

**File No. 2018-15: Windsor Reorganization No. 2017-27 (North of Arata Lane Area)  
Involving Annexation to the Town of Windsor and the Windsor Water District and  
Detachment from County Service Area No. 41 (Multi-Services)**

**Factors for Consideration (California Government Code §56668)**

- a) Population and population density; land area and land use; assessed valuation; topography, natural boundaries, and drainage basins; proximity to other populated areas; the likelihood of significant growth in the area, and in adjacent incorporated and unincorporated areas, during the next 10 years.***

The affected territory consists of 16 parcels totaling approximately 116 acres. It is generally flat with some rolling hills and is the location of rural residential sites, grazing land and a church; 12 parcels are developed. The area is contiguous to the Town boundary on the south at Arata Lane and adjacent to U.S. Highway 101 on the west. Pursuant to the Town's 2040 General Plan, which was adopted in April 2018, the area is projected to become substantially developed with residential units ranging from three/acre, in areas pre-zoned to "Surrounding Residential," up to 16 units/acre in areas pre-zoned to "Medium Density Residential." As development moves north from Arata Lane, the densities would be reduced, to minimize conflicts between an urban and agricultural interface.

- b) Need for organized community services; the present cost and adequacy of governmental services and controls in the area; probable future needs for those services and controls; probable effect of the proposed incorporation, formation, annexation, or exclusion and of alternative courses of action on the cost and adequacy of services and controls in the area and adjacent areas.***

***"Services," as used in this subdivision, refers to governmental services whether or not the services are services that would be provided by local agencies subject to this division, and includes the public facilities necessary to provide those services.***

The Town of Windsor projects substantial development in the North of Arata Lane area, with a variety of housing options, a neighborhood commercial center, possibly a school and park and recreation facilities. Upon annexation of the area, the Town anticipates extension of water and sewer lines as development progresses. The Town has determined that it has capacity in its systems to provide the necessary services to 2040, the period of time covered by the General Plan; developer fees will support the provision of services as appropriate. The Windsor Fire Protection District would provide fire and emergency services while police services would be provided by the Sonoma County Sheriff, under continued contract with the Town.

- c) The effect of the proposed action and of alternative actions, on adjacent areas, on mutual social and economic interests, and on the local governmental structure of the county.***

The affected territory is contiguous to the Town of Windsor to the south and is a logical extension of the Town boundary. It is within the LAFCO-determined sphere of influence and the voter-approved Urban Growth Boundary (UGB). Adjacent to the northwest is the community separator between the Town and the City of Healdsburg in unincorporated territory. In that the UGB ends at the southern boundary of the community separator, the Town has no plans for development beyond. The Town supports the preservation of open space land beyond its planning boundary.

- d) *The conformity of both the proposal and its anticipated effects with both the adopted commission policies on providing planned, orderly, efficient patterns of urban development, and the policies and priorities set forth in Section 56377. (Note: Section 56377 encourages preservation of agricultural and open-space land.***

No development is proposed as part of the subject reorganization. However, in its 2040 General Plan, the Town identifies the North of Arata Lane area as a “community place” where a neighborhood-focused community would be developed. The affected territory has been within the Town’s sphere of influence and UGB for years, in anticipation of development. The rezoning as approved by the Town Council includes much needed housing at a variety of levels, with density reduced as development moves north from Arata Lane. Currently, the affected territory is sparsely populated; this will change substantially.

In the Environmental Impact Report prepared for the 2040 General Plan, significant and unavoidable impacts were acknowledged in the conversion of agricultural land to non-agricultural uses; the North of Arata Lane area is one of the areas affected. The Town determined that there was no mitigation that would lessen the impact of this change. But the Town determined that the benefits to the Town outweighed the risks and adverse impacts.

- e) *The effect of the proposal on maintaining the physical and economic integrity of agricultural lands, as defined by Section 56016.***

Although no development is proposed with the subject reorganization, as projected the North of Arata Lane area will be substantially developed over the next five to ten years, with a variety of uses that are non-agricultural related. The area has been within the Town’s sphere of influence, UGB, and “urban service area” boundary of the County General Plan for years, indicating that the Town, LAFCO, and the County envisioned that greater development would occur and that land that is currently vacant, fallow, used as rural residential sites, and/or pasture land would, one day, be converted to other uses. The Town supports the preservation of farm land that surrounds it, beyond its UGB. The General Plan contains policies that address the urban-agricultural interface and minimization of conflicts among various uses. No properties under Williamson Act contracts or designated as Prime Farmland are located within the affected territory.

- f) *The definiteness and certainty of the boundaries of the territory, the nonconformance of proposed boundaries with lines of assessment or ownership, the creation of islands or corridors of unincorporated territory, and other similar matters affecting the proposed boundaries.***

The boundaries of the reorganization area are definite and certain

***g) A regional transportation plan adopted pursuant to Section 65080.***

Plan Bay Area is a long-range land use and transportation plan for the nine-county San Francisco Bay Area. The plan contains ten goals with performance targets that seek to promote healthy and safe communities by reducing impacts from air pollution, protecting open space and agriculture, and increasing active transportation. The Windsor 2040 General Plan EIR determined that the policies established by the General Plan are consistent with Plan Bay Area. Future development proposed for the affected territory would be required to provide a variety of modes of transportation and travel through interconnected streets, to encourage walking, bicycling, and transit ridership. In that a neighborhood commercial center is projected, the level of carbon emissions due to extended travel may be reduced.

***h) The proposal's consistency with city or county general plans.***

The proposal is consistent with both the Town 2040 General Plan and the County of Sonoma 2035 General Plan by virtue of its location within the Town's Urban Growth Boundary and the "urban service area" boundary of the County General Plan.

***i) The sphere of influence of any local agency that may be applicable to the proposal being reviewed.***

The affected territory is within the sphere of influence of the Town of Windsor, the Windsor Water District, and the Windsor Fire Protection District. All three entities will provide or continue to provide (in the case of the Fire District) services to the territory upon annexation.

***j) The comments of any affected local agency or other public agency.***

The County of Sonoma, through its Permit and Resource Management Department, commented that the proposal is consistent with the Sonoma County General Plan. The Windsor Unified School District notified the Town of its interest in a joint committee to collaborate on issues associated with the potential location of a school within the affected territory upon annexation and subsequent development.

***k) The ability of the newly formed or receiving entity to provide the services which are the subject of the application to the area, including the sufficiency of revenues for those services following the proposed boundary change.***

The Town has determined that it can provide the necessary services to the affected territory upon annexation. The 2040 General Plan Environmental Impact Report determined that capacity was available in the Town's utility systems for buildout. Costs of new infrastructure required to serve development must be paid for by developers to the extent a nexus exists between infrastructure needs and development.

***l) Timely availability of water supplies adequate for projected needs as specified in Section 65352.5.***

A water assessment completed for the subject reorganization determined that sufficient water supplies would be available to meet the needs of development envisioned under the Town's 2040 General Plan. This confirmed a similar finding in the Town's 2011 Urban Water Management Plan.

***m) The extent to which the proposal will affect a city or cities and the county in achieving their respective fair shares of the regional housing needs as determined by the appropriate council of governments consistent with Article 10.6 (commencing with Section 65580) of Chapter 3 of Division 1 of Title 7.***

In the Sonoma County General Plan, the land-use designation of the affected territory is Rural Residential with an Agricultural and Residential zoning district; it is not designated for affordable housing. The Town of Windsor's General Plan designates this area with a variety of densities and housing types, but the Housing Element does not designate sites for affordable housing. In their policies, both jurisdictions encourage the development of affordable housing due to a severe housing crisis that was exacerbated with the October 2017 fires and more recently with flooding of Russian River communities.

***n) Any information or comments from the landowner or landowners, voters, or residents of the affected territory.***

Owners of several of the properties have initiated and consent to the reorganization request. No other comments from owners, voters or residents of the affected territory have been received.

***o) Any information relating to existing land use designations.***

The land-use designations in the Town of Windsor 2040 General Plan include a variety of housing categories, including Very Low, Low, and Medium-Density Residential, as well as other designations including General Business, Neighborhood Commercial/Mixed Use, and Public/Quasi-Public. The Town pre-zoned the territory consistent with these land-use designations.

***p) The extent to which the proposal will promote environmental justice. As used in the law, "environmental justice" means the fair treatment of people of all races, cultures, and incomes with respect to the location of public facilities and the provision of public services.***

The proposal makes no representations or exclusions of peoples of any race, culture, and/or income with respect to location of public facilities and public services.

***q) Information contained in a local hazard mitigation plan, information contained in a safety element of a general plan, and any maps that identify land as a very high fire hazard zone pursuant to Section 51178 or maps that identify land determined to be in a state responsibility area pursuant to Section 4102 of the Public Resources Code, if it is determined that such information is relevant to the area that is the subject of the proposal.***

The Town of Windsor has prepared a Local Hazard Mitigation Plan (LHMP) which identifies mitigation measures to reduce the risks posed by potential hazards and to strengthen community resilience. The Public Health and Safety Element of the Town's General Plan is integrated with the LHMP, ensuring a coordinated approach to public safety. When development of the affected territory is proposed, land-use plans must include measures to protect residents and the public. These might include fire preventive site design (i.e., defensible space), landscaping and building materials, and fire suppression techniques; assurance of more than adequate water flow for fire suppression; emergency vehicle access; and setbacks or buffers for uses that are potentially hazardous.