rate homes, studies have shown evidence to the contrary. The cost of an inclusionary housing requirement must ultimately be borne by either (1) developers through a lower return, (2) landowners through decreased land values, or (3) other homeowners through higher market-rate sale prices. In fact, the cost of inclusionary housing and any other development fee "will always be split between all players in the development process."[5] However, academics have pointed out that, over the long term, it is probable that landowners will bear most of the costs of inclusionary housing, not other homeowners or the developer (Mallach 1984, Hagman 1982, Ellickson 1985).

In addition, a 2004 study on housing starts between 1981 and 2001 in communities throughout California with and without inclusionary housing programs evidences that inclusionary housing programs do not lead to a decline in housing production. In fact, the study found that housing production actually increased after passage of local inclusionary housing ordinances in cities as diverse as San Diego, Carlsbad, and Sacramento.[6]

Despite these findings, the Town of Windsor recognizes the need for a financially feasible program that does not constrain production. As described above, the Town recently amended its Inclusionary Housing Ordinance in 2008 to reduce the requirements and allow developers to satisfy their inclusionary housing requirement through payment of an in-lieu fee, land donation, or off-site construction. The in lieu fee is calculated on a per square foot basis, based on the square footage of the market-rate units and was established in 2009:

- A minimum per unit in lieu fee of $2,000 shall apply for units up to 1,000 square feet;
- For units of 1,000 square feet, the fee shall be $2.00 per square foot;
- For larger units, the fee per square foot shall increase by $0.015 per 50 square feet, or fraction thereof.

The fee is adjusted annually to account for inflation. The Town also offers a series of developer incentives, per State Density Bonus Law, that help offset the added cost of the inclusionary units. The Town's Inclusionary Housing Ordinance also allows for developers to seek modification of the requirements due to undue hardship. These policies are in line with recommendations in *On Common Ground: Joint Principles on Inclusionary Housing Policies*, published by the Non-Profit Housing Association of Northern California (NPH) and the Home Builders Association of Northern California (HBA) in 2005. The report points to the need for flexible inclusionary housing requirements, such as those established by Windsor, to allow for financially feasible residential development.

## Fees and Exactions

The Town charges residential developers fees for entitlement services performed by Town staff. These fees are listed in Table 4.53.

[5] W.A. Watkins. "Impact of Land Development Charges." Land Economics 75(3). 1999.

[6] David Rosen. "Inclusionary Housing and Its Impact on Housing and Land Markets." NHC Affordable Housing Policy Review 1(3). 2004

| TABLE 4.53<br>PLANNING FEES<br>Town of Windsor<br>2014 | |
|---|---|
| **Type of Fee** | **Fee Amount** |
| **Design Review** | |
| Administrative Fee-Design Review | $1,228 per application |
| Design Review – Residential Level 1 | $2,337 per application |
| Design Review – Residential Level 2 | $4,332 per application |
| **Planned Unit Development** | |
| Zoning Permits (w/o posting) | $165 per application |
| Zoning Permits (w/ posting) | $415 per application |
| Addressing Amendment | $83 per application |
| Road Name Change | $663 per application |
| Signs (Non- Commercial) | $20 per application |
| Workshop/Merit Presentation, and Pre-Application Review | $1,074 per application |
| **Planning and Zoning** | |
| General Plan Amendment | $4,204 per application |
| Specific Plan/Area Plan Amendment | $4,204 per application |
| Development Agreement | $4,355 per application |
| Variance | $663 per application |
| Use Permit | $3,739 per application |
| Minor Use Permit | $1,228 per application |
| Zone Change | $3,526 per application |
| **Lot Line Adjustment and Subdivision** | |
| Certificate of Modification | $1,055 per certificate |
| Lot Line Adjustment | $1,221 per application |
| Major Subdivisions | Fixed fee: $4,813 per application plus Variable fee, $20 per lot |
| Minor Subdivision | $3,270 per application |
| Fire Plan Check Fee | $110 per hour, 1 hour minimum for small projects. Large projects must get an estimate from the Fire Marshall. |
| **Environmental** | |
| Environmental Impact Report | Actual cost of consultant report, plus 12% |
| Categorical Exemption | $497 per application |
| Initial Study | $1,494 per application |
| Extension of Time | $912 per application |
| Revision to File | $912 per application |

*Source: Town of Windsor, FY 2013-2014*

Within the Town of Windsor, developers of new residential projects also pay various impact fees to finance improvements to infrastructure and public facilities needed to serve new housing. Development impact fees shown in Table 4.54, except for the school impact fee, are assessed on a per-unit basis and are not adjusted for the size of the unit. However, amounts do vary based on building use, meter size, front footage, and average daily trips generated. Development impact fees can total over $57,480 for a single family unit, which is approximately 15 percent of total development costs, and over $38,016 per unit for multifamily development projects, which is approximately 13 percent of total development costs.

**TABLE 4.54**
**DEVELOPMENT IMPACT FEES**
**Town of Windsor**
**2014**

| Impact | Single Family[1] (Per Unit) | Multifamily[2] (Per Unit) |
|---|---|---|
| Public Facilities Impact Fee | $4,779 | $3,315 |
| Fire Facilities Impact Fee | $708 | $489 |
| Park and Recreation Facilities Impact Fee | $9,318 | $6,434 |
| Water Capacity Fee (1st meter) | $11,060 | $6,789 |
| Drainage Impact Fee | $3,275 | $3,275 |
| Water Reclamation Capacity Fee | $10,560 | $8,237 |
| Traffic Impact Fee | $11,060 | $6,789 |
| School Fees ($3.36 per square foot) | $6,720 | $2,688 |
| **Total** | **$57,480** | **$38,016** |

*Source: Town of Windsor, Windsor School District, 2014*
*[1] Assumes 2,000 square feet per single family unit*
*[2] Assumes 800 square feet per multifamily unit*

Interviews with local developers indicate that the Town's permitting and impact fees remain comparable to other Sonoma County communities, as seen in Table 4.55. While these fees do impact the feasibility of new residential development, developers are familiar with them, and can incorporate these costs into their preliminary pro-formas and land purchase negotiations. As such, they are not perceived by developers as undue constraints to production. Moreover, it is recognized that the impact fees, in particular, pay for valuable public infrastructure and services that serve residential development in the town.

In addition to fees that support infrastructure and public facilities, fees for habitat mitigation can reach up to $1,600,000 per acre depending on the species conservation area. These fees are discussed in detail below under the section titled "Environmental Quality Constraints."

**TABLE 4.55**
**COMPARISON OF RESIDENTIAL DEVELOPMENT IMPACT FEES[1]**
**Sonoma County Jurisdictions**
**2011/2014**

| Jurisdiction | Water | Sewer | Traffic | Parks | Drainage | Misc. | Affordable Housing[2] | Total Fees | Rank |
|---|---|---|---|---|---|---|---|---|---|
| Cotati | $8,306 | $14,529 | $250 | $12,106 | $0 | $5,510 | $23,400 | $64,101 | 1 |
| Sebastopol | $3,970 | $2,040 | $4,040 | $6,500 | $0 | $1,070 | $44,480 | $62,100 | 2 |
| Cloverdale | $5,823 | $9,035 | $2,548 | $3,480 | $206 | $4,637 | $32,239 | $57,968 | 3 |
| Petaluma | $3,488 | $7,166 | $18,978 | $7,207 | $0 | $5,339 | $9,022 | $51,200 | 4 |
| Windsor | $7,548 | $10,560 | $11,060 | $9,318 | $3,275 | $4,799 | $4,600 | $51,160 | 5 |
| Rohnert Park | $8,858 | $12,420 | | | $14,000 | $3,250 | $9,022 | $47,550 | 6 |
| Santa Rosa | $6,353 | $11,034 | $5,520 | $7,387 | Included as a part of Traffic fee | | $16,250 | $35,510 | 7 |
| Healdsburg | $5,681 | $9,422 | $2,991 | $2,057 | $3,222 | $193 | $10,940 | $34,506 | 8 |
| Sonoma | $5,900 | $10,119 | | | | $1,580 | $9,022 | $26,621 | 9 |
| [3]Sonoma County | $4,000 | $2,000 | $6,778 | $3,165 | $0 | $0 | $7,364 | $23,307 | 10 |
| Average | | | | | | | | | $45,402 |

Disclaimer: The fees in this table for the other Sonoma County jurisdictions may not be the most current fees collected by the jurisdictions in Sonoma County. They are based on online searches and conversations with local jurisdiction representatives in 2011 or 2014. Fees for Healdsburg are the most current (2014) fees.

[1]Assumes a 4-bedroom, 2-bath single family detached home of 2,000 square feet on a 6,000-square foot lot valued at $650,000. Does not include fees resulting from special assessment districts (e.g., sewer, utilities, traffic).

[2]The Cities of Rohnert Park and Sonoma do not have an Affordable Housing in-lieu fee for fractional units. In order to compensate for this inconsistency, the least expensive Affordable Housing fee for the various jurisdictions (i.e., $9,022) was used.

[3]Unincorporated Sonoma County Assumes 1,500 square foot or 3 bedroom single family home.

*Source: Healdsburg Public Works Department, 2014.*

## Processing and Permit Procedures

Table 4.56 shows the permits required for different housing projects, while Table 4.57 describes the approximate time required and the reviewing body for the Town's various permitting procedures. As described below, the entitlement process can impact housing production costs, with lengthy processing of development applications adding to financing costs. As such, the Town will consider expediting the review for developments offering lower and moderate-income housing as an incentive to production. In general, however, developers interviewed in the past indicated that the Town's entitlement timeline is largely in line with other jurisdictions in the area.

In terms of processing and approval of residential uses by zone, Appendix E lists the necessary permit requirements of various housing types within each of the Town's relevant zoning districts. Table 4.57 then outlines the typical timelines for each permit requirement.

### *Building Permit*

Plan check and actual building permit issuance takes approximately three to five weeks after submittal of plans with planning approval. An additional one to two weeks may be required if the plans require revision. Once a building permit is issued, construction may commence immediately. Minor use permits generally require a six- to eight-week review period, and conditional use permits require an eight- to twelve-week review period.

With the exception of Design Review, Windsor's processing and permit procedures are reasonable and comparable to those in other California communities. The permit process only increases in complexity and duration when the circumstances of individual projects warrant extra consideration on the part of local staff and officials. This is especially true of the environmental review component of the process. However, the Town of Windsor has little flexibility to change this, since the California Environmental Quality Act specifies procedures that local jurisdictions must observe in reviewing the impacts of development projects.

As described in Section 4.5, Sites Inventory and Analysis, the Town's remaining need for lower-income households is expected to be accommodated in the TC, CR, BC, and HDR zoning districts. These districts have an emphasis on residential and mixed-use development; multifamily housing is a permitted use in CR, CB, and HDR districts, and requires a use permit in the VR district. As such, the Town's permitting and processing procedures in these areas are expected to conform to the timelines in Table 4.56 and Table 4.57, and would not experience an undue delay in entitlement.

### *Subdivision Approval.*

The Town of Windsor's subdivision process follows the statutory requirements of the State Subdivision Map Act, which ensures that local jurisdictions adhere to a reasonable time schedule when acting on subdivision applications. According to the Subdivision Map Act, local jurisdictions must approve or deny a subdivision application within one year if an EIR is required, and within six months if a negative declaration or automatic approval is possible.

The subdivision approval process could lengthen further due to several factors. If the project would potentially create environmental impacts, the Town may determine that an EIR must be prepared before acting on the application. If an EIR is required, the process could be lengthened up to approximately one year, depending on the scope of the required EIR.

### *Design Review for Multifamily and Mixed-Use Projects*

Chapter 27.42.030 of the Zoning Ordinance requires Site Plan and Design Review approval for residential projects of two or more dwellings within a Planned Development (PD) or multifamily zoning district. In addition, substantial changes or intensifications of land use require a site plan and design review. Mixed-use projects are subject to the same Design Review and permitting requirements as multifamily developments.

Since Design Review for projects of 11 or more dwelling units requires Planning Commission review, this process has the potential to considerably slow down the approval process for multifamily projects designed for lower-income households. In fact, local developers have commented on the Town's lengthy design review process as a notable cost during the development process. In response to this constraint, under Program 5.A of the Housing Element, the Town will evaluate current design review guidelines to identify better requirements and approval procedures.

**TABLE 4.56**
**PROCESSING PROCEDURES BY PROJECT TYPE**
**Town of Windsor**
**2014**

| | Single Family Unit | Subdivision | Multifamily <20 units | Multifamily >20 units |
|---|---|---|---|---|
| | Building permit only | Subdivision Map<br>Environmental Review | Use Permit<br>Design Review<br>Environmental Review | Use Permit<br>Design Review<br>Environmental Review* |
| Estimated Total Processing Time | 3 to 5 weeks | 2 to 3 months | 2 to 3 months | 2 to 3 months |

*Source: Town of Windsor, 2014*
**Additional time may be required if proposed development is subject to CEQA*

| TABLE 4.57<br>TIMELINES FOR PERMIT PROCEDURE<br>Town of Windsor<br>2014 | | |
|---|---|---|
| **Type of Approval or Permit** | **Typical Processing Time** | **Approval Body** |
| Minor Use Permit | 6 to 8 weeks | Community Development Director |
| Ministerial Review | 2 to 4 weeks | Community Development Director |
| Use Permit | 8 to 12 weeks | Planning Commission |
| Zone Change | 4 to 6 months | Town Council |
| General Plan Amendment | 4 to 6 months | Town Council |
| Site Plan Review | 8 to 12 weeks | Planning Commission |
| Architectural/Design Review | 8 to 12 weeks | Planning Commission |
| Parcel Maps | 8 to 12 weeks | Planning Commission |
| Initial Environmental Study | 8 to 12 weeks | Planning Commission |
| Environmental Impact Report | 8 to 12 months | Town Council |

*Source: Town of Windsor, 2014*

## Codes and Enforcement

New construction in Windsor must comply with the 2013 California Building Code, which was adopted with no major revisions. Therefore, there are no extraordinary building regulations that would adversely affect the ability to construct housing in Windsor.

Due to limited staff capacity, the Town conducts code enforcement primarily on a case-by-case basis as requested by neighbor complaints. While Windsor has not developed a formal rehabilitation program, the Town is participating in a countywide program called the Sonoma County Energy Independence Program that allows property owners to finance energy efficiency, water efficiency, and renewable energy improvements through a voluntary assessment.

## On/Off Site Improvement Standards

The Town of Windsor requires developers to complete certain minimum site improvements in conjunction with new housing development. Required on-site improvements include grading and installation of water, sewer, storm drainage, gas, electricity, and cable utilities. Required off-site improvements include curbs, gutters, sidewalks, full street sections, and street lighting. Along subdivision edges that face collector or arterial streets, the Town requires construction of one-half plus 10 feet of the road section along the length of the frontage. The Town also requires developers to install any necessary landscaped buffer strips (typically 20 feet wide with sound walls) between the back property line of homes and arterial or collector streets.

Based on conversations with local developers, these site improvement standards are typical of many communities, and do not adversely affect housing production in Windsor. Again, developers can include these costs in preliminary proformas, and account for them in their site acquisition costs.

## Housing for Persons with Disabilities

In addition to the analysis of person with disabilities in Section 4.3, Housing Needs Assessment, the discussion below highlights the potential governmental constraints to development, improvement, and maintenance of housing for this special needs population.

## Reasonable Accommodation

The Town amended the Municipal Code in 2014 to adopt an ordinance that will provide individuals with disabilities reasonable accommodation in rules, policies, practices, and procedures that might be necessary to ensure equal access to housing. It was reviewed and approved by the Planning Commission in July and adopted by the Town Council in September 2014.

## Zoning and Other Land Use Regulations

To identify any zoning or other land-use regulatory practices that could discriminate against persons with disabilities and impede the availability of housing for this special needs population, the Housing Element reviews existing zoning laws, policies, and practices for compliance with fair housing law.

The following are examples of ways in which the Town facilitates housing for persons with disabilities through its regulatory and permitting process:

- As per the State Health and Safety Code (Sections 1267.8, 1566.3, and 1568.08), the Town permits residential care with six or fewer clients in all residential zoning districts by right. Residential care and supportive housing facilities with seven or more clients are required to acquire a minor use permit to locate in residential zoning districts.
- Residential care homes are permitted on second or higher floors, above nonresidential uses in all commercial zoning districts, except the service commercial and gateway commercial districts, with a minor use permit.
- In special purpose zoning districts, residential care homes are allowed in Public/Institutional Districts with a use permit.
- The Town's Zoning Code stipulates that all mixed-use residential units shall be located on second or higher floors. Accessible residential units (as defined by the Town's adopted Building Code) that comply with ADA requirements may be located on the ground floor.
- Parking spaces for the disabled are required to be in compliance with the Uniform Building Code (UBC). These spaces count toward fulfilling the off-street parking requirements.
- Parking requirements for residential care facilities are less than those required for other residential development. The requirement is two spaces for facilities with six or fewer clients. For facilities with seven or more clients, the Town requires one space for each two residential units, plus one space for each four units for guests and employees.
- The current Zoning Ordinance does not include regulations regarding the siting or separation of special needs housing such as group homes.

## Building Codes and Permitting

The Town's Building Code does not include any amendments to the Uniform Building Code that might diminish the ability to accommodate persons with disabilities.

The Town's Building Code stipulates that one time alterations or additions made solely for the purpose of complying with the Americans with Disabilities Act are exempt from requirements for newly constructed buildings.

## Non-Governmental Constraints

### Land Costs

In most real estate markets, approximately 25 percent of housing costs are attributable to land costs. Most of this cost is land speculation, although land costs are also affected by zoning density, the availability of infrastructure, the existence or absence of environmental constraints, and the relative amount of similar land available for development

Current (April 2014) land values for seven properties in online listings range from $53,267 to $380,769 per acre with an average price per acre of $235,159. The lots ranged from 0.26 acres to 26 acres, and were priced from $99,000 to $4,500,000. One of the parcels included in the sites inventory, Oak Park Subdivision, is a 9.75 acre parcel listed in 2014 for $4 million (or $410,000 per acre).

Countering higher construction costs is a trend towards smaller residential lots. The land cost per developed unit can also be lowered through the development of high-density housing.

### Construction Costs

In 2014 RS Means (a reliable published source for construction industry costs) estimated that the hard construction costs in the Santa Rosa area were $186 per square foot for a typical one- to three-story multi-family residential construction with wood siding and frames and a floor area of 22,500. Based on the International Code Council Building Valuation Data, a one- and two-family residential construction would cost approximately $118 per square foot. This equals a rough estimate of $186,000 in construction costs for a 1,000 square foot apartment and $236,000 for a 2,000 square foot single family home.

### Financing Costs

Mortgage interest rates have a large influence on the affordability of housing. Higher interest rates increase a homebuyer's monthly payment and decrease the range of housing that a household can afford. When interest rates rise, the market typically compensates by decreasing housing prices. Similarly, when interest rates decrease, housing prices begin to rise. There is often a lag in the market, causing housing prices to remain high when interest rates rise until the market catches up. Lower-income households often find it most difficult to purchase a home during this time period. Mortgage rates have steadily declined since 2007, and hit a historic low in 2013 at 3.41 percent for a 30-year fixed-rate mortgage. In 2013 interest rates started to increase, but still remain historically low as of 2014.

## Total Development Costs

Table 4.58 shows a rough estimate of the total development cost for a 2,000 square foot single family home on a 5,000 square foot lot in the Town of Windsor. Based on the assumptions described below, a typical 2,000 square foot home would cost around $380,000 to build, including land costs, construction costs, site improvements, and impact fees.

**TABLE 4.58**
**ESTIMATED SINGLE FAMILY HOUSING DEVELOPMENT COSTS[1]**
**Town of Windsor**
**2014**

| Type of Cost | Amount (Per Unit) |
|---|---|
| Land Costs[2] | $50,000 |
| Site Improvement Costs | $40,000 |
| Construction Costs[3] | $236,000 |
| Development Impact Fees | $57,480 |
| **Total Development Costs** | **$383,480** |

[1] Assumes a 2,000 square foot single family home built on a 5,000 square foot lot (i.e., roughly 8 units per acre)
[2] Assumes an average cost of $410,000 per acre, based on June 2014 listing for Oak Park Subdivision
[3] Assumes $118 per square foot construction costs

Table 4.59 shows a rough estimate of the total development cost for an 800 square foot multifamily unit in a small multifamily in the Town of Windsor. Based on the assumptions, a multifamily unit would cost around $285,000 to build, including land and construction costs, site improvements, and impact fees.

**TABLE 4.59**
**ESTIMATED MULTIFAMILY HOUSING DEVELOPMENT COSTS[1]**
**Town of Windsor**
**2014**

| Type of Cost | Amount (Per Unit) |
|---|---|
| Land Costs[2] | $20,500 |
| Site Improvement Costs | $20,000 |
| Construction Costs[3] | $209,250 |
| Development Impact Fees | $38,016 |
| **Total Development Costs** | **$287,766** |

[1] Assumes a 20-unit multifamily building with average unit size of 800 square feet
[2] Assumes one acre of land at an average cost of $410,000, based on June 2014 listing for Oak Park Subdivision
[3] Assumes multifamily building is 22,500 total square feet and construction costs are $186 per square foot

## Environmental Constraints

Potential environmental constraints to housing development in Windsor include the presence of flood hazards and noise impacts from the Sonoma County Airport.

Areas in Windsor subject to flood hazards are primarily located near the five creeks within the town. The Windsor General Plan identifies land within the 100-year floodplain of these creeks as Flood Hazard Areas. A portion of the Vicini site is designated as a Flood Hazard Areas and is subject to the regulations of the Floodplain Combining District. The Floodplain Combining District prohibits development in the floodway of a creek but allows development in the floodway fringe with the incorporation of mitigation measures to reduce risk to the public. The Vicini site has not been included in the sites inventory for this planning period.

The Charles M. Schulz-Sonoma County Airport is located to the south of the Town of Windsor. Areas within airport safety zones are subject to limited residential densities. None of the sites identified in Table 4.59 are located within an airport safety zone.

### *Floodplain*

A 100-year flood is the level of flood water expected to be equaled or exceeded every 100 years on average. The 100-year flood, which is the standard used by most federal and state agencies, is used by the National Flood Insurance Program (NFIP) as the standard for floodplain management and to determine the need for flood insurance. The Federal Insurance Administration identified areas of special flood hazard in the Flood Insurance Rate and Flood Boundary and Floodway Maps for Windsor. The Flood Hazard Overlay District identified in the Windsor Zoning Ordinance is based on these maps and is distributed throughout the Town along various open space corridors and existing development in residential, commercial, and industrial districts.

Areas of special flood hazard in Windsor are subject to the Town's Flood Plain Management Ordinance which requires all new constructions, improvements, additions, or repairs to existing structures, to obtain a development permit if it is located in any area of special flood hazard. Permit approval is contingent on required flood-proofing standards. Development permits must specify the flood-proofing methods for the proposed structure and describe the extent to which any watercourse will be altered or relocated as a result of proposed development.

With the exception of the southeast corner of the Town, due to the built-out nature of the areas subject to the Town's Flood Hazard Overlay, the Flood Plain Management Ordinance will only minimally affect new residential development.

## Airport Influence Zone

The Charles M. Schulz-Sonoma County Airport is a primary air carrier airport located in unincorporated Sonoma County immediately south of the Town of Windsor. A mixture of commercial/industrial and open space provides a buffer between the airport and residential areas in Windsor. The primary flight pattern extends northwesterly of the airport, over the western portion of the Town's Sphere of Influence.

### *Noise Exposure*

The State of California Noise Standard applies the 65 decibel (dB) Community Noise Equivalent Level (CNEL) contour to define an airport's noise impact area. Windsor's Public Health and Safety Element contains three policies that deal with airport and residential compatibility. These include:

- **Policy D.1.3.** The Town should require new residential projects to provide for an interior CNEL of 45 dB or less due to exterior noise sources. To accomplish this, all residential and other noise sensitive land uses within the 60 dB contours should be reviewed to ensure that adequate noise attenuation has been incorporated into the design of the project, or that other measures are proposed to protect future "sensitive receptors."
- **Policy D.1.4.** The Town should not permit residential development within the 60 dB contour of the Sonoma County Airport
- **Policy D.2.** The Town shall require appropriate mitigation measures for new development proposed with the airport's 65 CNEL contour.
- **Policy D.3.** Applications for new noise-sensitive development within the 60 CNEL contour shall be accompanied by an acoustical analysis.

According to the 2010 Noise Exposure Map in the Sonoma County Comprehensive Airport Land Use Plan, the highest CNEL expanding into the Town limits is the 60 CNEL contour. The only areas where a 60 CNEL contour is present are a small portion of the southwest corner of the Windsor Golf Course and a small portion of existing residential development immediately north of Reiman Lane. Therefore, airport noise will generally not affect new residential development.

### *Safety Zones*

The Comprehensive Airport Land Use Plan for Sonoma County also identifies a series of airport safety zones where residential densities are limited to reduce risks to persons on the ground. These zones, which extend to varying degrees from the Charles M. Schulz-Sonoma County Airport, limit densities to 0.2 to five dwelling units per acre. These zones also require a minimum amount of useable open space to minimize risks to people on board aircraft and limit damage to property in the event of a forced landing.

The safety zones around the Charles M. Schulz-Sonoma County Airport extend to cover a significant portion of the southwest corner of the Town of Windsor, thereby limiting higher density residential development in these areas. However, this part of Windsor is largely built out with single family homes, the Windsor Golf Club, and the Town's Wastewater Treatment Plant. Few development sites remain in these areas. As such, the airport safety zones do not represent a significant constraint to new housing development in Windsor.

## Infrastructure Constraints

As described below, water supply is a potential constraint for new residential development. However, additional infrastructure needed for new residential development, such as storm water and wastewater systems, are anticipated to be adequate to serve housing constructed to meet Windsor's housing need for this planning period (2014-2022).

### *Water Supply and Future Demands*

The Town of Windsor's water supply comes from four primary sources: the Russian River Well Field (known collectively as the Town's riverbank wells), a local groundwater well, surface water from the Russian River delivered via the Santa Rosa Aqueduct, and recycled water. The majority of water demands are met by Russian River water. Windsor's water system is made up of five large wells located adjacent to the Russian River (riverbank wells), one active off-river well, two emergency wells, a direct connection to the Sonoma County Water Agency aqueduct, and 16 reservoirs.

The supply of potable water represents a possible constraint on the production of any significant quantities of new housing, especially housing constructed at densities that could be affordable to lower- and moderate-income households. Currently (2014), the Town has enough supply capacity to meet demands. However, demands are expected to exceed current supplies sometime around the year 2020. After 2020, the Town is projected to begin experiencing a supply deficit if additional supplies are not brought on-line.

The Town of Windsor Water Master Plan, adopted in 2011, establishes a Capital Improvement Program (CIP) for Windsor by analyzing the water distribution system under projected future demands at build-out and demand increases due to population growth over time. The 2011 Water Master Plan recommends that projects are phased out through the year 2035 in order to plan for adequate funding. Phase 1 projects were projects completed in 2010. Phase 2 projects include projects that are to be built between the year 2010 and 2015. Phase 3 projects are projects to be built between the year 2015 and 2020. Phase 4 projects include projects to be built between the year 2020 and 2035.

The 23 projects that the 2011 Water Master Plan recommends include purchasing additional water from Sonoma County Water Agency or other water suppliers, improving the efficiency of existing supplies and infrastructure (expanding use of recycled water), developing supplemental sources of water, and enacting additional conservation and/or emergency restrictions on the Town's customers. By carrying out all of the projects proposed in the 2011 Water Master Plan, future projected demands through the year 2035 – which take into account new residential development and increased population growth – will be met.

Although the capital improvement projects will provide adequate water supply to serve new development identified in the Housing Element, water storage capacity needs are still being verified. Public Works is currently (2014) preparing a Water Tank Siting Study to determine the most favorable location to construct a new storage tank based on multiple selection criteria including hydraulic compatibility, cost, and environmental impact. The Urban Water Management Plan (UWMP) identified 1.5 MG of storage deficit, and the Study will validate overall storage requirements for current and future scenarios. Currently, the Town has approximately 5.4 million gallons of storage including 3.0 million gallons at the Lakewood site and 2.0 million gallons at the Shiloh site. The 5-year water CIP includes budgetary allocation for a new tank to increase potable storage capacity.

The Town's Water Conservation Program implements a number of California Urban Water Conservation Council Best Management Practices (BMPs) to limit demands on the community water system. Conservation measures include residential and commercial conservation programs, new development standards, building efficiency retrofitting, water system audits, landscape conservation incentives, appliance efficiency rebate programs, public information programs, and a water reclamation facility that provides recycled water to irrigate agricultural lands, recreational facilities, schools, and residential yards.

The Town's use of recycled water has successfully limited the amount of water that is drawn from potable water resources. Connection to the Geysers Project in 2011 enabled the Town to provide recycled water to the geysers thermal plant. This connection enables the Town to meet NPDES discharge requirements. Per State requirements (Chapter 727, Statutes of 2005, SB 1087), the Town will immediately furnish local water and sewer service providers with a copy of the adopted Housing Element, and inform them of requirements for priority service to proposed developments serving lower-income households.

### *Storm Water Treatment*

The North Coast Regional Water Quality Control Board (RWQCB) certifies projects for water quality impacts under standards established by the National Pollution Discharge Elimination System (NPDES). Projects that disturb one or more acres of soil or that disturb less than one acre but are part of a larger common plan of development that in total disturbs one or more acres, are required to obtain a Construction General Permit for discharges of storm water associated with construction activity.

The Construction General Permit requires the development and implementation of a Storm Water Pollution Prevention Plan (SWPPP). Among other required content, the SWPPP must list Best Management Practices (BMPs) the discharger will use to protect storm water runoff and the placement of those BMPs. The RWQCB encourages specific low impact development (LID) techniques, tools, and materials to control the amount of impervious surface, increase infiltration, improve water quality by reducing runoff from developed sites, and reduce costly infrastructure. These practices include bioretention facilities or rain gardens, grass swales and channels, vegetated rooftops, rain barrels, cisterns, vegetated filter strips, and permeable pavements.

Though studies have shown that LID techniques are less expensive to develop and maintain than conventional storm water treatment facilities, according to some developers, acquiring enough developable space to implement these techniques can be a limiting factor. For example grass swales require a minimum area that is six- to eight-foot wide. Designing residential development to accommodate the swales, parking spaces, and an adequate number of housing units can inhibit a project's financially feasibility.

## SECTION 4.7 OPPORTUNITIES FOR ENERGY CONSERVATION

Planning to maximize energy efficiency and the incorporation of energy conservation and green building features can contribute to reduced housing costs for homeowners and renters. In addition, these efforts promote sustainable community design, reduced dependence on vehicles, and significantly contribute to reducing greenhouse gases.

All new buildings in California must meet the standards contained in Title 24, Part 6 of the California Code of Regulations (Energy Efficiency Standards for Residential and Nonresidential Buildings). These regulations were established in 1978 and most recently updated in 2013 with more stringent green building requirements. Energy efficiency requirements are enforced by local governments through the building permit process. All new construction must comply with the standards in effect on the date a building permit application is made.

This section describes programs related to energy conservation and residential development.

### Municipal Building and Housing Code

The Town of Windsor adopted the 2013 California Green Building Standards Code (CALGreen), Tier 1. CALGreen creates uniform regulations for new residential and non-residential California buildings that are intended to reduce construction waste, make buildings more efficient in the use of materials and energy, and reduce environmental impacts during and after construction.

### Energy Upgrade California

Energy Upgrade California is a state initiative to help Californians take action to save energy, conserve natural resources, help reduce demand on the electricity grid, and make informed energy management choices at home and at work. It is supported by an alliance of the California Public Utilities Commission, the California Energy Commission, utilities, regional energy networks, local governments, businesses, and nonprofits to

help communities meet state and local energy and climate action goals. Funding comes from investor-owned utility customers under the auspices of the California Public Utilities Commission. The program offers up to $4,500 to homeowners for selecting energy-saving home improvements.

## Sonoma County Energy Independence Program

The Energy Independence Program (EIP) is a County of Sonoma Energy and Sustainability Division program that serves county residents and businesses as a central clearinghouse of information about energy efficiency, water conservation, and renewable energy generation. EIP provides resources, rebates, incentives, contractors, and financing options to residential and commercial property owners to conserve energy and save money.

The Sonoma County Energy Independence Program partners with the Windsor Efficiency PAYS Program. Windsor Efficiency PAYS provides water and energy saving upgrades for Windsor residential properties that provide immediate utility bill savings, new water and energy saving appliances, and drought-resistant landscaping. Windsor homeowners and renters can "pay as you save" by installing:

- Low-flow showerheads and faucet aerators
- High efficiency measures - toilets, CFLs, clothes washers/dryers, refrigerators, and hot water recirculation pumps
- Drought-resistant landscaping to conserve water

In 2012 five building permits were issued under the Sonoma County Energy Independence Program (SCEIP) to help increase energy and water efficiency. The Town has conducted significant outreach to market the program and encourage owners whose homes are subject to code enforcement to take advantage of this opportunity.

## Climate Action 2020

In February 2012 the Regional Climate Protection Authority (RCPA) partnered with the County of Sonoma Permit and Resource Management Department (PRMD) to secure a Sustainable Communities Planning grant from the Strategic Growth Council for $1 million. The Greenhouse Gas Reduction Implementation Program (GRIP) - which is now also referred to as "Climate Action 2020" - is a collaborative effort among all nine cities (including the Town of Windsor) and the County of Sonoma to take further actions in reducing GHG emissions community-wide.

Through the implementation of this program, participating jurisdictions will achieve compliance with Bay Area Air Quality Management District (BAAQMD) guidelines and other related policies that establish reduction targets for GHG emissions, including AB 32, CEQA, and local GHG reduction goals. Building upon the climate protection efforts and goals established in the 2008 Community Climate Action Plan created by the Climate Protection Campaign, the goal of the GRIP is to update all municipal and community-wide GHG inventories, evaluate emission targets, and to create an implementation plan to reach those targets. The updated Climate Action Plans that are developed for each jurisdiction will be tailored to its specific circumstances while at the same time benefitting from a countywide perspective.

## Sonoma Clean Power

Sonoma Clean Power (SCP) is a new, not-for-profit, locally-controlled electricity provider in Sonoma County that is independently run by the Sonoma County cities that have joined the program, including Windsor, Sonoma, Cotati, Sebastopol, Santa Rosa and Cloverdale, as well as all of the unincorporated areas in the

county. SCP provides everyone in participating cities with the option of using environmentally-friendly power, generated by renewable sources, such as solar, wind, and geothermal. SCP both partners with, and competes against the Pacific Gas and Electric Company (PG&E). The partnership arises from SCP's use of PG&E's infrastructure to deliver and meter SCP electricity and the competition arises from the ability of customers in SCP's covered areas to elect electric generation service from either PG&E or SCP.

## Pacific Gas and Electric Programs

Pacific Gas and Electric Company (PG&E), which provides gas and electricity services in the town of Windsor, offers public information and technical assistance to homeowners regarding energy conservation. PG&E provides numerous incentives for energy-efficient new construction and home remodeling. Remodeling rebates include cool roofs, insulation, and water heaters. Residents are granted between $100-$200 per 1,000 square feet for installed cool roofs and up to $500 for attic and wall insulation. Installing new energy-efficient water heaters qualifies residents for a $30 rebate.

PG&E also offers energy-efficiency tax credits under the Energy Policy Act of 2005 for both homeowners and builders. Existing homeowners are eligible for tax credits up to a maximum of $500 for energy -efficient improvements. An additional tax credit is available for solar energy systems. Builders of energy-efficient new homes are eligible for tax credits up to a maximum of $2,000.

PG&E provides a variety of energy conservation services for residents as well as offers a wealth of financial and energy-related assistance programs for low-income customers:

- **The Balanced Payment Plan (BPP).** Designed to eliminate big swings in a customer's monthly payments by averaging energy costs over the year. On enrollment, PG&E averages the amount of energy used by the household in the past year to derive the monthly BPP amount. PG&E checks the household's account every four months to make sure that its estimated average is on target. If the household's energy use has increased or decreased dramatically, PG&E will change the amount of monthly payment so that the household does not overpay or underpay too much over the course of a year.
- **CARE (California Alternate Rates for Energy).** PG&E offers this rate reduction program for low- to middle-income households. PG&E determines qualified households by a sliding income scale based on the number of household members. The CARE program provides a 20 percent discount on monthly energy bills.
- **Energy Efficiency for Multifamily Properties.** The Energy Efficiency for Multifamily Properties program is available to owners and managers of existing multifamily residential dwellings containing two or more units. The program encourages energy efficiency by providing rebates for the installation of certain energy-saving products such as high-efficiency appliances, compact fluorescent light bulbs, attic and wall insulation, and efficient heating and cooling systems.

- **Energy Savings Assistance Program.** PG&E's Energy Savings Assistance program offers free weatherization measures and energy-efficient appliances to qualified low- to moderate-income households. PG&E determines qualified households through the same sliding income scale used for CARE. The program includes measures such as attic insulation, weather stripping, caulking, and minor home repairs. Some customers qualify for replacement of appliances including refrigerators, air conditioners, and evaporative coolers.

- **Energy Works Program/Energy Partners Program** - The Energy Works Program provides qualified low-income tenants free weatherization measures and energy-efficient appliances to reduce gas and electricity usage. In order to qualify for the program, a household's total annual gross income cannot exceed the income as set in the income guidelines (*http://www.hacsc.org/energy_works_program.htm*); households must receive gas and/or electricity from PG&E; and the residence cannot have participated in the Energy Partners Program in the past 10 years.

- **The Family Electric Rate Assistance (FERA) Program** - PG&E's rate reduction program for large households of three or more people with low- to middle-income. It enables low-income large households to receive a Tier 3 (131 percent to 200 percent of baseline) electric rate reduction on their PG&E bill every month.

- **The Low-Income Home Energy Assistance Program (LIHEAP) Block Grant** Funded by the Federal Department of Health and Human Services, it provides two basic types of services. Eligible low-income persons, via local governmental and nonprofit organizations, can receive financial assistance to offset the costs of heating and/or cooling dwellings and/or to have their dwellings weatherized to make them more energy efficient.

- **Medical Baseline Allowance Program.** The Medical Baseline Allowance program is available to households where a California-licensed physician has certified that a full-time resident is either dependent on life-support equipment while at home; a paraplegic, hemiplegic, quadriplegic, or multiple sclerosis patient with special heating and/or cooling needs; a scleroderma patient with special heating needs; or suffering from a life-threatening illness or compromised immune system with special heating and/or cooling requirements to sustain the patient's life or prevent deterioration of the patient's medical condition. The program allows customers to get additional quantities of energy at the lowest or baseline price for residential customers.

- **PG&E's SmartAC™ program** - This program offers a simple and convenient way to help prevent power interruptions. When customers sign up, PG&E installs a free SmartAC device that slightly reduces the energy the air conditioner uses automatically in case of a state or local energy supply emergency. PG&E customers receive $50 for signing up for the SmartAC™ program.

- **REACH (Relief for Energy Assistance through Community Help).** The REACH program is sponsored by PG&E and administered through the Salvation Army. PG&E customers can enroll to give monthly donations to the REACH program. Through the REACH program, qualified low-income customers who have experienced uncontrollable or unforeseen hardships that prohibit them from paying their utility bills may receive an energy credit up to $200. REACH assistance is available once per 18-month period, with exceptions for seniors and mentally- and physically-disabled persons. The Salvation Army determines eligibility by a sliding income scale based on the number of household members. To qualify for the program, the applicant's income cannot exceed 200 percent of the Federal poverty guidelines.

# SECTION 4.8 REVIEW AND REVISION OF EXISTING HOUSING ELEMENT

This section reviews the policies and implementation programs of the 2010 Housing Element. It evaluates the effectiveness of these implementation programs, as well as progress towards the Town's stated quantified production and preservation goals from the prior Housing Element.

The 2010 Housing Element includes 45 different implementation programs that the Town has enacted to varying degrees. Table 4.60 identifies each implementation program from the 2010 Housing Element, describes the actual achievements of each program, assesses the level of progress made, and discusses proposed modifications for future implementation. The implementation programs focused on issues surrounding production, rehabilitation, housing conservation, and energy conservation.

**TABLE 4.60**
**IMPLEMENTATION OF PROGRAMS FROM PRIOR HOUSING ELEMENT**
**Town of Windsor**
**2007-2014**

| Housing Action | Status | Achievement | Recommendation |
|---|---|---|---|
| **New Housing Development** | | | |
| **1.A Inclusionary Housing Ordinance.** The Town of Windsor's Inclusionary Housing Ordinance requires new residential developments of five or more units to set aside either:<br>(a) 20 percent of units for moderate-income households;<br>(b) 15 percent of units for low-income households; or<br>(c) 10 percent of units for very low-income households.<br>The Town recently amended its ordinance to allow developers to satisfy their inclusionary housing requirement through payment of an in-lieu fee, land donation, or off-site construction. Also as part of this amendment, exemptions for mixed-use and multifamily projects were eliminated and the required affordability period was extended from 20 to 45 years. | Ongoing | The Town amended the ordinance in 2009 to increase the project threshold from five to 10 units and reduce the percentage requirements to 10 percent moderate, 7.5 percent low, and 5 percent very low. | Continue as amended |
| **1.B. Housing Density Bonus Ordinance.** The Town shall continue to implement its Housing Density Bonus Ordinance and review its provisions and administration for consistency with State law. In implementing this Ordinance, the Town shall consider zoning concessions as incentives to affordable housing production. | Ongoing | The Town continues to implement its density bonus ordinance consistent with State law. | Continue as a policy |
| **1.C. Assistance to Affordable Housing Developers and Developers Addressing Other Special Needs.** The Town shall work with developers of affordable housing and housing for special needs groups to plan and develop projects that will be an asset to the community. Such work may include, but not be limited to, support in applications for state and federal funding, design review workshops, site location assistance, and direct financial assistance. Financial support may come in the form of redevelopment housing set-aside funds, Community Development Block Grant (CDBG) funds, and other state and federal sources that the Town will continue to pursue in partnership with local developers. The Town is currently in the process of applying for funding under the American Recovery and Reinvestment Act (ARRA). In particular, the Town is partnering with Burbank Housing on its application for ARRA funds to support the Windsor Redwoods project. County-disbursed CDBG funds are applied for on an annual basis to support particular affordable housing projects being proposed in Windsor. This application process typically occurs in November for disbursement of funds in the following fiscal year. | Annually | The Town continues to provide financial assistance to developers. For example, the Town was able to secure $2.5 million in Prop 1C funding for off site improvements for the Windsor Redwoods affordable housing project in 2010. In 2012, the Town financially supported the development of a 65-unit affordable multi-family units by extending a $400,000 loan. With this loan, the Town's total support of the project was $2.69 million | Continue program, but modify to remove outdated funding program references. |

## TABLE 4.60
## IMPLEMENTATION OF PROGRAMS FROM PRIOR HOUSING ELEMENT
### Town of Windsor
### 2007-2014

| Housing Action | Status | Achievement | Recommendation |
|---|---|---|---|
| **1.D. Annual Growth Control Report.** The Town shall, through its Annual Growth Control Report, monitor the supply of residential land to ensure sufficient developable land is planned and zoned for single family and multifamily residential development. This program helps achieve the objective of blended densities and integrated neighborhood design, and works toward meeting projected housing needs for the planning period extending through June 2014. If, at any time, the supply of sites zoned for multifamily housing falls below the quantity of land required to accommodate the Town's remaining need for higher density multifamily housing, the Town shall initiate re-zonings to provide additional land. | Annually | This is an ongoing program that the Town addresses every year in its Annual Growth Control Report. The amount of land zoned to accommodate single and multifamily development (as of 2013) increased with the adoption of the Station Area Plan in 2010. | Continue |
| **1.E. Annual Housing Report.** The Town shall continue to monitor its supply of affordable housing through the Annual Housing Report. The Report documents the supply, state, and expiry dates of the Town's affordable housing units. In addition, it summarizes the Town's affordable housing activities | Annually | The Town completes an annual housing report that monitors the supply of affordable housing. The report receives consideration and approval by the Town Council. | Continue |
| **1.F. Secondary Dwelling Units.** The Town shall continue current regulations to permit second units on single family residential lots. As an objective, the Town shall aim to add another 20 secondary dwelling units over the course of this planning period. | Ongoing | The Town continues to allow second units on all residentially zoned parcels with a building permit. There were no permit applications were received for second units. | Continue as a policy |
| **1.G. Manufactured Housing.** The Town shall continue to permit manufactured housing in the residentially-zoned districts of the Town. | Ongoing | The Town continues to allow manufactured housing on all residentially zoned parcels. There were no permit applications were received for manufactured housing. | Continue as a policy |
| **1.H. Encourage Affordable Housing Development at Shiloh Road Village**. The Town shall make an effort to publicize opportunities for the development of housing at the Shiloh Road Village site. This effort shall include organizing special marketing events geared toward the development community and posting the site inventory and other updates pertaining to Shiloh Road Village on the Town's website. In addition, the Town will promote Redevelopment Housing Set-Aside Funds to assist affordable housing production for Shiloh Road Village as well as for other sites. As an objective, the Town will aim to support the development of at least 200 affordable units at Shiloh Road over the course of this planning period. | Ongoing | The Town continues to promote higher density affordable housing in the Shiloh Road Village Vision Plan area. In 2010, the Town's (former) Redevelopment Agency financially supported the Winsor Redwoods housing project, a 64-unit affordable project in the Shiloh Road Village Vision Plan area.<br>In 2012, the Town financially supported the development of a 65-unit affordable multi-family units in the area by extending a $400,000 loan. With this loan, the Town's total support of the project was $2.69 million. | Continue |

**TABLE 4.60**
**IMPLEMENTATION OF PROGRAMS FROM PRIOR HOUSING ELEMENT**
**Town of Windsor**
**2007-2014**

| Housing Action | Status | Achievement | Recommendation |
|---|---|---|---|
| **1.I. Support the Development of Rental Housing and Housing Affordable to Extremely Low-Income Households.** The Town will prioritize funding identified in Program 1C for development of housing affordable to extremely low-income households. The Town will encourage developers to utilize the density bonus incentive provided in Program 6.F to encourage the development of single-room occupancy rental units. Further, the Town will commit a portion of the in-lieu fees from Program 1.A to partner with non-profit housing development organizations to build high-density residential and mixed-use housing that includes units affordable to extremely low-income households. | Ongoing | There were no applications for extremely low-income housing or single-room occupancy units during the planning period. In addition, the Town currently (2014) has no fund balance in the in-lieu fee account. | Continue |
| **Assistance to Households** | | | |
| **2.A. Silent Second Mortgage Program.** The Town shall expand its Silent Second Mortgage activities. During this planning period, the Town shall aim to assist five additional households through this initiative, and will partner with affordable housing developers to increase access to the Program. Information about the program will be made available on the Town's website and other public locations. | Discontinued | In 2010 and 2011, the Town participated in the BEGIN program providing 22 silent second mortgages for the Manzanita self-help project. The Town also provided down payment assistance for the 22 units. With the loss of Redevelopment in 2012, the Town is unable to offer silent second mortgages. | Delete program. Lack of funding due to loss of Redevelopment Agency. |
| **2.B. Additional State Funding.** The Town shall augment its Silent Second Mortgage Program through additional funding from State agencies for homebuyer assistance, such as the Building Equity and Growth In Neighborhoods Program (BEGIN) from the California Department of Housing and Community Development. These funds are typically applied for on an as-needed basis in partnership with the sponsors of proposed affordable housing projects. Funding timelines and application dates vary by program. In recent years, the Town has applied for Residential Development Loan Program (RDLP) and BEGIN funds to support the Terra Green and Manzanita affordable projects. | Silent Second Mortgage Program Discontinued | The Town was successful in securing 24 $80,000 silent second mortgages through the BEGIN program for homebuyers in the Manzanita Self-Help project. Further, the Town was able to secure an RDLP loan in the amount of $4.7 million to assist in the construction of the project. | Modify program to reflect loss of Redevelopment Agency and State funding programs. |
| **2.C. Mortgage Credit Certificate Program.** The Town shall continue to participate in the Mortgage Credit Certificate (MCC) Program to provide assistance to first-time lower and moderate-income homebuyers. This program is administered by the County of Sonoma and is part of a Joint Powers Agreement between cities in Sonoma County and the County. The availability of this program will continue to be publicized locally. Since the program's inception in November 1993, more than 77 MCCs have been issued in Windsor. | Ongoing | The Town annually renews its membership in the MCC program. | Continue |

**TABLE 4.60**
**IMPLEMENTATION OF PROGRAMS FROM PRIOR HOUSING ELEMENT**
**Town of Windsor**
**2007-2014**

| Housing Action | Status | Achievement | Recommendation |
|---|---|---|---|
| **2.D. Section 8 Rental Housing Subsidies.** The Town shall continue agreements with the Sonoma County Housing Authority to make Section 8 rental housing subsidies available to qualified Windsor residents whenever available. | Ongoing | The Town was able to secure $1.2 million in Section 8 housing funds for the Windsor Redwoods project. The Town also continues its agreement with the Housing Authority to make Section 8 rental subsidies available. | Continue |
| **Maintenance and Improvement of Housing Stock** | | | |
| **3.A. CDBG Housing and Mobile Home Rehabilitation Program.** The Sonoma County Community Development Commission administers Community Development Block Grant (CDBG) funding for housing rehabilitation. Since 1988, the Town has issued $1.2 million in grants and loans through this program. This program also installs Earthquake Reinforced Bracing Systems (ERBS) on mobile homes. To-date, 102 ERBS have been installed on mobile homes of income-eligible households. The Town will publicize the availability of funding for rehabilitation via the Town's website and will encourage residents to consider applying for funds through code enforcement cases. | Ongoing | The Town pursues CDBG funding annually. The Town has been focusing CDBG funds on ADA compliance projects for public facilities.<br><br>The Town plans to hire an outside contractor in 2014 to administer its affordable housing programs, including the Mobile Home Rehabilitation Program. CDBG funds may be used, if available. | Continue |
| **3.B. Additional State, Federal, and Other Funds.** The Town shall continue to seek funds from state and federal sources to augment local funds for housing rehabilitation. This effort can include partnerships with affordable housing developers to access funds such as the Multifamily Housing Program (MHP) from the California Department of Housing and Community Development. In addition, the Town will secure mortgage revenue bonds through the California Housing Finance Agency at the request of developers. CDBG funds may also be used for rehabilitation purposes. The Town applies for CDBG funds from the County Community Development Committee on an annual basis, in partnership with sponsors of affordable housing projects in Windsor. This application process typically occurs in November for disbursement of funds in the following fiscal year. | Annually | The Town actively pursues all funding sources to assist in the development of affordable housing. The Town received revenue bonds, MHP and HOME funds for the Windsor Redwoods project. The Town currently does not have a housing rehabilitation program. | Continue |
| **3.C. Coordination with Fire Inspection Programs**. The Town shall continue to support the Windsor Fire Protection District's apartment inspection program to identify and abate unsafe conditions in rental housing. The Town shall cooperate with the fire district to ensure inspections are conducted for all rental housing on an annual basis. | Ongoing | The Town's Building Department actively works with the Fire District to inspect and abate all unsafe conditions. | Modify program to include annual inspections of rental housing |

**TABLE 4.60**
**IMPLEMENTATION OF PROGRAMS FROM PRIOR HOUSING ELEMENT**
**Town of Windsor**
**2007-2014**

| Housing Action | Status | Achievement | Recommendation |
|---|---|---|---|
| **3.D. Energy and Water Efficiency Rehabilitation.** The Town shall continue to participate in a new countywide program that allows property owners to finance energy efficiency, water efficiency, and renewable energy improvements through a voluntary assessment. The assessments will be attached to the property, not the owner, and will be paid back through the property taxes over time, making the rehabilitation program more affordable to low-income households. The Town shall perform significant outreach to market the program via its website and printed materials, and will encourage owners whose homes are subject to code enforcement to take advantage of this opportunity. Thus far, in the program's first year, the Town has received permit applications for approximately 15 retrofits that will be financed in this manner. The Town aims to process an average of at least 15 retrofits a year under the program over the course of this planning period. In addition, the Town will participate in the Countywide Building Retrofit Program, which is funded by the Energy Efficiency and Block Grant Conservation Program, and in the initial stages of development. The Program aims to retrofit 80 percent of the County's non-efficient building stock by 2015. The financing program described above will represent a major part of this effort. | Ongoing | The Town's PAYS program provides free water and energy audits. If savings can be achieved, the Town offers financing. In 2012, 5 building permits were issued under the Sonoma County Energy Independence Program (SCEIP) to help increase energy and water efficiency. As of 2012 the Countywide Building Retrofit Program is not underway. | Replace with programs reflecting Windsor Efficiency PAYS® program |
| **Preservation of Affordable Units At-Risk of Conversion** | | | |
| **4.A. Mobile Home Park Conversion Ordinance.** The Town shall continue to contract with the Sonoma County Community Development Commission to administer its Mobile Home Park Conversion Ordinance to provide financial assistance to occupants in the relocation process, and to discourage circumstances under which mobile home parks may be converted to other uses. Following closure of the Windsorland mobile home park, the Town seeks to replace up to 131 of those units with affordable homes at the same site. | Ongoing | The Town recently (2010) signed a 2 year contract with the Sonoma County Community Development Commission to administer the Mobile Home Park Conversion Ordinance.<br><br>In 2012, the Town approved Bell Village on the former site of the Windsorland mobile home park. Project approval was conditioned to provide 77 low-income units and 77 moderate-income units. The approval was amended in January 2014 to allow payment of affordable housing in-lieu fees instead of the 77 low-income units. The project is still required to provide the 77 moderate-income units. | Continue |

**TABLE 4.60**
**IMPLEMENTATION OF PROGRAMS FROM PRIOR HOUSING ELEMENT**
**Town of Windsor**
**2007-2014**

| Housing Action | Status | Achievement | Recommendation |
|---|---|---|---|
| **4.B. Mobile Home Park Rent Stabilization.** The Town shall continue to provide for the administration and enforcement of the Town's Mobile Home Park Rent Stabilization Ordinance. | Ongoing | The Town recently (2010) signed a new 2 year contract with the Sonoma County Community Development Commission. No rent arbitrations occurred during the planning period. | Continue |
| **4.C. Monitoring of Rental Unit Conversion and Affordable Unit Supply.** The Town shall monitor local trends in rental unit conversion and examine the feasibility of a condominium conversion ordinance to preserve the supply of rental units. This monitoring occurs as part of the subdivision mapping process, which alerts the Town to a proposed condominium conversion. As part of this program, the Town shall also continue to monitor its supply of affordable units, associated affordability expiration dates, and local sales prices for homes. Monitoring occurs in tandem with the Town's Annual Housing Report, which examines the physical condition and affordability terms of local affordable housing projects (see Program I.E). | Ongoing | The Town had no conversion requests during the planning period. | Continue |
| **4.D. Preservation of Assisted Housing Stock.** The Town shall work with other governmental and non-profit organizations to utilize available resources in the preservation or replacement of existing affordable housing developments in Windsor, particularly publicly-assisted units. The Town shall strengthen relationships with other governmental and non-profit organizations to develop a strategy for preservation of Windsor's affordable housing stock as affordability terms expire and the need arises. The Town shall also work with project owners and sponsors to ensure that once units are noticed to convert to market-rate, tenants receive proper notification. As stated in Program 4.C, this monitoring process occurs in tandem with the Town's Annual Housing Report. As part of this program, the Town will also continue to record first rights of refusal to purchase all affordable owner-occupied units. During the sale process, the title company alerts the Town to the transaction, and allows it first right of refusal. To the extent possible, the Town will continue to purchase units threatened for conversion and subsidize the resale with the use of a silent second mortgage | Ongoing | None of the Town's multi-family affordable housing stock is in jeopardy of converting to market-rate due to 45 year restrictions. Individual units with deed restrictions are in jeopardy. With the loss Redevelopment funding, the Town is unable to re-purchase units under the first-right of refusal clause. In 2012, the Town lost a for-sale affordable unit to foreclosure, due to an inability to exercise the first right of refusal. | Modify to remove first right of refusal, which is not feasible with the loss of the Redevelopment Agency |
| **Addressing, Removal, or Mitigation of Constraints** | | | |

**TABLE 4.60**
**IMPLEMENTATION OF PROGRAMS FROM PRIOR HOUSING ELEMENT**
**Town of Windsor**
**2007-2014**

| Housing Action | Status | Achievement | Recommendation |
|---|---|---|---|
| **5.A. Design Review Process.** The Town shall evaluate its Design Review process to ensure developers a reasonable and fair approach to the application of the Town's Design Standards. This evaluation will include a detailed analysis of the Town's current Design Review guidelines to identify better requirements and approval procedures and will analyze the impacts of the guidelines and process on housing costs and approval certainty. The evaluation will result in a series of recommended actions to streamline this process, as well as identification of responsible agencies and a timeline for implementation. As part of this process, the Town will aim to set a maximum of two Planning Commission meetings for Design Review. Fast-track permit procedures to encourage affordable housing projects including cohousing, self-help, and community housing will also be considered. | Ongoing | This implementation program is in process. | Continue |
| **5.B. Tree Preservation and Protection Ordinance.** The Town shall maintain a flexible approach toward implementation of the Ordinance. The Town shall work with residential developers to craft reasonable solutions on a case-by-case basis that support financially feasible development while preserving and protecting the Town's trees. | Ongoing | The Town considers the preservation of trees while balancing other needs of the community. In the case of the Manzanita Self-Help project in 2011, the Town exercised flexibility in the administration of its Tree Protection Ordinance by working with the developer to site homes to both save trees and keep construction costs down. | Continue |
| **5.C. Development Impact Fee Review.** The Town shall review its current development impact fee program to confirm the appropriate level of impact fees to charge for multifamily residential units and second units based on the demand they create for public facilities and infrastructure. As justified by this review, the Town shall reduce fees for multifamily units, second units, co-housing, and self-help housing units to encourage their construction. As appropriate, the Town shall also reduce fees for lower-income housing on a sliding scale related to the level of affordability during the next impact fee review. Again, as merited by the review of its fees, the Town shall adopt a sliding-scale fee for affordable housing developments depending on the size of the unit or "locking" fees to the time of approval. | Completed/ ongoing | The Town reviews its impact fees annually adjusting based on the community's infrastructure needs.<br><br>The Town has not adopted a sliding-scale for affordable housing project, but does lock the fees in at time of approval.<br><br>The Town's former redevelopment agency (RDA) offered financial assistance to developers of affordable housing for impact fee payment. Given the loss of Redevelopment, this is no longer possible. | Continue |

**TABLE 4.60**
**IMPLEMENTATION OF PROGRAMS FROM PRIOR HOUSING ELEMENT**
**Town of Windsor**
**2007-2014**

| Housing Action | Status | Achievement | Recommendation |
|---|---|---|---|
| **5.D. Fee Deferrals.** The Town shall continue the policy of deferring payment of fees on a case-by-case basis until housing units are sold, ready for occupancy, or long-term financing is in place, as a means of assisting affordable housing projects. | Ongoing | The Town regularly defers development impact fees on projects that contain affordable units. The Town recently deferred impact fees on both Windsor Redwoods, and Manzanita projects. | Continue as a policy |
| **5.E. Annual Growth Control Report.** The Town shall continue to conduct an Annual Growth Control Report that evaluates the capacity of the Town's infrastructure and service systems (i.e., roads, drainage, water, recycled water, parks, public safety, schools) and outlines strategies to expand these systems to serve new development | Annually | The Town completes an annual growth control report that evaluates the Town's infrastructure needs. | Continue |
| **5.F. Capital Improvement Program.** The Town shall continue to update and implement its five-year Capital Improvement Program to guide development of public facilities required by new residential demand and to improve existing facilities in need of upgrading. | Updated annually | The five-year Capital Improvement Program is updated in conjunction with the two year budget. However, due to the loss of Redevelopment funding, many CIP projects had to be eliminated. | Continue |
| **5.G. Parking Requirements.** The Town shall evaluate its parking requirements, particularly for multifamily, affordable, homeless, and farmworker housing, to examine the feasibility of requiring fewer parking spaces per unit, thereby lowering development costs and supporting financial feasibility. This review will result in a series of recommendations for adjusting the Town's parking standards, as appropriate. | On a case-by-case basis | The Town evaluates parking reductions for affordable housing projects on a case-by-case basis. In the case of Windsor Redwoods affordable housing project, the Town supported 1.7 spaces per unit, much lower than the current standards. | Continue |
| **5.H. Exemption of Moderate-Income Households from Growth Control**. The Town shall amend its Growth Control Ordinance to exempt moderate-income households from the annual growth control unit allocation. To date, the Town Council has regularly waived moderate-income units from the annual unit allocation. This change would make this waiver unnecessary. | Completed | The Town Council adopted a resolution in 2007 completing this program. | Delete program |
| **Equal Housing Opportunities and Special Needs** | | | |
| **6.A. Agricultural Worker Housing.** The Town shall cooperate with housing developers to secure additional funding for farmworker projects from sources administered by the California Department of Housing and Community Development, including the Farmworker Housing Grant Program, the State Office of Migrant Services, and the federal Farmers Home Administration. The Town shall also continue to allow farmworker housing by right in HI (Heavy Industrial) and LI (Light Industrial) districts. Over the course of this planning period, the Town shall support the construction of at least 10 units of farmworker housing. | Ongoing | The Town's Zoning Ordinance currently allows farmworker housing on industrially zoned parcels. To date (2014), no farmworker housing projects have been proposed. | Continue |

**TABLE 4.60**
**IMPLEMENTATION OF PROGRAMS FROM PRIOR HOUSING ELEMENT**
**Town of Windsor**
**2007-2014**

| Housing Action | Status | Achievement | Recommendation |
|---|---|---|---|
| **6.B. Emergency Shelters.** The Town shall continue to provide financial support for area homeless services, and if appropriate, support a regional effort to develop homeless facilities. In compliance with SB2, the Town shall make the necessary zoning change to allow for emergency shelters as a permitted use in the CC (Community Commercial) District. | Ongoing/ Zoning amendment expected to be completed 2014 | The Town paid its annual share of funding to Sonoma County for the operation of a county serving homeless shelter. The Town amended the Zoning Ordinance in September 2014. | Modify to reflect completion of code amendment |
| **6.C. Zoning for Transitional and Supportive Housing.** In accordance with SB 2, the Town shall treat transitional and supportive housing as residential uses subject to the same restrictions and permitting processes as other housing types in the same zones, regardless of the number of persons served. In doing so, the Town shall add the definition "transitional housing" to the Zoning Ordinance and shall make the necessary zoning changes to allow for transitional and supportive housing facilities as a permitted use in those zones where comparable housing is a permitted use. | Zoning amendments completed 2014 | Completed, the Town's Zoning Ordinance allows supportive and transitional housing by right in all zones allowing residential uses. | Modify to reflect completion of code amendment; continue as a policy |
| **6.D. Transitional Housing, Supportive Housing, and Residential Care Homes.** The Town shall support developers of transitional and supportive housing facilities through applications for state and federal funding, design review workshops conducted in conjunction with the Annual Growth Control Report, site location assistance, and direct financial assistance, as necessary and appropriate. Through these efforts, the Town shall strive to create permanent supportive housing for its share of Sonoma County's homeless and disabled population, per the County's 10-Year Homeless Action Plan. | Ongoing | No applications for transitional housing, supportive housing, or residential care homes were received during the planning period. | Continue |
| **6.E. Universal Design.** The Town shall examine the feasibility of adopting elements of the model Universal Design Code established by the California Department of Housing and Community Development as a voluntary component of the Town Building Code. | Partially completed | The Town has adopted the 2013 Building Code, which contains some provisions consistent with the principles of universal design. | Delete |
| **6.F. Smaller Units.** The Town shall continue to allow pairs of studio apartments of 500 square feet or less to be counted as one unit for purposes of calculating densities and fees. | Ongoing | The Town considers this fee reduction on a case-by-case basis. In 2008, the Town used Redevelopment funding to financially assist a project with impact fees. The project contained studio apartments. To date (2012), no other projects containing 500 sq. ft. units have been proposed. | Continue as a policy |

**TABLE 4.60**
**IMPLEMENTATION OF PROGRAMS FROM PRIOR HOUSING ELEMENT**
**Town of Windsor**
**2007-2014**

| Housing Action | Status | Achievement | Recommendation |
|---|---|---|---|
| **6.G. Reasonable Accommodation.** The Town will amend the Municipal Code to provide exception for individuals with disabilities reasonable accommodation in rules, policies, practices and procedures that may be necessary to ensure equal access to housing. This provision would allow for variances in land use and zoning regulations to make development of housing for disabled people feasible. Procedures for reasonable accommodation shall include the following decision-making criteria:<br>• The request for reasonable accommodation will be used by an individual with a disability protected under fair housing laws.<br>• The requested accommodation is necessary to make housing available to an individual with a disability protected under fair housing laws.<br>• The requested accommodation would not impose an undue financial or administrative burden on the Town.<br>• The requested accommodation would not require a fundamental alteration in the nature of the Town's land-use and zoning program. | Completed | The Town adopted a reasonable accommodation ordinance in 2014. | Remove program. Replace with policy to implement the reasonable accommodation ordinance. |
| **6.H. Review of Land Use Regulations for Discrimination Against Disabled Persons.** The Town shall conduct a review of its existing zoning laws, policies, and practices for compliance with fair housing law. | Completed | Conducted as part of the Housing Element update | Remove program. |
| **6.I. Promote Equal Housing Opportunities.** The Town shall continue to make referrals to Fair Housing of Sonoma County (FHOSC) to assist with housing discrimination complaints and for landlord/tenant mediation services. The Town shall also make available written materials on fair housing education to tenants and landlords at community and senior centers, recreation centers, and at the Town's Planning and Community Services offices. These materials include the publications by the Department of Fair Employment and Housing, posted on the following site: http://www.dfeh.ca.gov/DFEH/Publications/publications.aspx | Ongoing | Materials regarding fair housing laws are available at Town Hall and on the Town's website. | Continue |
| **Redevelopment Agency Fund and Project Areas** | | | |
| **7.A. Housing Set-Aside Fund.** The Town shall consider increasing the share of housing set aside funds from 20 percent to 30 percent of total tax increment. | Discontinued | Not applicable due to the loss of Redevelopment. | Remove program |

**TABLE 4.60**
**IMPLEMENTATION OF PROGRAMS FROM PRIOR HOUSING ELEMENT**
**Town of Windsor**
**2007-2014**

| Housing Action | Status | Achievement | Recommendation |
|---|---|---|---|
| **7.B. Redevelopment Housing Set-Aside Funds.** The Town shall continue to utilize available Redevelopment Housing Set-Aside Funds to assist affordable housing production by private developers. The Redevelopment Agency estimates a total of approximately $700,000 will be committed to providing property owner and developer assistance within the Redevelopment Area each year through fiscal year 2016-2017 when the Redevelopment Project Area expires. The Town expects to accrue $3.5 million by the end of the planning period for the Housing Element covering 2007-2014. Based on recent projects, which required approximately $50,000 per unit in redevelopment subsidies, these funds could assist with the development of approximately 210 additional affordable housing units by the end of the Housing Element planning period. | Discontinued | In 2010, the Town's RDA had committed over $3million to the Windsor Redwood project and nearly $1 million to the Manzanita project.<br><br>Now not applicable due to the loss of Redevelopment. | Remove program |
| **Opportunities for Energy Conservation** | | | |
| **8.A. Green Building Ordinance.** The Town shall continue to implement its Green Building Ordinance, which aims to create a more sustainable community by incorporating mandatory Green Building measures into the design, construction, and maintenance of new commercial and residential buildings. Under this Code, all commercial buildings must achieve a minimum of twenty (20) credits on the LEEDTM rating system during the planning entitlement review to receive project approval. Residential buildings must achieve a minimum of fifty (50) points on the Green Point rating system for project approval. | Replaced with CalGreen Building Code | The Town has adopted the Cal-Green Tier 1 Building Code. | Remove program |
| **8.B. Infill Design Standard.** The Town shall continue to implement its Infill Standard which allows higher densities and encourages compact development patterns, which in turn promote housing affordability, maximize existing land resources, reduce pressure to convert agricultural resources, and conserve habitat and environmentally sensitive areas. | Ongoing | The Town, in 2011, adopted the Station Area Plan increasing densities within a ½ mile of the Town's intermodal station. Also included in the plan are revised in-fill and design standards. | Continue |
| **8.C. Flexibility for Development on Infill Parcels.** Wherever appropriate, the Town shall grant flexibility to allow development on infill parcels where adopted development standards would preclude development feasibility. This flexibility can be applied on a case-by-case basis in tandem with Design Review procedures. | Ongoing | The Town exercises its digression on a case-by-case basis for infill projects located on difficult to development parcels. | Continue as a policy |
| **8.D. Sustainability Element.** The Town shall craft a Sustainability Element as an additional component to its General Plan. The Element would link together Circulation, Housing, Economic Development, Land Use, and other Elements of the General Plan, identifying policies and programs that facilitate and encourage an environmentally-sensitive development pattern and community. | In process | The Town is considering a precise General Plan update in the 2012-2013 budget. The Town will consider a Sustainability Element in the scope of work. | Delete from housing element; not a housing-specific program |

**TABLE 4.60**
**IMPLEMENTATION OF PROGRAMS FROM PRIOR HOUSING ELEMENT**
**Town of Windsor**
**2007-2014**

| Housing Action | Status | Achievement | Recommendation |
|---|---|---|---|
| **8.E. Old Redwood Highway Area Plan.** The Town shall develop an Area Plan for Old Redwood Highway that bring a sustainable approach to economic development, land use planning, urban design, and transportation along the corridor. The Area Plan would build on the work of the American Institute of Architects (AIA) Sustainable Design Area Team (SDAT). As a major arterial through Windsor, the land use form along Old Redwood Highway would establish the principal form for new development in the community | In process | The Town is currently updating General Plan. Special consideration of Old Redwood Highway will be included in the overall scope of work. | Delete from housing element; not a housing-specific program |

Table 4.61 compares the Town's 2009 Housing Element Quantified Objectives to actual housing production. The Town's objectives for the period from 2007 to 2014 were 1,729 total units, including 55 extremely low and very low-income, 330 low-income, 176 moderate-income, and 1,168 above moderate-income units. Not surprisingly, since the previous planning period began at the start of the recession, actual production fell short of the Town's objectives. As shown in Table 4.60, within that period, only 161 units were built in Windsor. In terms of meeting Regional Housing Needs Allocation (RHNA) goals, the Town met 22 percent of its total RHNA during this period through new construction.

**TABLE 4.61**
**BUILDING PERMITS ISSUED DURING 2007-2014 RHNA PERIOD**
**Town of Windsor**
**2007-2014**

| Year | Units by Income Level | | | | Total Realistic Development Potential |
|---|---|---|---|---|---|
| | VL | L | M | AM | |
| **2007-2014 RHNA** | **198** | **130** | **137** | **254** | **719** |
| 2007 | | | 22 | 39 | 61 |
| 2008 | | | 4 | 3 | 7 |
| 2009 | | | 1 | 1 | 2 |
| 2010 | 52 | 13 | | | 65 |
| 2011 | | 23 | | | 23 |
| 2012 | | | | | 0 |
| 2013 | | | | 1 | 1 |
| **2007-2014 Accomplishments** | **52** | **36** | **27** | **44** | **159** |

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# Appendix A: Individuals and Organizations Invited to Stakeholder Workshop

| Name | Affiliation or Organization/Title |
|---|---|
| Beatrice Bostick | Alliance Medical Center, CEO |
| Terri Thiessen | Thiessen Homes |
| MariCarmen | La Luz Center |
| Ava Corbin | Windsor Senior Center |
| Bob Hamilton | North Bay Regional Center, President |
| Keith Woods | North Coast Builders' Exchange, CEO |
| Barbara Holmes | Santa Rosa Senior Center, Executive Director |
| Doug Pettit | Community Action Partnership, Facilities Manager |
| Kathy Baldassaire or Christa | Senior Advocacy Services |
| Chris Paige | California Human Development Corporation, President/CEO |
| Melanie Dodson | Community Child Care Council, Executive Director |
| Jim Walters | Community Child Care Council, Facilities Director |
| Tom Bieri | Community Support Network, Executive Director |
| Mary Eble | North Bay Housing Coalition, Executive Director |
| Paula Cook | Community Housing Sonoma County, Executive Director |
| Kathleen Kane | Sonoma County Community Development Commission, Executive Director |
| Jenny Abramson | County of Sonoma Community Development Commission, Continuum of Care Coordinator |
| Elece Hemple | Petaluma People Services, Executive Director |
| Kara Reyes | Vineyard Worker Services, Director of Family Services |
| Dan Condron | OSHER Lifelong Learning Institute, Vice President for University Affairs |
| David Grabill | Sonoma County Housing Advocacy Group, Coordinator |
| Melody Sea | Petaluma People Services Center |
| Diane Broadhead | Rebuilding Together, Executive Director |
| Mary Eble or Patti Uplinger | North Bay Housing Coalition, Executive Director |
| Lisa Maldonado | North Bay Labor Council, Executive Director |
| Jerry Dunn | Sonoma County Human Services Dept., Director |
| Jane Riley | Sonoma County PRMD, Planner III |
| Cynthia Scarborough | Vintage House, Executive Director |
| Connie Aust | Council on Aging, Director of Social and Financial Services |
| Pedro Toledo | Hispanic Chamber of Commerce of Northern California, HCC Sonoma County Chair |
| Tyler Turkle | Habitat for Humanity, Executive Director |
| Georgia Berland | Sonoma County Task Force on the Homeless, Director |
| Pamela Wallace | Interfaith Shelter Network, Executive Director |
| Adam Brown | Community Disability Services, Board President |
| Carol Simmons | Child Care Planning Council of Sonoma County, Council Coordinator |
| Karla Fabbri | Hills and Homes Property Management, Realtor/Owner |

| Name | Affiliation or Organization/Title |
|---|---|
| Lana Russell-Hurd | Greenbelt Alliance, Regional Representative |
| Christine Woltering | Amber House, Owner |
| Ann Gray Byrd | NAACP, President |
| Lori Godwin | North Bay Association of Realtors, President |
| Carra Clampitt | Eugene Burger Management Corporation, Vice President and District Manager |
| Jane Peterson | Oaks of Hebron |
| Stan Higgins | Oaks of Hebron, Executive Director |
| Noami Fuchs | Southwest Community Health Clinic, CEO |
| Pascal Sisich | Burbank Housing Development Corporation, Director of Housing Development |
| Marianne Lim | Burbank Housing Development, Senior Project Manager |
| Charles A. Cornell | Burbank Housing Development, Executive Director and CFO |
| Rick Dean | Face to Face Sonoma Co. AIDS Network, Executive Director |
| Ava Corbin | Windsor Senior Center |
| Mary Stompe | Petaluma Ecumenical Housing (PEP), Executive Director |
| Tim Tesconi | Sonoma County Farm Bureau, Executive Director |
| Len Marabella | Catholic Charities, Executive Director |
| Brian Ling | Sonoma County Alliance, Executive Director |
| Bob Anderson | United Winegrowers for Sonoma County, Executive Director |
| Cathy Boostani and Dev Goetschius | Housing Land Trust of Sonoma County |
| Tim F. Reese | Community Action Partnership, Executive Director |
| Sherry Steele | Indian Education and Development, Executive Director |
| Stan Miller | North County Community Services, Executive Director |
| Doreen Lorinczi | YWCA Women's Emergency Shelter Program, President |
| Pat Kilkenny | Sonoma County Housing Coalition |
| Ben Boyce | Accountable Development Coalition, Director |
| Jim Wunderman | Bay Area Council, President and CEO |
| Cynthia A. Parker | BRIDGE Housing Corporation, President and CEO |
| Brad Wiblin | Bridge Housing, Vice President |
| Bob Glover | Building Industry Association, Executive Officer |
| Mary Murtaugh | Ecumenical Association for Housing, President and CEO |
| Linda Mandolini | Eden Housing, President |
| Marcia Rosen | National Housing Law Project, Executive Director |
| Dianne Spaulding | Non Profit Housing Association of Nor. Cal., Executive Director |
| Patrick R. Sabelhaus | California Housing Council, Board Member |
| Robbie Hunter | State Building & Construction Trades Council, President |
| Vincent Griego | U.S. Fish and Wildlife Service, Coast Bay Delta Branch |

## Appendix B: Summary of Public Comments

### Stakeholder Workshop, June 19, 2014

The following summarizes key housing-related topics discussed during the meeting. Attending the meeting were: Cathy Boostani from Housing Land Trust, Georgia Berland from the Sonoma County Task Force for the Homeless, Don Albini from the Planning Commission, David Grabill from the Sonoma County Housing Advocacy Group, and Don Cohn from Petaluma People Services/Fair Housing of Sonoma County.

Following this summary is a comment letter submitted at the meeting by the Sonoma County Housing Advocacy Group.

- Windsor eliminated 68 units of affordable housing from the Bell Village project for unclear reasons. The units would have helped house displaced mobile home residents, but there wasn't any debate or effort to replace the units elsewhere. A lot of people pushed for the affordable units as part of the original project to accommodate displaced mobile home residents and meet other affordable housing needs.
- The Town shouldn't count second units as affordable unless there is an affordability covenant included with the unit. The homeowner could build or use the unit as a vacation rental or home addition.
- The planned railroad station Downtown should be evaluated in the Housing Element. There is an adopted Station Area Plan that provides for higher density development in Windsor. SMART indicated that 20 percent of units near the Santa Rosa station should be affordable. However, in Windsor the Station Area Plan doesn't include any affordability requirements. In order for the station area to be successful, it needs to be planned for people of all income levels. The Town should strive to ensure that 20 percent of the units in the station area are affordable. There is also potential for the train to cause the station area to gentrify. The Town needs to plan ahead to ensure long-term affordable housing is available in areas around the station.
- The Town needs to look for ways to raise money for affordable housing. Typically jurisdictions need to provide 10 percent of the funding necessary to build affordable housing. Just because there isn't redevelopment anymore doesn't mean there isn't funding available. Windsor needs to provide funding beyond what is made available through redevelopment boomerang funds. The Town still receives property taxes. The County and some other cities in Sonoma County have continued to provide 10 percent of the funding needed to support construction of affordable housing. Windsor should do the same.
- There is money coming from the State to help provide affordable housing. The new State budget has several billion dollars going toward affordable housing in transit oriented developments, as well as funding for special needs housing. The Town could take initiative to pursue this money. For example, Santa Rosa created a housing trust fund, which has enabled the Town to apply for match funding and other grants. The Town should also work collaboratively with developers or statewide groups to pursue projects, funding, and initiatives for housing (e.g., California Community Economic Development Association). The Town should allocate staff and resources to pursue partnerships and funding.

- The Housing Element responds to ABAG identified housing needs, but there are 3,500 extremely low-income and homeless people countywide that needs housing and support services. Windsor needs to provide some of this housing. There aren't many food centers or homeless shelters in Windsor. That's why the homeless population is not as high as other areas of the county. Most of the homeless population in the county is represented by local residents and a high percentage have mental disabilities. There is an extremely high waiting list for homeless shelters in the county. Windsor should have permanent supportive housing and homeless resources. Emergency housing is also needed along with programs to help people get back on their feet. The Food Pantry is good, but more is needed. The Town should partner with churches to meet the needs of the homeless (e.g., Our Lady of Guadalupe). The Town could also pursue innovative housing opportunities, such as co-housing arrangements.
- Windsor needs to provide workforce housing. If those serving the community (e.g., teachers, police officers, fire fighters) don't' have a place to live they will leave the community. The new hospital will create new jobs, but there isn't housing affordable to most people who work at the hospital (e.g., nurses, technicians). The Town should partner with organizations, such as the Housing Land Trust of Sonoma County and developers to build workforce housing. The Town could use inclusionary requirements to ensure funding or land is dedicated on which to build workforce housing.
- Windsor's housing issues are similar to other communities in the county. Growth ordinances are in place in Windsor and they have strong support from the community. The growth ordinance affects the affordability of housing. It seems like every community has a way to skirt the regulations that are somewhat unenforceable. For fair housing, cities can be liable when zoning practices cause roadblocks to affordable housing. There have been other cities sued in Sonoma County. Town staff probably have a better idea of the constraints or barriers to affordable housing development. The Town needs to be proactive in identifying sites that are buildable, removing barriers and impediments to housing, and making it possible to build affordable housing. The Housing Element process should consult developers who are working in Windsor to understand their experience and where improvements are needed to facilitate the development of housing.
- Windsor has done a good job of providing affordable housing throughout the community, but future projects should include affordable units mixed in with market-rate units. For inclusionary housing programs, payment of in lieu fees is a problem that either results in housing not being built or crating isolated affordable housing projects. Senior projects are an example of an isolated project type that can become ghettoized because it is kept separate from other neighborhoods. All affordable units need to be integrated in the community to avoid concentrations of low-income housing, and affordable and market-rate units should be built simultaneously to ensure the affordable units are constructed and to address potential NIMBY issues. Affordable units should be designed and constructed in the same manner as market-rate units so there isn't a stigma associated with affordable, low-income housing units or those who live in affordable units.

## Community Workshop, July 8, 2014

On July 8, 2014, the Town of Windsor held a Housing Element Community Workshop from 6:00 pm to 8:00 pm at Town Hall. At the meeting, there were 10 attendees who heard a presentation about the Town's Housing Element Update and then participated in two exercises to discuss and provide input on housing challenges and solutions in Windsor. The exercises were carried out in two groups of participants. Attendants included Ray Holley, Cheryl Schular, Sam Salmon, Lois Fisher, Oscar Chaves, Daniel Sanchez, Dominic Fuppoli, Alan Symcox, Tom Micheletti, and Kris Anderson-Manos.

The following summarizes key housing-related topics discussed during the meeting.

### *Exercise 1: Major Housing Issues*

During the first exercise, workshop participants discussed and identified the most significant housing issues facing Windsor. Based on the identified issues, the two groups identified their top three issues (see Exercise 2). The following list provides a summary of all the identified issues.

- The balancing act. How can the Town generate sufficient funding to support the development of affordable housing while also encouraging market-rate housing? The loss of redevelopment means we need to find new revenue sources for affordable housing. A regional approach to housing issues would make more sense.
- There are a lot of hoops to jump through if you want to build affordable housing. It can actually be more expensive to build affordable housing because you need a grant writer to find all the different sources for funding (up to 20 percent more expensive).
- Affordability to purchase or rent homes. Affordability is a growing challenge, especially for senior citizens living on fixed incomes and low wage workers. There is a growing sector of jobs do not support the ability of lower wage workers to purchase a home. Working class families need to be able to afford to live here. Need housing to retain people who like to live in Windsor and who grew up here.
- Overcrowded Housing. There is a growing issue of having too many families in one home.
- Market paralysis due to low inventory and high prices (tight housing market). People are stuck in their homes because there aren't housing options available to meet their needs. Growing families can't move into larger homes. Seniors conversely cannot downsize.
- There is a lack of mixed-income housing/neighborhoods. Windsor needs a variety of housing types that allow people to move fluidly from rental housing to ownership.
- Dealing with Housing as an isolated issue. Housing issues need to be looked at within the context of all the other factors impacting quality of life (living wage, demographics, types of jobs, etc.). The Town needs to ask the question, "what kind of community do we want to be?" The Town needs to evaluate community priorities, not just check boxes.
- Need to focus on Windsor's future and orient development toward Town center growth and transit oriented growth and address issues of climate protection, water capacity, and traffic.

### *Exercise 2: Solutions to Housing Issues*

During the second exercise, workshop participants discussed and identified potential solutions to the three most significant housing issues from Exercise 1. The following list identifies the top three housing issues identified by each group and provides a summary of all the suggested solutions.

### *Group 1, Issue #1: Market Paralysis*

- Provide opportunities for a greater diversity of housing inventory. Need to identify the current mix of housing types in Windsor and the demand.
- Annex areas within the urban growth boundary so the boundary coincides with the Town Limits. Designate/zone annexed areas to provide a greater diversity of housing options.
- Change State and other requirements so the Town can spend money on things that are worthwhile, not just exercises that don't really amount to anything, but cost a lot of money and time (e.g., the Housing Element).
- Provide programs that assist people who are "stuck" in a home they have outgrown or is too large for them. Help people find housing that is more suitable to their needs.

### *Group 1, Issue #2: Dealing With Housing as an Isolated Issue*

- Understand that consequences/impact of specific types of housing/land use issues and the effect on quality of life.
- Conduct a fiscal impact analysis on certain types of housing development to evaluate the impact on Town revenues and services.
- Consider the walkability of new development; what are the health issues associated with new housing development?
- Consider changing demographics and how that affects the need for different housing types.

### *Group 1, Issue #3: Determine our Priorities*

- Make a plan for diversity and inclusion, and then implement the plan. Base it on our values, place matters.
- Understand our current mix of development. Identify what works and what doesn't (e.g., pockets of low-income housing). Identify best practices.

### *Group 2, Issue #1: Housing Inventory*

- Redevelop the civic center (i.e., Town Hall, Policy Station, Library) into mixed-use/mixed-income development that includes a range of housing affordability, commercial/office uses, and civic uses (e.g., library).

### *Group 2, Issue #2: Working Class Affordability*

- Create a Silent 2nd program that provides housing for essential personnel (e.g., firefighters, police officers, medics, doctors/nurses, teachers).
- Do not use inclusionary in-lieu fees to create pods of affordable housing. Integrate affordable units with market-rate units so there is no difference.
- Encourage use of the Town's Density Bonus program.
- Encourage the development of secondary units.
- Consider units that are 1,200 square feet or less affordable by definition.
- Preserve and expand mobile homes. They provide affordable housing stock.

### *Group 2, Issue #3: Smarter Housing Growth*

- Require greater diversity in the size of housing units in new developments and mix the different size units so that unit types aren't segregated.
- Remove minimum parking requirements in new housing (unbundle parking). Use parking maximums instead of parking minimums.
- Encourage the use of Planned Development (PD) zoning.

# Appendix C: Shiloh Vision Plan Detailed Sites Inventory

**TABLE C-1**
**SHILOH VISION PLAN PARCELS**
**Town of Windsor**
**2014-2022**

| APN | Acres | Neighborhood | Zoning | Maximum Density | Total Realistic Development Potential |
|---|---|---|---|---|---|
| 059-310-061 | 0.77 | Mixed Use | BC | 32 | 18 |
| 163-171-017 | 0.56 | Mixed Use | BC | 32 | 13 |
| 163-171-018 | 0.34 | Mixed Use | BC | 32 | 8 |
| | 0.10 | Shiloh Townhomes | HDR | 16 | 1 |
| 163-171-019 | 0.44 | Shiloh Townhomes | HDR | 16 | 6 |
| 163-171-020 | 0.11 | Shiloh Townhomes | HDR | 16 | 1 |
| | 0.88 | Garden Cottages | VR | 8 | 6 |
| 163-171-021 | 0.90 | Mixed Use | BC | 32 | 22 |
| | 0.66 | Shiloh Townhomes | HDR | 16 | 9 |
| | 0.88 | Garden Cottages | VR | 8 | 6 |
| 163-171-022 | 0.91 | Mixed Use | BC | 32 | 22 |
| | 0.67 | Shiloh Townhomes | HDR | 16 | 9 |
| | 0.87 | Garden Cottages | VR | 8 | 6 |
| 163-171-023 | 0.49 | Mixed Use | BC | 32 | 12 |
| | 0.71 | Shiloh Townhomes | HDR | 16 | 10 |
| | 0.80 | Garden Cottages | VR | 8 | 5 |
| 163-171-024 | 0.42 | Mixed Use | BC | 32 | 10 |
| 163-171-025 | 0.71 | Mixed Use | BC | 32 | 17 |
| | 0.27 | Kendall Courtyards | CR 24 | 24 | 5 |
| 163-171-026 | 0.71 | Mixed Use | BC | 32 | 17 |
| | 0.27 | Kendall Courtyards | CR 24 | 24 | 5 |
| 163-171-027 | 0.71 | Mixed Use | BC | 32 | 17 |
| | 0.27 | Kendall Courtyards | CR 24 | 24 | 5 |
| 163-171-029 | 0.39 | Mixed Use | BC | 32 | 10 |
| 163-171-031 | 0.59 | Kendall Courtyards | CR 24 | 24 | 12 |
| 163-171-032 | 0.27 | Kendall Courtyards | CR 24 | 24 | 6 |
| 163-171-036 | 1.36 | Mixed Use | BC | 32 | 33 |
| | 0.52 | Kendall Courtyards | CR 24 | 24 | 11 |
| 163-171-037 | 3.11 | Mixed Use | BC | 32 | 75 |
| 163-171-039 | 3.36 | Mixed Use | BC | 32 | 81 |
| 163-171-039 | 1.86 | Garden Apartments | CR 32 | 32 | 51 |
| 163-171-039 | 0.72 | Shiloh Townhomes | HDR | 16 | 10 |
| **Total** | **25.6** | | | | **519** |

# Appendix D: Entitled Units

**TABLE D-1**
**ENTITLED UNITS**
**Town of Windsor**
**2014**

| Name/Address | APN | Units |
|---|---|---|
| Oakhill Estates | 161-350-061 | 1 |
| Los Robles Meadows I & II | 161-040-040 & 041 | 2 |
| Carozzi/Smith | 163-070-077 | 1 |
| Lands of Coate | 066-170-030 | 1 |
| TDG - Starr MNS | 066-470-073 | 1 |
| Lissberger - 825 WRR | 066-060-065 | 1 |
| Overlook Sub (12 lots - 1 existing) | 164-140-001 | 11 |
| Barker - 65 Bluebird Dr | 164-080-033 | 1 |
| Bennett - 9431 Victoria Way | 162-150-028 | 1 |
| Chiddix - 280 Billington Ln | 163-011-030 | 2 |
| Khiroya - Anish Way | 163-310-005 | 1 |
| 1160 Gumview Rd | 066-030-071 | 1 |
| Coate -450 Duncan Dr | 066-170-028 | 4 |
| Coate - 475 Ginny Dr | 066-170-029 | 4 |
| Kelly - 55 4th St | 164-040-061 | 1 |
| Wheeler - 1114 Gumview Rd | 066-420-051/053 | 2 |
| Wheeler - 9879 Berry Ln | 066-420-055 | 1 |
| 6440 Old Redwood Hwy | 163-310-010 | 1 |
| Palino Subdivision - Vintage Greens | 164-360-050 | 1 |
| 9750 Brooks Rd S | 161-070-064 | 1 |
| 750 Windsor River Rd | 066-180-039 | 3 |
| Vineyard View - 595 Jensen Ln | 162-020-023 | 3 |
| 9933 Starr Road | 066-010-013 | 3 |
| Windsor Live/Work | 163-172-017 | 12 |
| 9815 Tolleson Rd | 066-030-077 | 1 |
| Elzey 345 Wilson Ln | 163-240-011 | 4 |
| Altus Hybrid Growth 9870 Berry Ln | 066-420-004 | 1 |
| Pricehouse 9828 Berry Ln | 066-420-006 | 1 |
| Maxwell 9810 Berry Ln | 066-420-007 | 1 |
| 170 Cockrobin Ave | 164-110-009 | 2 |
| 109 3rd St - SFD | 164-040-050 | 1 |
| Oaks at Windsor Village I | 163-172-019/21 | 15 |
| 903 Turnberry Ct - SFD | 161-350-016 | 1 |
| Town Village Green Buildings R and S | 161-520-001/15 & 161-530-001/10 | 18 |
| Esposti Park Apartments | 163-171-042 | 36 |
| **Total** | | **141** |

*Source: Town of Windsor, 2014*