



Administrative Draft

Municipal Service Review

The Town of Windsor and Subsidiary Water District

Sonoma LAFCO

January 7, 2021

E Mulberg & Associates

P.O. Box 582931

Elk Grove, CA, 95758

916.217.8393

TABLE OF CONTENTS

ACRONYMS	iv
1: Introduction.....	1-1
1.1 – Purpose of the Municipal Service Review	1-2
1.2 – Sphere of Influence (SOI).....	1-2
1.3 – California Environmental Quality Act (CEQA).....	1-2
1.4 – Uses of the Municipal Service Review	1-3
1.5 – Town Profile.....	1-3
2: Executive Summary	2-1
2.1 Role and Responsibility of LAFCO.....	2-1
2.2 Town Profile.....	2-2
2.3 Growth and Population Projections	2-2
2.4 Disadvantaged Unincorporated Communities	2-3
2.5 Present and Planned Capacity of Public Facilities	2-3
2.6 Financial Ability of Agencies to Provide Service	2-5
2.7 Status of and Opportunities for Shared Facilities.....	2-5
2.8 Accountability for Community Service Needs, including Government Structure and Operational Efficiencies.....	2-6
2.9 Matters Related to Effective or Efficient Service Delivery Required by Commission Policy	2-7
2.10 Sphere of Influence Concerns.....	2-7
2.11 Recommendations.....	2-7
3: Population projections	3-1
4: Disadvantaged Unincorporated Communities	4-1
5: Present and Planned Capacity of Public Facilities	5-1
5.1 – Town of Windsor Facilities and Services	5-1
5.2 – Windsor Water District – Water and Wastewater Services	5-13
5.3 – Windsor Water District – Wastewater Services	5-24
6: Financial Ability of Agencies to Provide Services.	6-1
6.1 – Town of Windsor General Fund.....	6-1
6.2 – Windsor Water District	6-5
6.3 – Redevelopment Agency.....	6-11
7: Status and Opportunities for Shared Facilities.....	7-1
7.1 – Participation in Joint Powers Authorities (JPA’s).....	7-1
7.2 – Management Efficiencies	7-2
8: Accountability and Government Structure	8-1

8.1 – Commissions and Advisory Committees 8-1
8.2 – Staffing..... 8-4
8.3 – Awards..... 8-4
8.4 – Out of Area Service..... 8-6
8.5 – Potential Sphere Expansion and Annexations..... 8-6
9: Matters Related to Effective or Efficient Service Delivery, as Required by Commission Policy. 9-1
10: Sphere of Influence Considerations 10-1
11: Issues and Recommendations..... 11-1
12: Summary of Determinations 12-1
13: References..... 13-1

List of Tables

Table 1-1: General Information 1-4
Table 3-1: Population – Current and Projected..... 3-1
Table 5-1: Park Amenities..... 5-5
Table 5-2: Law Enforcement Vehicles 5-11
Table 5-3: Water System Connections by Customer Type FY 2018-19 5-14
Table 5-4: Well Summary 5-16
Table 5-5: Storage Reservoirs 5-17
Table 5-6: Pump Station Characteristics..... 5-18
Table 5-7: Distribution Pipelines 5-18
Table 5-8: Demands for Potable and Raw Water – Actual 2015..... 5-19
Table 5-9: Demands for Potable and Raw Water..... 5-20
Table 5-10: Water Supply, Actual 2015 5-21
Table 5-11: Total Projected Water Supplies 5-22
Table 5-12: Normal Year Supply and Demand Comparison (AFY) 5-23
Table 5-13: Single-Dry Year Supply and Demand (AFY)..... 5-23
Table 5-14: Multiple-Dry Year Supply and Demand (AFY)..... 5-24
Table 5-15: Wastewater System Connections by Customer Class FY 2018-19 5-25
Table 5-16: Historical Average Dry Weather Flow 5-26
Table 6-1: Capital Improvement Spending FY20 and FY21 6-5
Table 6-2: Residential Water Rates 6-7

Table 6-3: Scheduled of Proposed Water and Wastewater Rate Increases..... 6-8
Table 6-4: Wastewater Rates 6-9
Table 6-5: Capital Improvement Spending FY20 and FY21 Water and Wastewater 6-10
Table 6-6: Successor Agency Windsor RDA Budgeted Revenues and Expenditures 6-12

List of Exhibits

Exhibit 1-1: Town of Windsor Boundary Map and Sphere of Influence..... 1-6
Exhibit 3-1: Town of Windsor Urban Growth Boundary 3-3
Exhibit 4-1: Windsor Disadvantaged Unincorporated Communities 4-2
Exhibit 5-1: Town of Windsor Parks and Facilities Map 5-2
Exhibit 5-2: Potable Water Service Area 5-15
Exhibit 6-1: Average Revenue Sources General Fund 6-2
Exhibit 6-2: General Fund Average Expense Allocation..... 6-3
Exhibit 6-3: Average Water Expense Allocation 6-6
Exhibit 6-4: Average Water Reclamation (Wastewater) Expense Allocation 6-6
Exhibit 6-5: Water and Wastewater Revenues and Expenses FY 2013-14 to FY 2018-19 6-7
Exhibit 8-1: Town of Windsor Organizational Chart..... 8-5
Exhibit 10-1: Windsor SOI and Windsor UGB 10-2
Exhibit 10-2: Town of Windsor and SOI Land Use Diagram 10-4

ACRONYMS

ABAG - Association of Bay Area Governments

Act - California Integrated Waste Management Act of 1989

ADWF – average dry weather flow

AFY – acre feet per year

BOD₅ – Five Day Biological Oxygen Demand

BPAC - Bicycle and Pedestrian Advisory Committee

CDOF – California Department of Finance

CSCDA - California Statewide Communities Development Authority

CSO – community services officer

DU - dwelling unit

DUC- Disadvantaged Unincorporated Community

ESD - equivalent single family dwelling unit

ESFD - Equivalent Single Family Dwelling Unit

gcpd - gallons per capita per day

gpm- gallons per minute

JPA – Joint Powers Authority

LID - low impact development

MG – million gallons

MGD - million gallons per day

NBAS - North Bay Animal Services

OPEB- Other Post Employment Benefits

OSA - Outside Service Area

OSSA - Outside Service Area Agreement

PCI - pavement condition index

RDA - Windsor Redevelopment Successor Agency

ROPS – Recognized Obligation Payment Schedule

RPTTF – Redevelopment Property Tax Trust Fund

SCTA - Sonoma County Transportation Authority

SCWA - Sonoma County Water Agency/Sonoma Water

SCWMA - Sonoma County Waste Management Agency (now called Zero Waste Sonoma)

SDIP – storm drain improvement projects

SMART - Sonoma Marin Area Rail Transit

SRPGSA - Santa Rosa Plain Groundwater Sustainability Agency

TKN - Total Kjeldahl Nitrogen

TOT - Transient Occupancy Tax

TSS – total suspended solids

UGB - Urban Growth Boundary

UWMP – Urban Water Management Plan

Water Agency - Sonoma County Water Agency

WRF - water reclamation facility

WWTRDF- Windsor’s Wastewater Treatment Reclamation and Disposal Facility

1: INTRODUCTION

The fundamental role of a Local Agency Formation Commission (LAFCO) is to implement the Cortese-Knox-Hertzberg (CKH) Local Government Reorganization Act of 2000 (Government Code Section 56000, et seq.), providing for the logical, efficient, and most appropriate formation of local municipalities, service areas, and special districts. The CKH requires all LAFCOs, including Sonoma County LAFCO, to conduct a Municipal Service Review (MSR).

According to CKH the LAFCO Commission must make a determination for each of the following seven elements:

Growth and Population Projections for the Affected Area. This section reviews projected growth within the existing service boundaries of the district and analyzes the district’s plans to accommodate future growth.

The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence. A disadvantaged community is defined as one with a median household income of 80 percent or less of the statewide median income.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services Including Infrastructure Needs or Deficiencies. This section discusses the services provided including the quality and the ability of the agency to provide those services, and it will include a discussion of capital improvement projects currently underway and projects planned for the future where applicable.

Financial Ability of Agencies to Provide Services. This section reviews the district’s fiscal data and rate structure to determine viability and ability to meet service demands. It also addresses funding for capital improvement projects.

Status of and Opportunities for Shared Facilities. This section examines efficiencies in service delivery that could include sharing facilities with other agencies to reduce costs by avoiding duplication.

Accountability for Community Service Needs, including Government Structure and Operational Efficiencies. This section examines the district’s current government structure, and considers the overall managerial practices. It also examines how well each district makes its processes transparent to the public and invites and encourages public participation.

Matters Related to Effective or Efficient Service Delivery, as Required by Commission Policy. This section includes a discussion of any Sonoma LAFCO policies that may affect the ability to provide efficient services.

1.1 – Purpose of the Municipal Service Review

This MSR will provide Sonoma LAFCO with an informational document that analyses current service provision by the Town of Windsor which includes the Windsor Water District, a subsidiary district of the Town. In that capacity the Town Council serves as the Board of Directors, and the Town Manager serves as the General Manager of the district.

Key sources for this study include agency-specific information gathered through a questionnaire, strategic plans, general plans, websites, financial reports, agency audits, research, personal communication, and the Municipal Service Review Guidelines published by the Governor’s Office of Planning and Research.

1.2 – Sphere of Influence (SOI)

This report will also include an analysis of the sphere of influence for the District. There are five determinations which must be made to update the SOI. The Commission must consider:

Present and planned land uses in the area, including agricultural and open space lands - This consists of a review of current and planned land uses based on planning documents to include agricultural and open-space lands.

Present and probable need for public facilities and services - This includes a review of the services available in the area and the need for additional services.

Present capacity of public facilities and adequacy of public services provided by the agency - This section includes an analysis of the capacity of public facilities and the adequacy of public services that the District provides or is authorized to provide.

Social or economic communities of interest - This section discusses the existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the Town. These are areas that may be affected by services provided by the Town or may be receiving services in the future.

Present and probable need for services to disadvantaged communities - Beginning July 1, 2012 the commission must also consider services to disadvantaged communities which are defined as populated areas within the SOI whose median household income is less than or equal to 80 percent of the statewide median income.

1.3 – California Environmental Quality Act (CEQA)

Actions taken by LAFCO require review under CEQA. Municipal service reviews are exempt under Class 6, since the MSR is a data collection study. CEQA Guidelines Section 15306 states that “Class 6 consists of basic data collection, research, experimental management, and resource evaluation activities that do not result in a serious or major disturbance to an environmental resource.”

In contrast a sphere of influence is subject to CEQA. In many cases, LAFCO is the responsible agency, but when LAFCO initiates the project, it is the lead agency. For example, LAFCO is often the lead agency for the adoption of a sphere of influence or an update to a sphere of influence. However, in this case it is likely the Town of Windsor will be the lead agency if they initiate the SOI update and LAFCO will be the responsible agency. If the Commission finds that the update results in no changes in regulation, no changes in land use, or that no development will occur as a result of adopting the sphere, then the update would qualify for the commonsense exemption under CEQA.

1.4 – Uses of the Municipal Service Review

The MSR is used to shed light on the operations of a local agency, identify agencies unable to perform their mandated services, or identify ways to provide more effective, efficient services. Government Code Section 56375 allows LAFCO to take action on recommendations found in the MSR, such as initiating studies for changes of organization, updating the SOI, or originating a change of organization.

Studies in anticipation of a change of organization are useful to identify potential issues that may arise during the process. Issues can range from legal barriers to fiscal constraints to concerns of residents and landowners. A study would allow more focused analysis and the opportunity to resolve issues or options before beginning the process.

The MSR also provides the necessary information to help LAFCO make decisions on the proposed SOI update. In evaluating the proposed SOI, the MSR provides the information necessary to determine if the agency has the capability to serve a larger area. The MSR discusses the financial condition of the Town and the Windsor Water District, source of revenues, and projected expenses. It also includes a discussion of the projected infrastructure needs that would allow for expansion of those services.

Alternatively, the MSR can recommend changes of organization: consolidation, dissolution, merger, establishment of a subsidiary district, or the creation of a new agency that typically involves a consolidation of agencies. Those changes of organization may also require an environmental review, a property tax sharing agreement, and an election.

1.5 – Town Profile

The area was first settled in 1851. Henry Bell purchased 160 acres of land from the land office in San Francisco. The economy of the town had been largely based on agriculture, with wine grapes, hops, and prunes as the most important crops. The Windsor area remained a rural, agricultural community throughout the latter part of the nineteenth century and the first half of the twentieth century. In 1872, the San Francisco-Northern Pacific Railroad was extended through the Town and triggered the establishment of a new commercial and retail center to the west of the original town site, next to the existing railroad tracks. The railroad connected Windsor to San Francisco, enabling the distribution and trade of agricultural products grown in Windsor.

As Sonoma County grew, Windsor, still an unincorporated area in the county, also began to feel the pressures of urbanization. In response to these demands, the Windsor Environs Plan was written in 1975 and updated in 1979. Rapid growth continued and prompted the preparation of the Windsor Specific Plan, a 20-year (1985-2005) policy plan for future development in the Windsor area. The County adopted the plan in 1986, amid increasing sentiment by local residents to incorporate. Between 1980 and 1990 the Windsor area experienced the highest growth rate in the County. Windsor successfully incorporated in July 1992.

Table 1-1 summarizes general information about the Town.

Table 1-1: General Information

General Information			
<i>Agency Type</i>	General Law City		
<i>Date Formed</i>	July 1992		
<i>Services</i>	sewer, water, planning, parks and recreation, law enforcement by contract with Sonoma County Sheriff, and contracts for solid waste collection. Fire from Sonoma County Fire District.		
<i>Location</i>	In central Sonoma County, 20 miles east of the Pacific Ocean, 5 miles southeast of Healdsburg and 7 miles northwest of Santa Rosa.		
<i>Sq. Miles/Acres</i>	21.4 mi ²		
<i>Land Uses</i>	Urban		
<i>Water/Sewer Connections</i>	9,247 water connections and 8980 sewer connections		
<i>Population Served</i>	27,371		
<i>Prior MSR</i>	2006		
<i>Last SOI Update</i>	2011		
Water Infrastructure/Capacity			
<i>Facilities</i>	6 wells, 16 storage locations, 4 pump stations, 120 miles of piping,		
<i>Primary Source of Supply</i>	Surface water from Russian River Well Field, irrigation water from Esposti Park well		
Sewer Infrastructure/Capacity			
<i>Treatment Plant Capacity</i>	2.25 MGD ADWF 7.2 MGD peak		
<i>Primary Disposal Method</i>	33% of goes to Geysers remaining discharged to Mark West Creek		
Financial (FY 18 Audit)			
	<i>Operating Revenues</i>	<i>Operating Expenditures</i>	<i>Ending Fund Balance</i>
<i>General Fund</i>	\$23,351,168	\$24,255,668	\$28,427,604
<i>Enterprise - Water</i>	\$7,036,733	\$7,481,110	\$30,406,552
<i>Enterprise - Sewer</i>	\$8,416,943	\$10,937,937	\$52,564,933
Governance			
	5 council members	Soon to be 4 as the mayor is elected at large every 2 years and council members by district with 4 yr staggered terms	
Agency Contact	Ken McNabb (707) 838-1000 Town Manager		

Source: Town of Windsor.2020a.

The original 1996 General Plan directed the Town to adopt and maintain an Urban Growth Boundary (UGB) defining the extent of the town's future urbanization. In January 1998 Windsor voters approved Measure A, which established in the General Plan a 20-year UGB. The Urban Growth Boundary is based on a number of factors intended to promote orderly and efficient development within the town. These factors include natural features, such as creeks and hills, Sonoma County's community separators, availability of utilities, proximity to existing urban uses, property lines, and the productivity of farmlands. The voter-approved UGB expired at the end of 2017 subsequently in that year, Measure H, to renew the UGB through the year 2040, was approved by voters. Exhibit 1-1 shows the boundary map of the incorporated town.

Exhibit 1-1: Town of Windsor Boundary Map and Sphere of Influence

2: EXECUTIVE SUMMARY

2.1 Role and Responsibility of LAFCO

The fundamental role of a Local Agency Formation Commission (LAFCO) is to implement the Cortese-Knox-Hertzberg (CKH) Local Government Reorganization Act of 2000 (Government Code Section 56000, et seq.), providing for the logical, efficient, and most appropriate formation of local municipalities, service areas, and special districts. CKH requires all LAFCOs, including Sonoma LAFCO, to conduct a Municipal Service Review (MSR) prior to updating the spheres of influence (SOIs) of the various cities and special districts in the County (Government Code Section 56430). CKH requires an MSR and SOI update to be updated periodically.

The focus of this MSR is to provide Sonoma LAFCO with all necessary and relevant information related to the Town of Windsor and its subsidiary water district. It will allow Sonoma LAFCO to make determinations in each of the seven areas prescribed by CKH. This MSR evaluates the structure and operation of each of the agencies and discusses possible areas for improvement and coordination. The report contains one section for each of the following seven elements as prescribed by CKH:

1. Growth and Population Projections for the Affected Area
2. The Location and Characteristics of Any Disadvantaged Unincorporated Communities Within or Contiguous to the Sphere of Influence
3. Present and Planned Capacity of Public Facilities and Adequacy of Public Services Including Infrastructure Needs or Deficiencies
4. Financial Ability of Agencies to Provide Services
5. Status of and Opportunities for Shared Facilities
6. Accountability for Community Service Needs, Including Government Structure and Operational Efficiencies
7. Matters Related to Effective or Efficient Service Delivery Required by Commission Policy

The MSR is used to shed light on the operations of each local agency, identify agencies unable to perform their mandated services, or identify ways to provide more effective, efficient services. Government Code Section 56375 allows LAFCO to take action on recommendations found in the MSR, such as initiating studies for changes of organization, updating the SOI, or initiating a change of organization.

This report also includes sphere of influence recommendations. CKH requires LAFCO to adopt a sphere of influence and map for each city and each special district in the County. The sphere of influence is defined by CKH in Government Code Section 56076 as “a plan for the probable

physical boundary and service area of a local agency or municipality as determined by the Commission.”

The LAFCO Commission must make determinations with respect to the following factors when establishing or reviewing a sphere of influence:

1. Present and planned land uses in the area, including agricultural and open space lands
2. Present and probable need for public facilities and services
3. Present capacity of public facilities and adequacy of public services provided by the agency
4. Social or economic communities of interest
5. Present and probable need for services to disadvantaged communities

A sphere of influence may be amended or updated. An amendment is a relatively limited change to the sphere or map to accommodate a specific project. An update is a comprehensive review of the sphere that includes the map and relevant portions of one or more MSRs. CKH requires updates at least every five years or as needed.

2.2 Town Profile

Windsor is located in central Sonoma County, 20 miles inland from the Pacific Ocean, five miles southeast of Healdsburg and seven miles northwest of Santa Rosa. Windsor was founded in 1851 as an agricultural community. As Sonoma County developed Windsor also grew. In July of 1992 it incorporated as the Town of Windsor.

The Windsor Water District which preceded incorporation was included within the Town Boundary as a subsidiary district. The Town provides a full array of municipal services include parks and recreation, public works, and planning. The Town contracts for law enforcement services with the Sonoma County Sheriff’s Office and solid waste removal. Water and wastewater services are provided by the Windsor Water District. Fire protection services are provided by the Sonoma County Fire District.

2.3 Growth and Population Projections

The growth in the Town of Windsor is governed by its 2040 General Plan which was adopted in 2018 and the voter approved Urban Growth Boundary. The population in 2020 is estimated as 28,356 and is expected to grow to approximately 34,000 by 2040. That represents approximately 1% per year.

2.4 Disadvantaged Unincorporated Communities

Senate Bill 244 was a significant piece of LAFCO-related legislation passed in 2011. This bill required LAFCO to make determinations regarding disadvantaged unincorporated communities or (DUCs). DUCs are defined as inhabited, unincorporated territory that constitutes all or a portion of a community with an annual median household income that is less than 80 percent of the statewide median household income (MHI). In 2018, 80% of the statewide median household income was \$56,982.

There are three potential DUC's in the area. Two are partially within Town limits and so receive Town services. The outside areas are likely on wells for water and septic systems for sewer. Fire services are provided by the Sonoma County Fire District.

2.5 Present and Planned Capacity of Public Facilities

The Town of Windsor provides municipal services through a number of methods. It provides parks, recreation, and public works directly. It contracts for law enforcement, solid waste, and animal control services. Mass transit is provided through a JPA. Water and wastewater are provided by the Windsor Water District, a subsidiary district.

The Town's park system consists of five community and 14 neighborhood parks in Windsor totaling roughly 110 acres. In addition, the Parks and Recreation Department maintains seven public facilities (58,000 square feet) including three recreation facilities: the Huerta Gymnasium, Windsor Senior Center, and Windsor Community Center. The Town has adopted park standards which identify a need for 135.7 acres of parkland. The town currently has 109.8 acres of parks and is therefore short 25.9 acres. As the population is anticipated to grow to 33,600 in 2040, park standards dictate Windsor will need a total of 168 acres of parkland, 58.2 acres more.

The Public Works Department has the responsibility for design, construction, maintenance, and operation of the Town's public works system. The Public Works utilities maintenance division is responsible for operating and maintaining the sewer system and recycled water systems. The Street Maintenance Division is responsible for maintenance of 78 miles of streets and roads, 19 signalized intersections, over 2,200 streetlights and graffiti abatement. One measure of street maintenance is the pavement condition index or PCI. The average PCI for the Town is 78 or satisfactory.

The Town contracts with the Sonoma County Sheriff's Office for law enforcement services. In 2018 Windsor Police responded to 13,890 calls for service and in 2019 it responded to 12,743 calls for service. The average response time to crimes in progress, priority 1 calls, was 5 minutes and 35 seconds in 2018. The acceptable range is 6-8 minutes based on a sampling of like cities within the League of California Cities. The Windsor Police Department employs 24 full

time employees, not all sworn positions. The Windsor Police Department has a ratio of 0.8 sworn positions per 1,000 residents, which is less than the average ratio of 1.4 sworn officers per 1,000 residents maintained by the League of California Cities.

Animal Control services are provided to Windsor by contract with North Bay Animal Services (NBAS). The full animal services include animal control/field services, shelter including veterinary services, and administrative including marketing and outreach.

The Town has an exclusive 10-year solid waste agreement for residential and commercial garbage, recycling, and organic waste services with Sonoma County Resource Recovery. Solid waste is processed at one of two facilities, the Healdsburg Transfer Station for solid waste and green waste and the Windsor refuse facility for recycling materials.

Sonoma County Transit provides bus service through three routes, local, intercity, and SMART. Local service is through Route 66 or the Windsor Shuttle. Route 60 provides intercity service that connects Windsor with Healdsburg and Cloverdale to the north, and downtown Santa Rosa to the south. Route 56, the SMART Rail Connector Service, is scheduled to commence commuter rail service operations in the Town in 2021.

Windsor Water District

The Windsor Water District serves as the water provider within the Town's water service area. The Windsor Water District is a subsidiary district of the Town. The service area had approximately 9,247 municipal connections in 2019. The Town's potable water supply has been provided primarily from its five wells in the Russian River Well Field, each with a capacity of approximately 1,300 gallons per minute. Other sources are through a Sonoma County Water Agency (SCWA) Russian River water right, and a connection to the SCWA aqueduct from which the Town purchases wholesale water.

The Town has sixteen storage locations on seven sites that provide a combined 5.4 million gallons (MG) of storage capacity (16.6 AF). The Town maintains four booster pump stations each with a capacity ranging from 100 to 280 gallons per minute (gpm). Town has nearly 120 miles of distribution piping.

Total water supply includes potable, recycled water, and raw water for total of approximately 4,900 AFY. The Town has water rights for up to 7,400 AFY. Based on current population projections, projected available water supply and continued water conservation programs, the Town is projected to have adequate water supplies through 2040. The water supply is projected to be adequate in average, single-dry and multiple-dry water year drought conditions.

The Town provides wastewater collection and treatment through the Windsor Water District to 8,980 connections. The current permitted capacity of the water reclamation facility for average dry weather flow conditions (ADWF) is 1.9 MGD, but the treatment design capacity is 2.25

MGD. The current maximum permitted peak week wet weather capacity is 7.2 MGD. The Town produces an average of about 560 MG of recycled water each year. In conjunction with the General Plan update the Town commissioned a Water Reclamation Facility Modernization Study to assess impact of the General Plan in 2040. The Modernization Study concluded that sufficient hydraulic capacity remains for projected flows through 2040.

2.6 Financial Ability of Agencies to Provide Service

The Town adopts a two-year budget the most recent being FY 2019/20 -FY 2020/21. The primary revenue source for the Town's General Fund for the three-year period FY 2015/16-FY 2017/18 was property tax (36%) followed by sales tax (19%). The Windsor Water District's revenues are based solely on charges.

The Town's largest general fund expenses were for law enforcement services. While the primary expense for the Windsor Water District was employee salaries. A comparison of revenues and expenses for water and wastewater services for the five-year period FY14 – FY18 showed wastewater revenues were consistently behind expenses, indicating the need for a rate adjustment. Subsequently, the Town completed a rate study with new rates that became effective July 1, 2020.

The Town has developed a five-year Capital Improvement Plan (CIP) for fiscal years 2019-2024. The CIP is a planning tool that identifies the Town's long-range capital needs and prioritizes them. In the current two year budget, the Town allocated nearly \$17 million for capital improvement projects. Most of that, about \$13 million, will go toward transportation. For water and wastewater services, the current budget allocated \$7 million.

The Town established a separate fund, the Debt Service Fund to account for the payment and accumulation of resources related to general long-term debt principal and interest. The FY 2019-21 budget has allocated \$5 million for debt service, which represents approximately 5% of the operating budget.

The Town's OPEB liabilities decreased from FY 2017 to FY 2018. In FY 2017 general fund obligations were \$471,000 and in FY 2018 \$436,100. Water and wastewater OPEB obligations in FY 2018 were reported as \$453,900.

The Town became the successor agency to the Windsor Redevelopment Agency (RDA). The Town is responsible for seeing that the debt obligations are paid. The most recent budget allocated nearly \$3 million to retire the debt of the RDA.

2.7 Status of and Opportunities for Shared Facilities

The Town contracts with the Sonoma County Sheriff for law enforcement services and Sonoma County Resource Recovery for solid waste services for more efficient services and cost savings.

The Town is a member of several JPAs. The JPAs allow for shared services including for their sustainable groundwater management, Sonoma County Waste Management Authority for recycling, and Sonoma County Transit for transit services. Management efficiencies are exhibited through planning activities that include an updated general plan, a parks and recreation master plan, a plan to upgrade its wastewater treatment facility, and its two-year budget.

2.8 Accountability for Community Service Needs, including Government Structure and Operational Efficiencies.

The Town is a general law city governed by a five member Town Council. Beginning in November 2020, the Town commenced its transition from at-large to district-based elections. There will be four district seats and one at-large mayor position. The at-large mayor seat will be a two-year term.

The Town Council meets on the 1st and 3rd Wednesday of the month. Meetings are noticed and held according to the Brown Act. In person meetings are held in the Town Council Chambers located at 9291 Old Redwood Highway, Bldg. 400, Windsor, CA 95492. Due to COVID-19 outbreak, meetings are held virtually, following the guidelines contained in the Governor's executive orders that modify the Brown Act. Council and Commission meetings are broadcast live on cable television.

The Town invites citizen participation through several boards and commissions. They include the Planning Commission, Parks and Recreation Commission, Public Art Advisory Commission, and Senior Citizen Advisory Commission. Members of these bodies are appointed by Council members.

The Town employs 100 full time staff and as many as 44 part time and seasonal staff. Over the last 15 years the Town has received over 20 awards including healthy community, best land use design, most business friendly, environmentally conscientious, and best place to work.

The Windsor Water District is a subsidiary district of the Town, providing water and wastewater services to Town residents and several areas adjacent to Town limits. As a subsidiary district its board of directors consists of the Town Council and its General Manager is the Town Manager.

The Sphere of Influence has historically been contiguous with the voter-approved Urban Growth Boundary. At present the Town's SOI includes areas outside Town limits up to the Urban Growth Boundary. The Town has entered into an out of area service agreement to provide water and wastewater services to the Lytton Rancheria. There are currently two annexations pending, one in southeast Windsor off of Shiloh Road (approximately 16.7 acres), and one in eastern Windsor off of Pleasant Avenue (approximately 2 acres).

2.9 Matters Related to Effective or Efficient Service Delivery Required by Commission Policy

Since the UGB was updated in 2017, the SOI should reflect the change. There are three policies with the potential to result in effective or efficient service delivery. They include the SOI policy, the out of area service policy, and the change of organization policy.

2.10 Sphere of Influence Concerns

The Town of Windsor boundary and the SOI are constrained by the Urban Growth Boundary. At present the SOI includes all the territory that is outside the Town boundary but within the UGB. In 2017 the UGB was reaffirmed by the voters. It added three additional parcels. Historically, the SOI included areas between the Town limits and the UGB. Therefore, the SOI should be extended out to the current UGB. The two outside service areas of the water district were in place before 2001 and by law are grandfathered in. The SOI cannot extend to those areas because they are outside the UGB.

2.11 Recommendations

There are two issues to review in this section. One is the status of the subsidiary water district. A second is the expansion of the SOI.

The recommendation is to maintain the Windsor Water District as a subsidiary district. The current arrangement allows for the District to be treated as a department of the Town. As such it provides for seamless service delivery. The areas outside the Town boundary can be annexed if they are within the SOI or provided service through out of area service agreements. Annexations may be subject to protest proceedings. Due to the low number of registered voters, opponents would have less difficulty in achieving thresholds that would require an election or termination of the proposal. The Airport and the Shiloh/Mayacama areas could not be included in the SOI or annexed because they are outside the UGB. The recommendation, then is to maintain the current status of the District.

As mentioned above, expansion of the SOI should be limited by the UGB. The UGB was reaffirmed by the voters in 2017 to extend through 2040. Historically, the SOI included areas between the Town limits and the UGB. The UGB approved in 2017 included three additional parcels. Therefore, the sphere should be expanded out to the current UGB.

3: POPULATION PROJECTIONS

Growth and development in Windsor are guided by the General Plan. A principal philosophy of Windsor is to manage growth to retain the Town’s small size and rural atmosphere and respect natural resources. To support this philosophy, the Town has a growth management strategy that accommodates change in a measured and thoughtful fashion. The location and timing of growth in Windsor is planned, taking into consideration the principal philosophy of infill development over development at the fringe, infrastructure capacity, public service availability, and fiscal impacts.

The original 1996 General Plan directed the Town to adopt and maintain an Urban Growth Boundary (UGB) defining the extent of the town’s future urbanization. In January 1998 Windsor voters approved Measure A, which established in the General Plan a 20-year UGB. The Urban Growth Boundary is based on a number of factors intended to promote orderly and efficient development within the town. These factors include natural features, such as creeks and hills, Sonoma County’s community separators, availability of utilities, proximity to existing urban uses, property lines, and the productivity of farmlands. The voter-approved UGB expired at the end of 2017 and reaffirmed by passage of Measure H, extending the UGB through the year 2040. The revised UGB per Measure H is shown in Exhibit 3-1.

Table 3-1 shows estimated population for the Town and the Windsor Water District derived from the 2015 Urban Water Management Plan (UWMP). The total service area population captures the estimated number of people served by the Town’s potable water system within the Town limits and within the outside service areas. The total service area population does not include the number of residents living within the service area using private potable well water.

The California Department of Finance (CDOF) estimates the population on January 1, 2020 as 28,565 which is a 0.7% increase from January 1, 2019 when the population was estimated as 28,356. Table 3-1 shows that the population is expected to increase at a rate of approximately 1% a year.

Table 3-1: Population – Current and Projected

	2015	2020	2025	2030	2035	2040
Served Population						
Inside Town Limits (a)	27,335	28,800	29,900	31,100	32,300	33,600
Net Outside						
Population (b)	151	200	250	300	350	400
Total Service Area						
Population	27,486	29,000	30,150	31,400	32,650	34,000

Source: GHD 2016.

Notes:

- (a) The population number used for 2015 for within the Town limits is from the California Department of Finance. This includes the residents living inside the Town limits using private well water rather than potable water provided by the Town.
- (b) Net Outside Population is equal to the estimated total population in the outside areas, subtracting the population located within the Town limits, but not served by the Town Water System. These are residents using private wells.
- (c) Population projections are consistent with the Town's ongoing General Plan Update process. Projections are based on the Association of Bay Area Governments Bay Area Plan Projections Report, 2013.

Determinations:

3.1 The growth in the Town of Windsor is governed by its 2040 General Plan which was adopted in 2018 and the voter approved Urban Growth Boundary.

3.2 The population in 2020 is estimated as 28,356 and is expected to grow to approximately 34,000 by 2040. That represents approximately 1% per year.

Exhibit 3-1: Town of Windsor Urban Growth Boundary

4: DISADVANTAGED UNINCORPORATED COMMUNITIES

Senate Bill 244 was a significant piece of LAFCO-related legislation passed in 2011. This bill required LAFCO to make determinations regarding disadvantaged unincorporated communities or (DUCs). DUCs are defined as inhabited, unincorporated territory that constitutes all or a portion of a community with an annual median household income that is less than 80 percent of the statewide median household income (MHI). In 2018, 80% of the statewide median household income was \$56,982.

A review of DWR mapping tool for disadvantaged communities showed three block groups in and around Windsor that qualified as disadvantaged communities. These are shown in Exhibit 4-1.

The area to the west of Highway 101 between Windsor River and Shiloh Rd is within the Town limits and receives Town services. Most of the area south of Pleasant Avenue to the creek is also within Town limits. The MHI for these areas ranges from \$42,737 and \$56,982. The third area south of Shiloh Rd. to Airport Blvd between Old Redwood Highway and Highway 101. For the most part that area is outside the Town limits and the UGB. The MHI is less than \$42,737.

CKH requires identification of backbone services to DUC's. These include water, sewer, and fire protection. The areas inside the Town limits receive water and sewer from the Town. The outside areas are likely to be on wells for water and septic systems for sewer. Fire service is provided by the Sonoma County Fire District.

Determination:

4.1 There are three potential DUC's in the area. Two are partially within Town limits and receive Town services. The outside areas are likely on wells for water and septic systems for sewer. Fire services are provided by the Sonoma County Fire District.

Exhibit 4-1: Windsor Disadvantaged Unincorporated Communities

5: PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES

The Town of Windsor provides municipal services through a number of methods. It provides parks, recreation, and public works directly. It contracts for law enforcement, solid waste, animal control, and provides mass transit through a Joint Powers Authority (JPA). Water and wastewater are provided by the Windsor Water District, a subsidiary district. The Town is located within the Sonoma County Fire District, which provides fire protection services to the Town.

5.1 – Town of Windsor Facilities and Services

This section reviews services provided directly by the Town, services provided through contracts, and services provided through a JPA. The Town directly provides the parks and recreation, planning, and public works services. The Town contracts with the Sonoma County Sheriff's Office for police/law enforcement services. Garbage services and street sweeping are contracted through Sonoma County Resource Recovery. Transit service is provided through Sonoma County Transit. In 2021, Sonoma Marin Area Rail Transit (SMART) will commence commuter rail service operations in Town.

5.1.1 – Parks and Recreation

The Town Parks and Recreation Department, Parks Maintenance Division maintains five community and fourteen neighborhood parks in Windsor totaling roughly 110 acres. Residents of Windsor also have access to three regional parks, owned and operated by the Sonoma County Regional Parks Department. In addition, the Park Maintenance Division is responsible for maintaining all trees within the public right of way as well as approximately thirty miles of streetscapes. Exhibit 5-1 shows Town's park system.

Windsor Municipal Code establishes park standards. For neighborhood parks, the Town's standard is two acres per 1,000 population, which equals demand for 54.3 acres of parkland. The town currently only has 42.3 acres of neighborhood parks. For community parks, the Town's standard is three acres per 1,000 population, which equals demand for 81.4 acres of parkland. The town currently only has 67.5 acres of community parks.

Based on the current population of 27,144 the existing parkland in the Town of Windsor, the Town's current park standards are not being met. In total, the Town's park standards identify a need for 135.7 acres of parkland. The Town currently has 109.8 acres of parks and is short 25.9 acres. As the population is anticipated to grow to 33,600 in 2040, park standards dictate Windsor will need a total of 168 acres of parkland, 58.2 acres more than current park acreage.

Exhibit 5-1: Town of Windsor Parks and Facilities Map

Civic and Community Facilities

The Parks and Recreation Department Facility Maintenance Division maintains seven public facilities (58,000 square feet) including three recreation facilities: the Huerta Gymnasium, Windsor Senior Center, and Windsor Community Center. Each facility contains unique amenities that may be used for special gatherings, classes, programs and performances, sporting events, and/or business expositions. Each of the three facilities available for rental in Windsor has a dining capacity exceeding 90 persons. Huerta Gymnasium has the largest dining capacity, with a limit of 306 persons. In 2013 Windsor's facilities were rented 156 times. The Windsor Community Center was rented 81 times, the Huerta Gymnasium 24 times, and the Senior Center 51 times.¹ The Facility Maintenance Division also maintains the temporary Blue Bird Community Center, which is approximately 2,400 square feet and has a dining capacity of 96, with an overall assembly capacity of 168.

Table 5-1- shows park amenities including all-weather sports fields, indoor soccer fields, and other active recreation facilities. Currently, Wilson Ranch Soccer Park has five soccer fields, two with lights. Keiser Park has three baseball diamonds. Should the Town desire to attract sports tournaments expanded facilities would be needed. The ability to host major events would boost the Town's economy.

Regional Parks and Open Space

There are three regional parks in the Windsor vicinity: Riverfront Regional Park, Foothill Regional Park, and Shiloh Ranch Regional Park. These parks are considered natural parks, and provide open-space recreational opportunities for hiking, bicycling, horseback riding, kayaking, birding, and fishing. The regional parks contribute to Windsor's identity as a great community for outdoor recreation. Residents and visitors can also enjoy Windsor and its surrounding area via a hot air balloon ride or organized bike tours.

Activity Guide

The Department publishes a tri-annual recreation and activity guide. It includes activities for residents of all ages, from pre-school to seniors. There are several programs for school age children as well as adult sports leagues with activities from basketball to Bocce Ball. It also includes a schedule of fitness classes for the pool at the Senior Center. Some unique activities include fishing at the golf course after obtaining a permit from the pro-shop. Also in the activity guide is PGE's description of its power shutoff program in case of high fire danger and special accommodation for COVID-19. Several of the classes are required to take place via Zoom. While

there is no official policy for cost recovery staff has planned to recoup all direct costs associated with a program including a 60% overhead. The only exception is Senior Center programs which are expected to recover 40% of costs.

Table 5-1: Park Amenities

5.1.2 – Public Works

The Public Works Department has the responsibility for design, construction, maintenance, and operation of the Town's public works system. The Public Works Department consists of three divisions, Engineering, Water and Environment, and Public Works and Utilities Operations. The Utilities operations division operates and maintains the water system, the collection/reclamation system, streets, drainage, and water reclamation facilities.

Of those this section will discuss stormwater and street maintenance. Utilities maintenance is responsible for operating and maintaining the sewer system and recycled water systems. That includes four pump stations and three lift stations. Other utilities such as water, wastewater, and recycled water will be discussed in their own sections.

Stormwater

Sonoma County has a long history of flooding problems, particularly along the Russian River. The frequency of flooding in Sonoma County far exceeds that of any other hazard. The 100-year flood zone associated with Windsor Creek is a significant flood plain located at the southwestern boundary of the town. Windsor also finds itself within the dam failure inundation hazard area of the Warm Springs Dam, which is located 17 miles to the northwest of the town. The Warm Springs Dam, and the much smaller irrigation reservoirs within Foothills Regional Park, could result in widespread flooding in Windsor in the unlikely event of dam failure.

The Town has no large-scale stormwater recovery system in place for water supply augmentation. The Town does have stormwater low impact development (LID) features throughout the Town. These include infiltration basins in Keiser Park, Hiram Louis Park, and the Esposti Park, Filterra tree wells along various Town streets, and various swales, rain gardens and other LID features in public and private areas. At this time, these features are largely designed for flood control and water quality treatment purposes.

In 2017 the Town initiated a review of its stormwater system. The review consisted of developing a model to assess impacts of 10 year, 25 year and 100 year events. The results of the study identified 11 storm drainage improvement projects (SDIP). In addition, there are five future projects that would require improvements. The estimated cost to complete all 11 projects is \$20.9 million, while the five would require an additional \$17.7 million.

Street Maintenance

The Street Maintenance Division is responsible for maintenance of 78 miles of streets and roads, 19 signalized intersections, over 2,200 streetlights, and graffiti abatement. The Division also is responsible for storm patrol of flooded areas, inspection and cleaning of storm drains

and inlets, as well as responding to hazardous spills, traffic accidents, and removal of deceased animals. Street maintenance division includes a staff of 6.

One measure of street maintenance is the pavement condition index or PCI. The PCI is a numerical index between 0 and 100 which is used to indicate the general condition of the pavement. A PCI of 85 to 100 is considered good, 70-85 satisfactory, 55-70 fair, and below 55 poor to serious and failed. The average PCI for the Town is 78 or satisfactory.

5.1.3 – Law Enforcement

The Town contracts with the Sonoma County Sheriff's Office for law enforcement services. The Town Council recently approved a five-year extension of the agreement with the Sheriff's Office, with two possible five-year extensions. The Sonoma County Sheriff's Office is headquartered in Santa Rosa. The Sheriff's department provides four basic services, police patrol and traffic enforcement, police investigation, community services, and law enforcement administrative support.

Police Patrol and Traffic Enforcement

The patrol program includes a variety of law enforcement activities performed by sworn peace officers. Officers perform directed patrolling based upon patterns of criminal activity occurring, or anticipated to occur, within specific areas. Officers respond to calls for service and initiate activity, as required. They include investigating complaints and criminal violations, arresting and interrogating suspects, preparing reports. The police patrol program also provides initial response to calls for service related to dangerous animal situations, or noise disturbances caused by animals

The traffic enforcement officer and other patrol officers enforce the Vehicle Code and traffic/vehicle related ordinances adopted by the Town of Windsor. The traffic enforcement program provides for the investigation and documentation of traffic collisions, as well as for apprehension and arrest of persons driving under the influence.

The police department implemented a Traffic Warning Citation program. All drivers who are given warnings for traffic violations are issued Warning Citations. The Warning Citations are kept in-house and entered in the computer system. Dispatch will then be able to advise officers if the driver has been given a warning. The traffic program does not provide for routine parking enforcement.

Under this function the department participates in a number of programs:

Problem-Oriented Policing - When officers or members of the community identify specific problems, the department implements solutions with direct and active input from the community.

Drug Abatement - Officers enlist the support of landlords to eradicate known drug dealers from rental properties.

Vehicle Abatement - Community Services Officer enforce an abandoned vehicle-abatement program, whereby abandoned vehicles are towed at no expense to the reporting party or Town, with the goal of beautifying the neighborhoods.

Bicycle Patrol - Officers patrol throughout neighborhoods on bicycles in an effort to positively interact with community members at a different level.

Drug-Free Zones - Patrol officers and the Community Services Officer work with schools and community members to establish specific geographical areas as "drug-free zones" and to ensure enforcement within such areas.

Adopt-A-Cop - Schools may bring officers onto the school grounds to positively interact with children. The aim of the program is to allow children to experience law enforcement in a positive environment to build trust and support.

Landlord/Tenant Resolution Program - Officers attempt to help landlords and tenants resolve disputes through discussions in an effort to avoid more serious conflicts and potential criminal actions.

Knock & Talk - Where drug activity is suspected in residential areas, but insufficient evidence exists to obtain a search warrant, officers use the "knock and talk" approach. Officers make an unannounced visit to the residence where they request the occupant's permission to enter the premises to discuss the suspected illegal activity. Arrests sometimes result but, often only a discussion takes place. However, further drug activity is frequently curtailed as a result of the individual's awareness that a high level of law enforcement presence will continue.

Vacation House Checks - Patrol officers provide extra patrol for vacationing residents.

Business Checks - Patrol officers provide extra security for businesses when closed.

Police K-9 Program - A K-9 handler and his three year old K-9 partner "Duke," who joined the department in 2020, have completed training to track and apprehend fleeing/hiding suspects, drug detection and article search.

Calls for Service

In 2018 the department responded to 13,890 calls for service and in 2019 12,743 calls for service. The average response time to crimes in progress, priority 1 calls, was 5 minutes and 35 seconds in 2018. In 2017 the average response time was 5 minutes and 49 seconds. This figure includes the time it takes the call taker to accept the call and then for the dispatcher to dispatch a deputy. The actual travel time for a deputy to get on scene of an emergency is usually less

than 3.5 minutes. The acceptable range is 6-8 minutes based on a sampling of like cities within the League of California Cities.

Police Investigations

Patrol officers perform most investigative services required in connection with misdemeanor and traffic offenses, and may commence investigations in connection with more serious offenses. The investigations program provides for in-depth investigation of suspected or actual criminal activity by trained detectives, thus relieving patrol officers to perform other required patrol services. Investigators are assigned to cases based upon case screening procedures used by the Sheriff's Department, or at the discretion of the Chief. Investigative services will include the analysis of complaints, thorough investigation of crimes and crime scenes, interrogation of accused persons, collection and handling of evidence, and detailed reporting of all findings. The assigned detective will monitor the case through the criminal justice system until its conclusion.

In 2017 Windsor reported 340 crimes and in 2018 323. In terms of crimes per 10,000 residents this represents 126 for 2017 and 113 for 2018. The crime rate is the number of reported crimes classified as Part 1 felonies as reported to the California Department of Justice. These include Homicide, Forcible Rape, Robbery, Aggravated Assault, Burglary, and Motor Vehicle Theft and Grand Theft. These figures are well below the average for the other eight communities served by the Sheriff's Department, which averaged 213 in 2017 and 197 in 2018.

Community Services

Various community outreach and crime prevention activities are provided through the Community services program. This program is be staffed by the Community Services Officer (CSO). The CSO's activities focus on educating the citizenry in techniques to reduce crime in their neighborhoods and businesses. A primary objective of the program is to provide for positive communication between the Department and community members, thus increasing the level of trust and support. Communication may occur during meetings and presentations conducted primarily for businesses, neighborhood organizations, community groups, and schools, as well as in written correspondence and newsletters to be prepared by the CSO. Special activities such as the following may be coordinated by the CSO.

Neighborhood Watch- This program focuses on reducing crime through active participation of citizens. Neighborhood Watch meetings are primarily organized and conducted by the CSO with occasional assistance of other sworn officers.

Business Watch - This program focuses on reducing crime through active participation of business owners. As with Neighborhood Watch, the CSO takes the lead in coordinating business watch meetings with occasional assistance of other sworn officers.

Senior Program- Senior citizens are sometimes enlisted to assist in pro-active law enforcement activities.

Bicycle Safety - In coordination with the schools, these programs are developed to educate children in bicycle safety.

Personal Safety - Target groups (primarily youth, women, and seniors) are provided safety information that relates to their particular needs and concerns.

Drug Prevention Education - Programs are established through the schools in order to educate children relative to the hazards of drugs.

Gang Suppression - Through participation in educational programs, contact with gang members, and strict enforcement, Windsor police officers try to suppress criminal gang activity.

Crime Prevention Volunteer Program – Under this program community members are enlisted to implement crime prevention projects.

Crime Free Multi-Housing Program – This program is designed to reduce crime, drugs, and gangs on multi-housing properties.

Police Administration and Support Services

Police Administration provides for the management, coordination, and administration of all law enforcement activities for the Town of Windsor. The Chief and the administrative aide, with the assistance of the legal processor perform the primary administrative functions within the Windsor Police Department. The Chief focuses on providing optimum services to the Town of Windsor through efficient and effective use of available personnel, facilities, and equipment. The administrative aide provides general office management and clerical support for the Windsor Police Department. The administrative aide also performs certain reception and records-management services at the department police station in Windsor as follows:

General Assistance and Information - Department staff receive and direct phone calls, mail, and visitors coming into the police station. They also answer public inquiries related to department services, programs, and records.

Permits and Licensing - This activity involves processing applications for licensing ordinances of the Town. Such applications are received at the Windsor Police Station and forwarded to the Sheriff's main office for processing by the Central Information and Investigation Bureaus. However, persons applying for concealed weapons permits are directed to the Sheriff's main office.

Record Maintenance - Staff at the Windsor Police Department forward all incident reports and arrest records to the Sheriff's main office where they are entered into the automated Records Management System and maintained at the Sheriff's main office.

Copies of Records - Copies of certain records are processed at the Police Department.

Equipment

The following vehicles (with associated equipment) are provided and maintained by the Town of Windsor:

Table 5-2: Law Enforcement Vehicles

Number	Item
1	Unmarked vehicle (assigned on a full-time basis to the Lieutenant/Chief)
1	Unmarked vehicle (used primarily by the administrative sergeant as well as utilized by plain clothes officers for undercover operations)
11	Patrol vehicles (utilized by the Sergeants and Deputies during assigned shifts)
1	Crime Prevention Vehicle (utilized by the CSO on assigned shifts)
1	BMW motorcycle

Source: Town of Windsor, 2019.

In addition, the Town provides cellular phones, cameras, flashlights, bicycle and accessories, portable radios, duty weapon, a latent fingerprint kit, body worn cameras, etc. The Chief authorizes actual purchases as specific needs arise.

Staffing

The Windsor Police Department employs 24 full time employees, including the Chief, three sergeants, 14 officers, one K9 officer, one traffic officer, one school resource officer, one community services officer, and two civilian administrative staff. Of those 22 are sworn deputies. The Police Department has a ratio of 0.8 sworn positions per 1,000 residents, which is less than the average ratio of 1.4 sworn officers per 1,000 residents maintained by the League of California Cities.

5.1.4 – Animal Control

Animal Services are provided to Windsor by contract with North Bay Animal Services (NBAS). The full animal services include animal control/field services, shelter including veterinary services, and administrative including marketing and outreach. NBAS is committed to fewer homeless animals, greater pet retention, and happier pet/human families.

5.1.5 – Solid Waste

The Town has one exclusive 10-year solid waste agreement for residential and commercial garbage, recycling, and organic waste services with Sonoma County Resource Recovery. The exclusive agreement expires as of 2027. In addition, the Town has four non-exclusive construction and demolition agreements, each agreement expiring as of 2024, with the option of one (3 year) extension expiring as of 2027. The non-exclusive agreements are with M&M Services, Sonoma County Resource Recovery, Recology Sonoma Marin, and Republic Services.

Solid waste is processed at one of two facilities. The Healdsburg Transfer Station processes solid waste and green waste. The Windsor refuse facility processes recycling materials. For example, in 2013 the Healdsburg Transfer station collected 10,576 tons of solid waste and 5292 tons of green waste. The Windsor refuse facility collected 4,787 tons of recycling materials.

Sonoma County Waste Management Agency offers three options for Windsor residents and businesses to properly dispose of hazardous and/or toxic substances within Sonoma County: Household Toxics Facility, Community Toxics Collections, and Toxics Rover Pickup Service.

5.1.6 – Bus Service

Sonoma County Transit provides transit service in Windsor through three routes. Local service is through Route 66 or the Windsor Shuttle, intercity service is Route 60, and Sonoma Marin Area Rail Transit (SMART) Connectors, Route 56. The Windsor Shuttle operates on weekdays between the hours of 8:00am and 4:58pm and 9:35am and 3:27pm on Saturday. The route terminus is the Windsor Depot (Windsor Road and Windsor River Road) in the Town Green area. The route serves the Shiloh Center (Walmart), Raley's Shopping Center, and northern and southern Windsor. The Windsor Shuttle is free for all riders under Sonoma County Transit's "Fare-Free" program. The Windsor Shuttle's "Fare-Free" program is subsidized by the Town of Windsor.

In addition to local service, Sonoma County Transit's Route 60 provides intercity service that connects Windsor with Healdsburg and Cloverdale to the north, and downtown Santa Rosa to the south. In downtown Santa Rosa (Third Street Transit Mall), transfers to other Sonoma County Transit Routes, local Santa Rosa City Bus services and regional services provided by

Golden Gate Transit can be made. Route 60 operates daily. Fares on Route 60 are zone-based and vary between \$1.50 & \$3.00 for adults, \$1.25 to \$2.75 youth and \$0.75 to \$1.50 for seniors.

Route 56, the SMART Rail Connector Service, operates with a stop at Windsor Depot. Route 56 operates daily and provide two “Connector” trips in the morning and two trips in the evening coordinated with southbound trains in the morning and northbound trains in the evening. Route 56 is a limited stop/express route that will link the Cloverdale Depot, Healdsburg Depot and Windsor Depot with SMART’s Airport Blvd. station.

5.2 – Windsor Water District – Water and Wastewater Services

Water and sewer services are provided by the subsidiary district, the Windsor Water District, through 9,247 water connections and 8,980 sewer connections. The District provides potable water from the five wells of the Russian River Well Field and irrigation water from the Esposti Park well. In addition to the six wells, the water system includes 16 storage facilities, 4 pump stations, and 120 miles of piping, Wastewater is conveyed to the Town’s wastewater treatment facility where it is treated. About a third of the recycled water goes to the geysers area and the rest is discharged to Mark West Creek.

5.2.1 – Water Services

The Windsor Water District serves as the water provider within the Town’s water service area. The Windsor Water District is a subsidiary district of the Town. As such the Town Council is the governing entity of the District as well as the Town.

The Town’s service area consists of the Town of Windsor, plus “outside service areas” that include the Airport and Shiloh/Mayacama service areas. These outside areas are served through out of area service agreements. The Town encompasses approximately 6.7 square miles, while the outside service areas collectively cover roughly 5.8 square miles. The Windsor Water District boundary and outside areas are shown in Exhibit 5-2.

The service area had approximately 9,247 municipal connections in 2019. Including the outside service areas, the Town served approximately 27,486 people. The customer classes include residential, commercial, industrial, landscape irrigation, consumers of recycled water, and other. The “other” category represents fire meters, hydrant meters, and other incidental uses. Table 5-3 summarizes the number of connections by customer class.

Table 5-3: Water System Connections by Customer Type FY 2018-19

Customer Class	Number of Connections
Single Family Residential	8,012
Multi-Family Residential	89
Commercial/Industrial	329
Other	550
Total	9,247

Source: Town of Windsor2020e.

Residential customer accounts comprised approximately 87 percent of the total number of customer accounts. However, residential water demand in 2015 was equivalent to approximately 66 percent of the total volume of water demand.

Water Facilities

Since 1984, the Town’s potable water supply has been provided primarily from its wells in the Russian River Well Field, through the Sonoma County Water Agency’s (SCWA) Russian River water right, and a connection to the SCWA’s aqueduct from which the Town purchases wholesale water.

Purchased water is delivered through the SCWA’s 36-inch diameter Santa Rosa Aqueduct and continues through a 12-inch diameter water transmission main at the southern end of the Airport where it connects to the Town’s water system.

Russian River Well Field

The Russian River Well Field has been in operation since 1984. The well field is located on a 27-acre parcel located north of Fontana Road, west of Eastside Road, and east of the Russian River. It currently contains five production wells with capacities of approximately 1,300 gallons per minute (gpm) each, which intercept underflow from the Russian River. The well field is owned by the Town, and operated under water rights from the SCWA. The Town currently has an application pending with the State Water Resources Control Board (SWRCB), submitted in 1990, to obtain its own water rights with these wells.

Exhibit 5-2: Potable Water Service Area

Groundwater Facilities (Off-River Wells)

The Town owns five off-river groundwater wells, providing both potable and raw water. One of the five wells, the Esposti irrigation well, is active. The remaining four off-river groundwater wells are inactive.

The Esposti irrigation well provides raw water and is not used as a potable source. The Town has the Esposti potable well, which is currently under development as a potable water source.

Two Bluebird wells and one Keiser Park well are inactive and not likely to be activated in the foreseeable future.

Potable System Facilities

The Town’s active potable water supply sources are the Russian River Well Field and the SCWA transmission system. Both provide surface water from the Russian River and are described in detail below. A newly constructed well, referred to as the Esposti potable well, is currently under development as a potable water source. This well has not yet been permitted for municipal use, but is currently being tested and reviewed for potential activation with treatment. Table 5-4 summarizes information for all of the Town’s wells, including the five production wells in the Russian River Well Field and the five off-river groundwater wells.

Table 5-4: Well Summary

Site/Well Number	Capacity (gallons per minute)	Status
Russian River Well Field (RRWF) (a)		
RRWF / 7, RRWF / 8	1,285	On-line
RRWF / 9, RRWF / 10, RRWF / 11	1,300	On-line
Off-River Groundwater Wells (b)		
Bluebird Well #3	0	Inactive / likely permanently
New Replacement Bluebird Well	0	Inactive
Esposti Park Irrigation Well	200	Active
New Esposti Park Potable Well	Unknown	Under construction/ not yet permitted
Keiser Park Irrigation Well	0	Inactive / likely permanently

Notes:

(a) RRWF = Russian River Well Field As a water supply it is categorized as surface water rather than groundwater.

(b) The off-river well, Bluebird, Esposti, and Keiser wells. As a supply, are categorized as groundwater.

Source: GHD 2016.

Storage

The Town has sixteen storage locations on seven sites that provide a combined 5.4 million gallons (MG) of storage capacity (16.6 AF). The largest portion (5.0 MG or 15.3 AF) serves the main pressure zone and includes the 1 MG and 2 MG Lakewood Hills tanks located in the north-eastern part of the Town and two 1 MG tanks at Shiloh Ridge. Three smaller pressure zones supply the Shiloh/Mayacama area. The Airport area has no storage tanks. A summary of the Town’s storage system is included in Table 5-5.

Table 5-5: Storage Reservoirs

Name	Zone Served	Number and Capacity of Tanks	Total Tank Capacity of Site (gallons)
Lakewood Hill Tank Site	1 (main pressure zone)	1 x 1 MG tank, 1 x 2 MG tank	3,000,000
Shiloh Ridge	1 (main pressure zone)	2 x 1 MG tanks	2,000,000
Shiloh 1	2 (lower Shiloh OSA)	4 x 10,500 gallon tanks	42,000
Shiloh 2	3 (middle Shiloh OSA)	3 x 10,500 gallon tanks	31,500
Shiloh 3	4 (middle Shiloh OSA)	3 x 10,500 gallon tanks	31,500
Shiloh 4	4 (middle Shiloh OSA)	100,000 gallon tank	100,000
Mayacama Tank	Mayacama pressure zone	220,000 gallon tank	220,000
Total Tank Capacity			5,425,000
Source: GHD 2016.			

Pump Stations

The Town maintains four booster pump stations. Three of these stations are located in and serve the Shiloh/Mayacama area. The fourth is located in the northeast portion of the Upper Vinecrest area within the Town’s inside service area. The pump station characteristics are shown in Table 5-6.

Table 5-6: Pump Station Characteristics

Name	Zone Served	Number of pumps ^(a)	Capacity (GPM) ^(b)
Shiloh Ridge	2 (lower Shiloh OSA)	2	270
Shiloh 1	3 (middle Shiloh OSA)	2	250
Shiloh 2	4 (middle Shiloh OSA)	2	100
Upper Vincecrest Pump Station	5 (higher Vinecrest Circle)	2	280

Notes: OSA = Outside Service Area

Each pump station has 2 pumps: One duty pump and one standby pump

Source: GHD 2016.

Distribution System Pipelines

Town has nearly 120 miles of distribution piping of various diameters, as shown in Table 5-7. The majority of these pipelines They have been installed within the last 25 years, and are in good condition.

Table 5-7: Distribution Pipelines

Diameter (in.)	Total Installed Length	
	(ft.)	(mi.)
4	1,432	0.27
6	97,850	18.53
8	303,442	57.47
10	5,244	0.99
12	190,206	36.02
14+	32,954	6.25
Total		119.53

Source: GHD 2016.

5.2.2 – Water Demand

Table 5-8 shows the number of accounts and average demand by customer class. The Table shows residential customers comprise 8,000 of 9,000 accounts and 2,000 of a total of 3,000 acre-feet. Data taken from the 2015 UWMP will likely be updated in the 2020 UWMP. The questionnaire indicated that there are a total of 9,247 connections in FY 2018/19 or about 76 more connection than in 2015.

The actual per capita consumption in 2015 was 101 gallons per capita per day (gpcd). This data is derived from the 2015 UWMP.

Table 5-8: Demands for Potable and Raw Water – Actual 2015

Use Type	Additional Description	Level of Treatment When Delivered	Number of Accounts	Volume (Acre-Feet)
Single Family		Drinking Water	7,890	1,874
Multi-Family		Drinking Water	73	146
Commercial		Drinking Water	462	405
Industrial		Drinking Water	44	104
Landscape	Irrigation	Drinking Water	393	349
Other		Drinking Water	309	5
Losses		Drinking Water	NA	166
Landscape	Esposti Park Irrigation	Raw Water	1	50
Totals			9,172	3,098

Source: GHD 2016.

Table 5-9 shows the projected water demand for the period 2020 to 2040 for each customer class. The Table shows demand will increase by approximately 32% through 2030 to a maximum of 38% in 2040 as compared to 2015 average demand.

Table 5-9: Demands for Potable and Raw Water

Use Type (a)	Additional Description	Projected Water Use (Acre-feet per year)				
		2020	2025	2030	2035	2040
Single Family		2,434	2,400	2,372	2,408	2,463
Multi-Family		156	153	151	152	153
Commercial		543	551	562	580	598
Industrial		123	127	130	135	140
Landscape	Irrigation	572	583	601	623	645
Other		15	16	16	17	18
Losses		201	204	206	209	214
Landscape	Esposti Park Irrigation (Raw)	50	50	50	50	50
Total		4,093	4,084	4,088	4,173	4,282
% Change beginning in 2015		32%	32%	32%	35%	38%

Notes: "Other" uses include fire lines, metered hydrants, etc.

Source: GHD 2016.

5.2.3 – Water Supply

The majority of the Town’s potable water supply is surface water, its source being the Russian River from the Town’s Russian River Well Field, which diverts water under the SCWA’s diversion rights. The Town also purchases surface water directly from the SCWA, which is delivered into the Town’s distribution system through the SCWA’s Santa Rosa Aqueduct. The Town also owns groundwater wells, known as off-river wells. Currently, four of the Town’s five off-river groundwater wells are inactive. One active groundwater well, the Esposti irrigation well, provides raw water for the irrigation of Esposti Park.

Table 5-10 shows available water supply from all sources, including surface water, recycled water, and ground water. The table also shows the total water available through water rights. The current demand is approximately 3,000 AFY while total available through water rights is approximately 5,600 AFY. Available potable water supply appears to be adequate to accommodate projected increases through 2040.

Table 5-10: Water Supply, Actual 2015

2015				
Water Supply	Additional Detail on Water Supply	Actual Volume (AFY)	Water Quality	Total Water Right (AFY)
Surface Water	Russian River Well Field ^(a)	2,588	Drinking Water	5,625
Surface Water	Purchased from the Water Agency ^(b)	460	Drinking Water	
Recycled Water	Potable Offset ^(c)	485	Recycled Water	485
	Other Supply ^(d)	1,336	Recycled Water	1,336
Groundwater	Esposti Irrigation Well	50	Raw Water	50 ^(e)
Total Non-Potable Supply		1,871	Total Non-Potable	1,871
Total Potable Supply		3,048	Total Potable Supply	5,625
Total Supply		4,919	Total Supply	7,446

Notes:

Under the Water Agency's surface water Right
 Transported through the Santa Rosa Aqueduct

Potable offset uses include landscape and golf course irrigation and toilet flushing at two sites.

Source: GHD 2016.

The Town's potable water supply is expected to increase by 2030 whereby two new off-river wells will be providing the Town with additional potable water supply. The Esposti municipal well is currently being developed and is located near the Esposti irrigation well. The second well will be drilled in the future and is referred to as the North Windsor well.

In addition, the distribution capability of the recycled water system is expected to increase by 2025 and again by 2030, creating more potable offset opportunities within the Town. Table 5-11 presents projected water supply for the Town in 2020 through 2040. In the table Safe Yield means the value is supported by water rights.

Table 5-11: Total Projected Water Supplies

Water Source	2020 ^(d)		2030		2040	
	Reasonably Available	Safe Yield	Reasonably Available	Safe Yield	Reasonably Available	Safe Yield
Surface water	5,118	5,625	5,200	5,625	5,200	5,625
Groundwater	375	850	700	1,700	700	1,700
Recycled Water	485	485	527	527	527	527
Total	5,978	6,960	6,427	7,852	6,427	7,852

Source: GHD 2016.

The Reasonably Available Volume indicated for the Surface Water in all years listed is an estimated reasonable supply and is less than the Total Water Right of 5,625 AFY.

In 2020, groundwater includes 50 AFY of raw water for irrigation from Esposti Irrigation well plus 325 AF of reasonably available supply from the Esposti Potable well. By 2030 it is expected that an additional 325 AFY of reasonably available potable water supply could be augmented from the planned North Windsor Well but since the well is not yet constructed, the reasonably available volume and safe yield are estimates only.

This reported volume of recycled water is the volume that offsets uses which would otherwise require potable water. These used include landscape irrigation, golf course irrigation and toilet flushing for a small number of commercial customers.

5.2.4 – Water Demand and Supply Assessment

When comparing water demand and water supplies in future water year conditions, the comparisons are made for an “average” precipitation year, as well as for single-dry and multiple-dry water year conditions in five-year increments to 2040. The single-dry and three-dry year conditions are applied to projected water demands and supplies. The purpose is to evaluate whether there could be shortfalls in supply in various water year conditions, and if so, to provide a basis for planning for those conditions.

Normal Year

The first supply and demand comparison is for a normal, or average, water year. It is projected that the Town will have adequate supplies in normal years through 2040. Table 5-12 illustrates that there is a substantial difference between projected demands and supplies, indicating that the Town will have more than adequate supply to meet its normal year water demands.

Table 5-12: Normal Year Supply and Demand Comparison (AFY)

	2020	2025	2030	2035	2040
Supply totals (a)	5,978	6,087	6,427	6,427	6,427
Demand totals	4,605	4,611	4,615	4,700	4,809
Difference	1,373	1,476	1,812	1,727	1,618

Notes:(a) Supply totals raw water and recycled water, which is used as potable water offset.
 Source: GHD 2016.

Single-Dry Year

Table 5-13 presents supply and demand comparisons for single-dry year condition for the Town projected out to 2040. This is based on the SCWA’s modelling, which uses the 1977 drought conditions for calculating single-dry year conditions. In calculating the supply totals for the Town in the single-dry year conditions, the SCWA’s anticipated curtailment was applied to all of the Town’s supply from Russian River sources. Added to those curtailed Russian River supplies are the recycled water and off-river current and projected well water which is estimated to be reasonably available to offset potable demands in times of drought or emergency curtailment of Russian River supplies.

Table 5-13: Single-Dry Year Supply and Demand (AFY)

Supply/Demand	2020	2025	2030	2035	2040
Supply totals (a)	5,978	5,255	5,543	5,491	5,439
Demand totals	4,605	4,611	4,615	4,700	4,809
Difference	1,373	644	928	791	630

Notes: (a) Supply totals equal the Russian River supply sources multiplied by the percent available during a dry-year scenario, plus groundwater from the Town's off-river wells and recycled water supplies.
 Source: GHD 2016

Multiple Dry Year

According to the results of the SCWA water supply reliability modelling, the multiple-dry-year condition that occurred beginning in the year 1988 is the worst experienced in the region in terms of impact to water supplies. Based on this analysis, it is projected that the Town’s supply would exceed demand in the multiple-dry year condition, as illustrated in Table 5-14. The multiple-dry year condition considered the curtailed surface water supply from the SCWA in addition to the Town’s current and projected off-river groundwater supply and potable water offsets from recycled water.

5.3 – Windsor Water District – Wastewater Services

The Town provides wastewater collection and treatment through the Windsor Water District to

Table 5-14: Multiple-Dry Year Supply and Demand (AFY)

Year		2020	2025	2030	2035	2040
First year	Supply totals	5,978	6,087	6,427	6,427	6,427
	Demand totals	4,605	4,611	4,615	4,700	4,809
	Difference	1,373	1,476	1,812	1,727	1,618
Second year	Supply totals	5,753	6,012	6,027	6,027	6,027
	Demand totals	4,781	4,858	4,912	5,009	5,131
	Difference	972	1,154	1,115	1,018	896
Third year	Supply totals	5,753	6,012	6,027	6,027	6,027
	Demand totals	4,781	4,858	4,912	5,009	5,131
	Difference	972	1,154	1,115	1,018	896

Source: GHD 2016.

8,980 customers. Table 5-15 shows the distribution by customer class. The table shows most of the customers are residential, primarily single family and some multi-family.

Table 5-15: Wastewater System Connections by Customer Class FY 2018-19

Customer Class	Number of Connections
Single Family Residential	8,012
Multi-family Residential	89
Commercial/Industrial	329
Other	550
Total	8,980

Source: Town of Windsor 2020e.

The Town’s wastewater collection system consists of 94 miles of public sewer lines, 1,728 manholes, 525 cleanouts, and two lift stations. In addition, there is one mile of private branch sewers and approximately 6,100 private sewer laterals.

The Town of Windsor has a 74-acre wastewater treatment plant and five effluent storage ponds that comprise the Town’s wastewater treatment and storage facilities. The Windsor Water District operates the Windsor Water Reclamation Facility (WRF). The WRF is located at 8400 Windsor Road, across from Windsor High School. The first sewage treatment facilities developed by the Town were constructed in 1964 to serve the Windsor area, which had a population of 772 people at the time. In 2020, the WRF serves a population of approximately 27,000 in the Town and some surrounding areas. Over the past 50 years, the WRF has grown in size and has been upgraded several times, although some of the original structures are still in use.

Over ninety percent of the wastewater flow reaches the treatment plant entirely by gravity flow, and the remainder requires two lift stations to convey flow to the plant. These stations, owned and operated by the Town, are located at Vintage Greens and Shiloh Greens.

The treatment process consists of the following:

- Influent pump station;
- Headworks with mechanical screening, grit removal via grit separator and classifier, and flow measurement;
- Extended activated sludge and secondary clarification;
- Chemical addition for tertiary flocculation, tertiary clarification, and sand filtration;

- Disinfection with UV light; and
- Biosolids stabilization ponds.

The current permitted capacity of the WRF for average dry weather flow conditions (ADWF) is 1.9 million gallons per day (MGD), but the treatment design capacity is 2.25 MGD. The ADWF treatment capacity is constrained by the overall reclamation system reuse and disposal capacity. The current maximum permitted peak week wet weather capacity is 7.2 MGD.

Table 5-16 shows historical average dry weather flow for the period 2014-2017. The average for the period was 1.34 MGD.

Table 5-16: Historical Average Dry Weather Flow

Year	ADWF (MGD)
2014	1.36
2015	1.41
2016	1.34
2017	1.27
AVERAGE	1.34

Source: Hazen and Sawyer 2019.

The average shown is for 2015 through 2017 in order to be consistent with the concentrations and loadings data sets, which includes only full year data following the change in sampling in early 2014.

The annual average flow to the WRF is 2.26 MGD for the period evaluated (2015-2017) with an (average) maximum day flow peaking factor of 3.01. Average flow to the facility appears to have increased from 2014 to 2017, however it is likely that this trend is due to the drought years of 2014 and 2015 followed by wetter years in late 2016 and early 2017. The average dry weather flow (ADWF) is defined as the lowest 30-day period of flow during a calendar year. The average ADWF for 2015 - 2017 as shown in the table was 1.34 MGD.

In 2011 Windsor’s Wastewater Treatment Reclamation and Disposal Facility connected to the Geysers pipeline, which enables the plant to pump approximately 33 percent of its treated water for the generation of energy at steam fields in the Mayacamas Mountains. The Town recycles almost two-thirds of its tertiary treated wastewater. The Town produces an average of

about 560 MG of recycled water each year. Recycled water is stored during the winter for urban and agricultural irrigation in the summer. Capacity depends on weather conditions and storage management.

The remaining effluent flow is discharged to Mark West Creek. The Town is permitted to discharge to Mark West Creek between October 1 and May 14 of each year.

The Town recently approved an updated General Plan that looks to 2040. In conjunction with the General Plan update the Town commissioned a Water Reclamation Facility Modernization Study to assess impact of the General Plan. The study was completed in early 2019. It reviewed present use and capacity and estimated needs through 2040.

The Modernization Study concluded that sufficient hydraulic capacity remains for projected flows through 2040 for the major unit processes. The aeration basins (together) have sufficient capacity to treat Biological Oxygen Demand (BOD) through 2040; however, based on the design loads the aeration basins have already exceeded 90 percent of the design loading for total suspended solids (TSS) and total nitrogen available for biological growth. Although the WRF consistently meets effluent permit limits for Total Nitrogen and TSS while operating with one aeration basin, increased loads in the future could bring the WRF above the design capacity with respect to these constituents.

Determinations:

Town of Windsor

5.1 The Town of Windsor provides municipal services through a number of methods. It provides parks, recreation, and public works directly. It contracts for law enforcement, solid waste, animal control. Mass transit is provided through a JPA. Water and wastewater are provided by the Windsor Water District, a subsidiary district.

5.2 The Town of Windsor currently maintains five community and 14 neighborhood parks in Windsor totaling roughly 110 acres. In addition, the Parks and Recreation Department maintains seven public facilities (58,000 square feet) including three recreation facilities: the Huerta Gymnasium, Windsor Senior Center, and Windsor Community Center. The Town has adopted park standards which identify a need for 135.7 acres of parkland. The Town currently has 109.8 acres of parks and is short 25.9 acres. As the population is anticipated to grow to 33,600 in 2040, park standards dictate Windsor will need a total of 168 acres of parkland, 58.2 acres more.

5.3 The Public Works Department has the responsibility for design, construction, maintenance, and operation of the Town's public works system. The Public Works utilities maintenance division is responsible for operating and maintaining the sewer system and

recycled water systems. The Street Maintenance Division is responsible for maintenance of 78 miles of streets and roads, 19 signalized intersections, over 2,200 streetlights and graffiti abatement. One measure of street maintenance is the pavement condition index or PCI. The average PCI for the Town is 78 or satisfactory.

5.4 The Town contracts with the Sonoma County Sheriff for law enforcement services. In 2018 Windsor Police responded to 13,890 calls for service and in 2019 12,743 calls for service. The average response time to crimes in progress, priority 1 calls, was 5 minutes and 35 seconds in 2018. The acceptable range is 6-8 minutes based on a sampling of like cities within the League of California Cities. The Police Department employs 24 full time employees, not all sworn positions. The Police Department has a ratio of 0.8 sworn positions per 1,000 residents, which is less than the average ratio of 1.4 sworn officers per 1,000 residents maintained by the League of California Cities.

5.5 Animal Control services are provided to Windsor by contract with North Bay Animal Services (NBAS). The full animal services include animal control/field services, shelter including veterinary services, and administrative including marketing and outreach.

5.6 The Town has an exclusive 10-year solid waste agreement for residential and commercial garbage, recycling, and organic waste services with Sonoma County Resource Recovery. Solid waste is processed at one of two facilities, the Healdsburg Transfer Station for solid waste and green waste and the Windsor refuse facility for recycling materials.

5.7 Sonoma County Transit provides bus service through three routes, local, intercity, and SMART. Local service is through Route 66 or the Windsor Shuttle. Route 60 provides intercity service that connects Windsor with Healdsburg and Cloverdale to the north, and downtown Santa Rosa to the south. Route 56, the SMART Rail Connector Service, is scheduled to commence commuter rail service operations in the Town in 2021.

Windsor Water District

5.8 The Windsor Water District serves as the water provider within the Town's water service area. The Windsor Water District is a subsidiary district of the Town. The service area had approximately 9,247 municipal connections in 2019.

5.9 The Town's potable water supply has been provided primarily from its wells in the Russian River Well Field. The Russian River Well Field includes five wells each with a capacity of approximately 1,300 gallons per minute. Other sources are through a Sonoma County Water Agency (SCWA) Russian River water right, and a connection to the SCWA's aqueduct from which the Town purchases wholesale water.

5.10 The Town has sixteen storage locations on seven sites that provide a combined 5.4 million gallons of storage capacity (16.6 AF). The Town maintains four booster pump stations each with a capacity ranging from 100 to 280 gpm. Town has nearly 120 miles of distribution piping.

5.11 Total water supply includes potable, recycled water, and raw water for total of approximately 4,900 AFY. The Town has water rights for up to 7,400 AFY. Based on current population projections, projected available water supply, and continued water conservation programs, the Town is projected to have adequate water supplies through 2040. The water supply is projected to be adequate in average, single-dry and multiple-dry water year drought conditions.

5.12 The Town provides wastewater collection and treatment through the Windsor Water District to 8,980 connections. The current permitted capacity of the WRF for average dry weather flow conditions is 1.9 MGD, but the treatment design capacity is 2.25 MGD. The current maximum permitted peak week wet weather capacity is 7.2 MGD. The Town produces an average of about 560 MG of recycled water each year. In conjunction with the General Plan update the Town commissioned a Water Reclamation Facility Modernization Study to assess impact of the General Plan in 2040. The Modernization Study concluded that sufficient hydraulic capacity remains for projected flows through 2040.

6: FINANCIAL ABILITY OF AGENCIES TO PROVIDE SERVICES.

Finances for the Town are guided by the following financial policies.

- The Town of Windsor adopts a two year budget.
- The Town adopts a balanced budget.
- The Town strives to preserve the spending of undesignated fund balance for capital improvement projects or other one-time non-recurring expenditures.
- The Town maintains a fund balance in the General Fund of at least 25% of General Fund operating expenditures.
- The Town is required to maintain a minimum general fund balance of 25% of annual expenditures and transfers out.

The FY 2019/20 FY2020-21 budget was adopted on June 19, 2019. Overall, the two year budget includes \$134 million in appropriations, a \$102 million operating budget, \$5 million for debt service and \$26.6 million for capital improvements. The budget is divided into two parts one for General Fund and one for Enterprise Funds (Windsor Water District). The Enterprise Funds consist of a Water Fund and a Water Reclamation Fund (wastewater). The FY 2020-21 budget anticipates spending \$18.8 million for the General Fund, \$7.8 million for the Water Fund and \$11.1 million for the Water Reclamation fund.

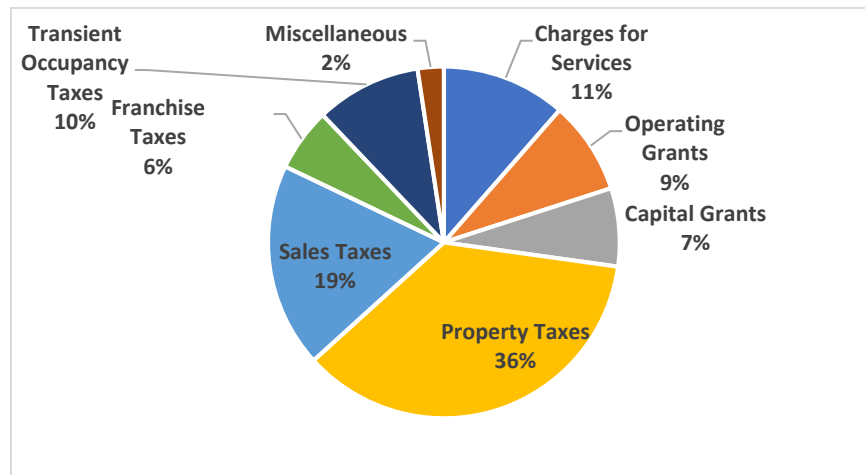
6.1 – Town of Windsor General Fund

Exhibit 6-1 shows revenue sources and expense allocations averaged over the three year period from FY2016 - FY 2018. The Exhibit shows that property tax is the largest source of revenue followed by charges for services and other revenues. Sales tax comprises approximately 13% of total revenues.

The General Fund budget revenue projections have been made for the FY2019-21 biennium based on reasonable growth and economic assumptions. Revenues are assumed to stabilize in the next two years due to a number of factors including:

Property Tax: The local property tax base has been fairly consistent with a revenue of approximately \$7.4M over the last three fiscal years. The budget assumes conservative growth of 2.5% annually.

Exhibit 6-1: Average Revenue Sources General Fund



Source: Town of Windsor 2018b, 2020a.

Sales Tax: Sales tax projections for FY2019-21 show slow to moderate increase in revenues. Factors affecting sales tax include shifts in spending patterns to online retailers and overall shift in general spending away from product-based taxable services to service-based services that do not generate sales tax. Purchases for online sales go into a pool rather than point of delivery, which reduces revenues. The above factors are offset by additional sales tax revenue sources from new businesses, including Oliver’s Market and the Russian River Brewing Company. Sales tax revenue is conservatively projected to increase 2% annually.

Transient Occupancy Tax (TOT): Projected revenues are anticipated to be consistent primarily due to the opening of the new Holiday Inn. Projections for TOT remain conservative at \$2.6M in FY2019-20 and \$2.7M in FY2020-21

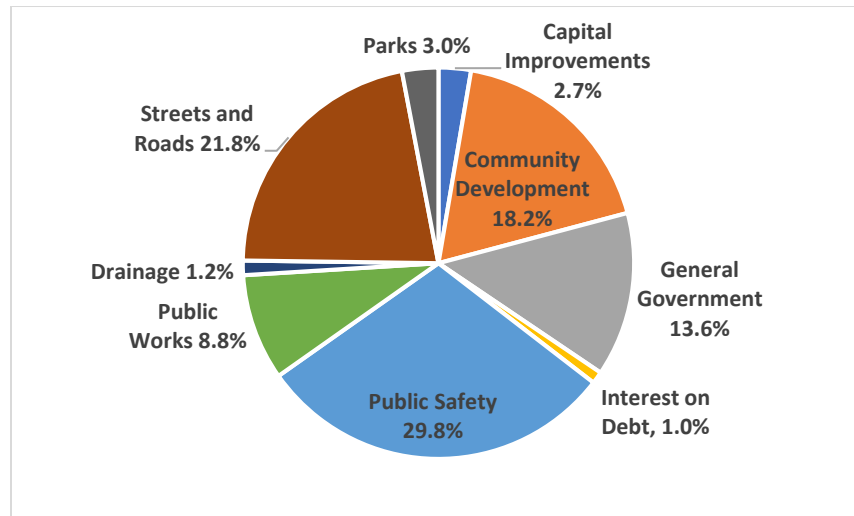
Franchise Fees: The Town remains relatively conservative with revenue forecasts for this category since most fee revenue fluctuates based on business activity. Fee revenue has been projected with low to no growth from FY2018-19 actuals.

The adopted budget incorporates the addition of four new positions. The first position is in the Parks Maintenance division to increase efficiencies and safety conditions and to alleviate strain placed on current staff from additional scope of duties. This position is fully funded by the General Fund. The second position is a Risk Manager, 30% General Fund and 70% Water/Water Reclamation. The position is needed to identify, track and monitor town-wide and employee related risk. The addition of this role will decrease processing times and administrative burdens placed on operations staff. The third position is an Administrative Assistant in the Utility Billing Department. This role converts a long-term temporary position to permanent as the required skillset and necessary training involved to perform the duties are extensive. This position is 10% funded by General Fund.

The adopted budget also includes the addition of a Town Sustainability Coordinator. As part of the March 11, 2019 Town Council Goal Setting Session, the Town Council identified the importance of looking at all activities the Town undertakes through a sustainability point of view. The approved position is a revision to the existing Environmental Program Manager job description that allocates 50% to sustainability. The position requires an additional General fund contribution of 40%.

Exhibit 6-2 shows average allocation of General Fund expenses over the 5 year period FY14 to FY18. The exhibit shows the largest portion goes to public safety, however combining public works activities, including drainage and street maintenance account for nearly 32% of expenses.

Exhibit 6-2: General Fund Average Expense Allocation



Source: Town of Windsor 2015a, 2016, 2017b, 2018b, 2020a.

6.1.1 – Parks and Recreation Department Special Assessments

In addition to the general fund the parks department has two Assessment Districts. Assessment District 1 provides for maintenance and operation of the parks, corridors, and medians, the Senior Center, and a small passive use park in the Provence Subdivision. Assessments for park maintenance are \$50 per equivalent single family dwelling unit (ESD), corridors and medians, \$34.34 per ESD, the Senior Center, \$200 per ESD, and Provence Subdivision park, \$6 per ESD.

Assessment District 2 is a \$261.99 assessment for streetlights and landscaping in four zones. Zone 101 is for street landscaping in the Shiloh Oaks subdivision. Zone 108 includes the

commercial area and the roundabout in the Bell Village Commercial Center. Zone 109 includes streetlights and street landscaping in the residential portions of the Bell Village subdivision. The fourth zone consists of the Victoria Oaks Subdivision.

6.1.2 – Development Impact Fees

The Town collects impact fees from new development to fund the cost of acquiring and development of new facilities or enhancement of existing facilities required to serve the increased number of new residents in those developments. Separate fees are collected for park development, recreation facility development, trails development, open space development, drainage mitigation, and police mitigation. Like the park development fees, the Police Mitigation Fund is designed to fund the development or expansion of Police facilities, vehicles or other related assets needed to serve the increased population.

6.1.3 – Capital Improvement Plans General Fund

The Town has developed a five year Capital Improvement Plan (CIP) for fiscal years 2019-2024. The CIP is a planning tool that identifies the Town's long-range capital needs and prioritizes them over a five-year period. The CIP describes in detail, specific Town improvement projects.

The general fund projects in the CIP are organized into one of five program areas: park and facility maintenance, storm drainage, water reclamation, transportation, and water. Proposed expenditures for the FY 20 and FY 21 are shown in Table 6-1. These projects are funded by various revenue sources including: Drainage Mitigation, General Fund, Park Development, Traffic Mitigation, Utility Funds, and certain outside funding sources. In FY 2020-21 the Town anticipates spending approximately \$13.3 million on general fund capital projects.

Funding sources for park and facility maintenance include Measure M, the Capital Replacement fund, and the Park Development Fund. Transportation CIP's are funded from a variety sources that include grants, Measure M, and Traffic Mitigation.

The proposed budget also includes bond financing of \$7.3M for the Windsor River Road/Windsor Road roundabout and preparation for SMART. The Town obtained a \$3M grant from ABAG, which requires a commensurate matching of funds from the General Fund. The projected loan is anticipated to cost \$500K annually over the next 20 years.

Table 6-1: Capital Improvement Spending FY20 and FY21

Department	FY 2019-20	FY 2020-21	Total
Parks & Facility Maintenance	240,000	1,120,000	1,360,000
Storm Drainage	280,000	1,832,400	2,112,400
Transportation	3,074,000	10,412,588	13,486,588
TOTAL ALL PROJECTS	\$ 3,594,000	\$ 13,364,988	\$ 16,958,988

Source: Town of Windsor 2019b.

6.1.4 – Debt Service

The Town established a separate fund, the Debt Service Fund, to account for the payment and accumulation of resources related to general long-term debt, principal, and interest. As discussed earlier the FY 2019-21 budget has allocated \$5 million for debt service, which represents approximately 5% of the operating budget.

The proposed budget includes bond financing of \$2.5 to 3M for the Windsor River Road/Windsor Road roundabout and preparation for SMART. The Town obtained a \$3M grant from ABAG, which requires a commensurate matching of funds from the General Fund. The Town also obtained a \$2.8M State grant and \$700K contribution from County Lytton mitigation funds. The projected loan is anticipated to cost \$300K annually over the next 20 years.

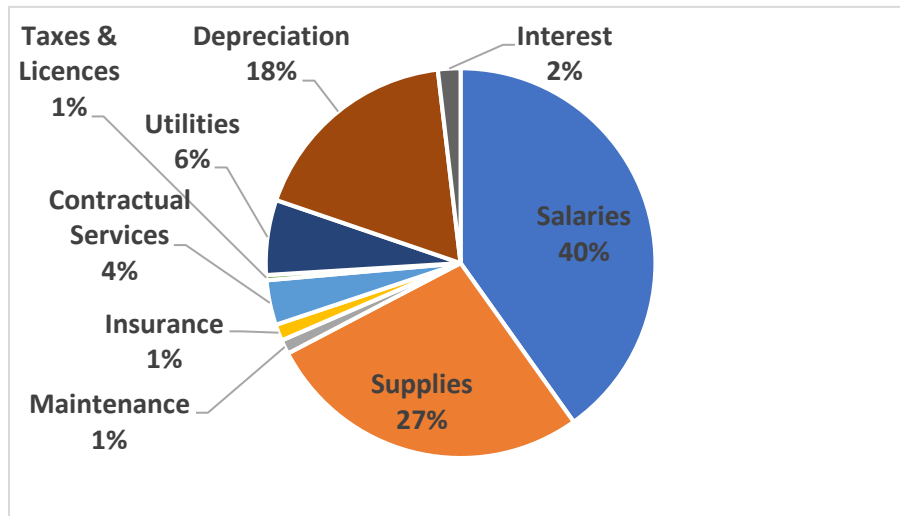
6.1.5 – Long-Term Liabilities- Other Post Employment Benefits (OPEB)

The Town’s OPEB liabilities decreased from FY 2017 to FY 2018. In FY 2017 general fund obligations were \$471,000 and in FY 2018 \$436,100.

6.2 – Windsor Water District

Windsor Water District services, water, and wastewater, are considered enterprise activities supported by charges. For FY 2020-21 the Town anticipates spending \$7.8 million for water and \$11.1 million for Water Reclamation (Sewer). Exhibits -6-3 and 6-4 show the average allocation of expenses for the enterprise activities from FY 2014 to FY 2018. The largest expenses are salaries and supplies.

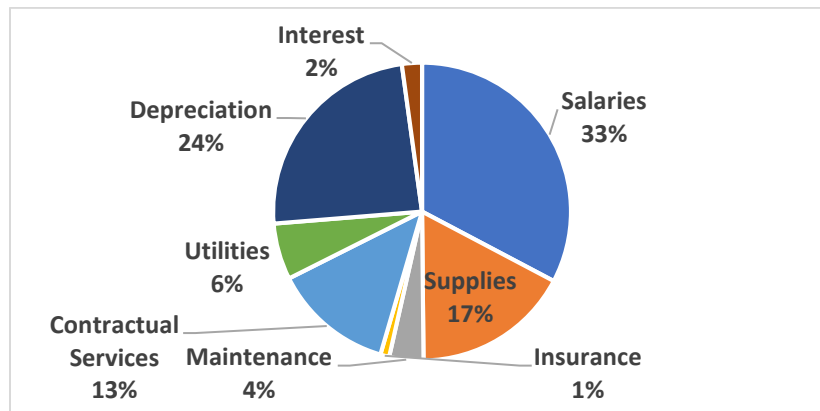
Exhibit 6-3: Average Water Expense Allocation



Source: Town of Windsor 2015a, 2016, 2017b, 2018b, 2020a.

Exhibit 6-4 shows the average Water Reclamation (Sewer) Expense Allocation FY 14 to FY 18. Similar to water enterprise, salaries are the largest, but depreciation is the second largest expense.

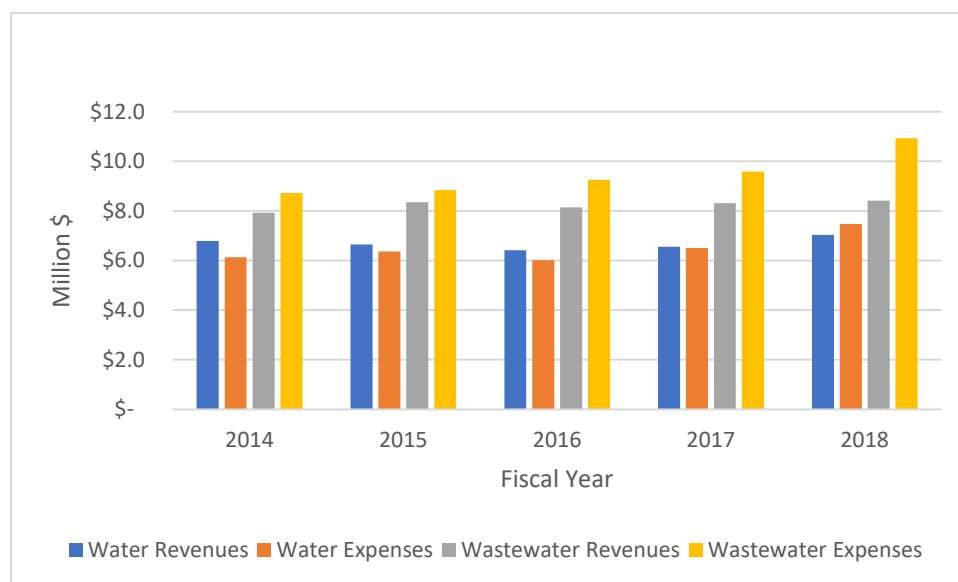
Exhibit 6-4: Average Water Reclamation (Wastewater) Expense Allocation



Source: Town of Windsor 2015a, 2016, 2017b, 2018b, 2020a.

Exhibit 6-5 compares operating revenues and expenses for FY14 through FY18 for enterprise functions. The Exhibit shows that water revenues are equal or exceed expenses in four of the five years. In contrast, Wastewater (Sewer) expenses exceed revenues in all 5 years. The shortfall is addressed through transfers from reserves. The data indicate there may be a need for a rate increase for sewer services.

Exhibit 6-5: Water and Wastewater Revenues and Expenses FY 2013-14 to FY 2018-19



Source: Town of Windsor 2015a, 2016, 2017b, 2018b, 2020a.

6.2.1 – Water Rates

Current water rates are shown in Table 6-2. They represent residential rates for a ¾” meter. The rates consist of a service charge plus a usage charge. The usage charges are based on gallons used per month. For example, in January 2021 a residence that used 1000 gallons would pay \$11.49 service charge plus \$2.92 usage charge or \$14.41.

The Town completes a Ten year financial plan to serve as planning and management tool. The financial plan models reflect current and estimated future operating costs, existing debt obligations, planned capital project spending, existing and proposed financial reserve policies, and current fund and reserve balances. The plans enable the Town to take a multi-year look at each utility's financial needs. Rate recommendations extend for five years from Fiscal Year

Table 6-2: Residential Water Rates

Rate Classification	Jan. 2021	Jul-21	Jul-22	Jul-23	Jul-24
Service Charge					
Residential ¾” meter	\$11.49	\$12.06	\$12.66	\$13.29	\$13.95
Usage Charge (\$/gallon)					
1st Tier 0-7,000 gal/month	\$0.00292	\$0.00307	\$0.00322	\$0.00338	\$0.00355
2nd Tier 7,001-17,000	\$0.00535	\$0.00562	\$0.00590	\$0.00620	\$0.00651
3rd Tier Over 17,000	\$0.00625	\$0.00657	\$0.00690	\$0.00725	\$0.00761

Source: Town of Windsor 2020a.

2020-2021 (FY 20-21) through FY 2024-25. The longer planning period allows the Town to anticipate needs on the planning horizon, and to evaluate how near-term decisions can affect longer-term needs. However, specific rate recommendations cover a shorter five-year period thereby allowing the Town to be more responsive to changing conditions.

The last adjustment to water and wastewater rates occurred in July 2019. At that time water rates were increased about 2 percent and wastewater rates were increased 5 percent. At present, the Town is experiencing the financial pressures created by cost inflation, existing debt service obligations and significant capital improvement costs to rehabilitate and replace aging water and water reclamation infrastructure. Table 6-3 shows the scheduled rate increases based on the most recent financial study. Rate increases were adjusted for the effects of COVID by deferring the 2020 water rate increase to January 2021 and reducing it to 2%. COVID adjusted wastewater increases are reduced a couple percent in the first couple years of the five year schedule and then increased in the last couple years. Exhibit 6-5 clearly shows the need for a wastewater rate increase as revenues consistently fall below expenses for the period shown.

Table 6-3: Scheduled of Proposed Water and Wastewater Rate Increases

Effective Date	Starting July 1, 2020		COVID Adjusted	
	Water Rate	Wastewater Rate	Starting Water	January 1, 2021 Wastewater
First Adjustment	6.00%	8.00%	2.00%	6.00%
1-Jul-21	5.00%	8.00%	5.00%	7.00%
1-Jul-22	5.00%	6.00%	5.00%	7.00%
1-Jul-23	5.00%	6.00%	5.00%	7.00%
1-Jul-24	5.00%	6.00%	5.00%	7.00%

Source: Town of Windsor 2020a.

6.2.2 – Wastewater Rates

The water reclamation operating fund has an annual financial deficit stemming from rising costs and the need to fund the capital improvement program. Moderate annual wastewater rate increases are needed in order to ensure compliance with debt service coverage requirements, support the issuance of new long-term debt, reflect increased costs of providing wastewater service, and to support the capital improvement program.

Residential customers are subject to fixed monthly usage charges based on the lesser of winter water usage (i.e., sewer cap) or actual monthly water use. Each year, the Town monitors water usage during the winter (low use) months to determine the average winter use for each residential customer. This is accomplished by averaging the monthly water usage from the

three lowest use months during the period from December through March. Winter water usage is assumed to be primarily indoor water usage. In July of each year, the Town updates the winter water use value for each residential customer, based on the most recent data.

Non-residential wastewater customers are subject to usage rates based on actual water use within each billing cycle. Non-residential customers are first assigned to low, medium, or high strength category depending on the type of business and the strength of wastewater generated. The rates are determined based on standard strength characteristics for each category. A separate rate applies to schools. Non-residential wastewater rates apply to actual water usage, however, in determining the rates it is assumed that ninety percent of the water usage results in wastewater flow.

In 2012, fixed monthly service charges were introduced to the wastewater rate structure. The fixed monthly service charge applies to all customer accounts. Residential service charges apply to each dwelling unit, while non-residential service charges are based on meter size. Customers that do not receive water service from the Town pay flat monthly wastewater charges based on average winter water use (for residential) or number of equivalent single family dwellings (for non-residential). Wastewater rates are summarized in Table 6-4 for single family and multi-family. Commercial customers pay a service charge based on sized of the pipe.

Table 6-4: Wastewater Rates

Wastewater Usage Rates (\$/gallon)	Charge
Single Family	\$0.01495
Monthly Service Charges	
Single Family	11.30
Multi-Family / Mobile Homes (per DU)	9.20
Wastewater-Only Accounts	
Single Family	74.10
Mobile Homes (per DU)	57.10
Commercial (per ESFD)	74.10

DU= dwelling unit ESFD = Equivalent Single Family Dwelling Unit

Source: Town of Windsor 2020a.

6.2.3 – Development Impact fees

The Town collects water impact fees to fund construction costs for new service to new development. The water impact fees were updated in 2019 after the Town contracted for a study to review those fees.

6.2.4 – Capital Improvement Plans Enterprise Funds - Water and Wastewater

The Town typically adopts a ten year capital improvement plan for water and wastewater. The ten-year capital improvement programs reflected in the financial plan models for the water and wastewater utilities are \$14.5 million and \$47.6 million, respectively. While the water projects can be funded on a pay-as-you-go basis with modest annual rate adjustments, the most recent 2020 study recommends using two new debt issues to fund sewer capital projects in order to limit rate adjustments to moderate levels. The Town’s FY2019/21 budget includes capital improvement projects for water and wastewater as shown in Table 6-5.

Table 6-5: Capital Improvement Spending FY20 and FY21 Water and Wastewater

Department	FY 2019-20	FY 2020-21	Total
Water	3,540,000	502,400	4,042,400
Water Reclamation	1,316,000	1,754,000	3,070,000
TOTAL ALL PROJECTS	\$ 4,856,000	\$ 2,256,400	\$ 7,112,400

Source: Town of Windsor 2019a.

Funding for Water projects is derived from the water Capital Fund; for Water Reclamation projects the Water Reclamation Capital fund; and Storm Drainage Projects from the Drainage Mitigation Fund.

The water reclamation financial plan includes a \$5.6 million debt issue in FY 21-22 and a \$26.0 million debt issue in FY 24-25. The last payment on the existing 1999 State Revolving Fund loan for the water reclamation facility is scheduled to occur in FY 21-22, and the last payment on the existing 2012D bond (applicable to both water and water reclamation utilities) is scheduled for FY 27-28. Although there appears to be some overlap in the existing and new debt service payments, it may be possible to structure new debt repayment obligations around the retirement of existing debt.

Estimated rate adjustments in the later portion of the ten-year planning period are also necessary to help provide sufficient funds to avoid the need for a third new debt issue in the water reclamation utility. The scope and magnitude of the water reclamation treatment facility's modernization plans, needed to address aging infrastructure and deferred maintenance, are creating the challenges in funding of the capital program.

6.2.5 – Water and Water Reclamation (Wastewater) Debt

Of particular near-term concern is the Town's ability to meet debt service coverage requirements. This requirement obligates the Town to maintain water and wastewater rates such that total utility revenues, less annual operating and maintenance expenses, are at least 1.20 times annual debt service. Providing the water and wastewater rates necessary to meet

this requirement is consistent with Town fiscal policy and one of the criteria reflected in the financial plan models. The debt service coverage obligation related to the 2012D California Statewide Communities Development Authority (CSCDA) pooled bonds is a joint obligation of both the water and water reclamation utilities. Bond documents from the 2012 bonds authorized the creation of rate stabilization funds to assist with meeting the debt service coverage obligation. In 2015, the Town funded water and wastewater rate stabilization funds to minimize the variability in utility rate increases over time. The water and water reclamation utilities currently have about \$857,000 and \$750,000 in their Rate Stabilization Funds, respectively. A portion of these funds may be needed in FY 19-20 and/or FY 20-21 to meet the coverage requirement. The availability of Rate Stabilization Fund reserves in FY 20-21 will also help to limit the magnitude of rate adjustments necessary in the upcoming year.

6.2.6 – Long-Term Liabilities- Other Post Employment Benefits (OPEB)

Enterprise activity OPEB obligations in FY 2018 were reported as \$453,900.

6.3 – Redevelopment Agency

The Town of Windsor is the Successor Agency to the Windsor Redevelopment Agency. The purpose of the Successor Agency is to wind down the operation of the former Windsor Redevelopment Agency (RDA) in accordance with Assembly Bill 26 ("AB 26"), enacted on June 28, 2011, and Assembly Bill 1484 ("AB 1484"), enacted on June 27, 2012 (collectively, the "Dissolution Laws"). The Redevelopment Successor Agency is an entity legally separate from the Town of Windsor; however, the Town Council is the Board of Directors of the Redevelopment Successor Agency and the Town Manager is its Executive Director.

Winding down the dissolved RDA's affairs requires; 1) making payments on enforceable obligations such as bond debt; 2) performing obligations required by enforceable obligations; 3) disposing of the dissolved RDA's assets; and 4) remitting unencumbered balances to the County Auditor-Controller for distribution to the affected taxing entities.

Under the Dissolution Laws, the Recognized Obligation Payment Schedule (ROPS) is the governing document as to payments that are allowed to be made by the Successor Agency during each applicable fiscal year. Each ROPS is approved on a forward-looking basis for the upcoming fiscal year. According to the Dissolution Laws, the ROPS has effectively superseded the Enforceable Obligation Payment Schedule and the annual Statement of Indebtedness in terms of showing enforceable obligations to be paid by the Successor Agency. One of the Oversight Board's roles is to consider and take action on the adoption of the ROPS and an administrative budget for the same one-year period. The County Auditor-Controller will allocate property tax increment to Successor Agencies to pay debts listed on the ROPS.

The Town allocates a separate fund in its budget for Successor Agency expenditures. All expenditures must be approved by the state Department of Finance as an approved obligation prior to disbursement. Approval of the annual Recognized Obligation Payment Schedule accomplishes this requirement.

The Redevelopment Successor Agency Board has met several times since formation. At the most recent meeting, on January 25, 2018, the Oversight Committee approved the ROPS and the administrative budget for the period July 1, 2018 — June 30, 2019 and the Last and Final ROPS schedule through 2025. The Town Budget includes revenues and expenses of the Successor Agency.

The Town’s Successor Agency activity is accomplished through three funds in the bi-annual budget, the Capital fund, the Housing Agency Fund, and the Debt Reduction Fund. The Housing Agency Fund revenues represent interest received on investments. The approved budgeted expenses for the Capital Fund and the Debt Reduction Fund are shown in Table 6-6.

**Table 6-6: Successor Agency Windsor RDA Budgeted Revenues and Expenditures
 FY20 - FY21.**

Successor Agency Fund	FY 2017/18 Actual	FY 2018/19 Estimated	FY 2019/20 Budgeted	FY 2020/21 Budgeted
Revenues				
Housing Agency Fund	\$5,695	\$5,000	\$5,000	\$5,000
Expenses				
Capital Fund	\$1,344,906	\$750,000	\$780,000	\$830,000
Debt Reduction Fund	\$1,338,800	590,000	\$1,225,400	\$392,750

Source: Town of Windsor 2019b.

Determinations:

6.1 The Town adopts a two year budget, the most recent being FY 2019/2 -FY 2020/21. Overall, the FY2019-21 budget includes \$134 million in appropriations that includes \$102 million operating budget, \$5 million for debt service and \$26.6 million for capital improvements. The total includes both governmental activities as well as enterprise activities, water, and wastewater.

6.2 The primary revenue source for the Town’s General Fund for the three year period FY 2015/16-FY 2017/18 was property tax, 36%, followed by sales tax, 19%. The Windsor Water District’s revenues are based solely on charges. The Towns largest general fund expenses were for law enforcement. While the primary expense for the Windsor Water District was salaries. A comparison of revenues and expenses for water and wastewater services for the five year

period FY14 – FY18 showed wastewater revenues were consistently behind expenses, indicating the need for a rate adjustment. Subsequently, the Town completed a rate study with new rates that became effective July 1, 2020.

6.3 The Town has developed a five year Capital Improvement Plan (CIP) for fiscal years 2019-2024. The CIP is a planning tool that identifies the Town’s long-range capital needs and prioritizes them over a five-year period. In the current two year budget the Town allocated nearly \$17 million for capital improvement projects. Most of that, about \$13 million, will go toward transportation. For water and wastewater services, the current budget allocated \$7 million.

6.4 The Town established a separate fund, the Debt Service Fund, to account for the payment and accumulation of resources related to general long-term debt principal and interest. The FY 2019-21 budget has allocated \$5 million for debt service, which represents approximately 5% of the operating budget.

6.5 The Town’s OPEB liabilities decreased from FY 2017 to FY 2018. In FY 2017 general fund obligations were \$471,000 and in FY 2018 \$436,100. Water and wastewater OPEB obligations in FY 2018 were reported as \$453,900.

6.6 The Town became the successor agency to the Windsor Redevelopment Agency. The Town is responsible for seeing that the debt obligations are paid. The most recent budget allocated nearly \$3 million to retire the debt of the RDA.

7: STATUS AND OPPORTUNITIES FOR SHARED FACILITIES

Costs can be reduced through contracting out certain services and Joint Powers Agreements. The Town contracts with the Sonoma County Sheriff's Office for law enforcement services. The Town Council recently approved a five-year extension of the agreement with two possible five-year extensions.

The Town has an agreement with The Sonoma County Water Agency for potable water from the Russian River. The majority of that supply is obtained from the Town's Russian River Well Field, which diverts water under the Sonoma County Water Agency's (Water Agency) diversion rights. The Town also purchases surface water directly from the Water Agency, which is delivered into the Town's distribution system through the Water Agency's Santa Rosa Aqueduct.

Solid waste collection services and street sweeping are contracted through Sonoma County Resource Recovery. Transit service is provided through Sonoma County Transit. In 2021, Sonoma Marin Area Rail Transit (SMART) will begin commuter rail service to the Town.

7.1 – Participation in Joint Powers Authorities (JPA's)

The Town also receives services through participation in Joint Powers Agreements with the Sonoma County Public Safety Consortium, Sonoma County Library, Sonoma Clean Power. Fleet services are provided through an agreement with Sonoma County.

The Town is a member of the Santa Rosa Plain Groundwater Sustainability Agency (SRPGSA). The SRPGSA is formed of water service providers within the Santa Rosa Plain Groundwater Basin to comply with the Sustainable Groundwater Management Act. Members consist of nine government agencies, including the Town of Windsor. The SRPGSA's Board of Directors is composed of one voting seat per Member. The JPA is funded by Member agencies. The SRPGSA is actively participating in development of the Groundwater Sustainability Plan that may include aquifer storage and recovery. The Town is currently developing a recycled water use and storage study that will identify programs to enhance recycled water use to offset potable water demand.

The Town is a voting member of the Sonoma County Waste Management Agency (SCWMA). The SCWMA was initially formed in 1992 by several government agencies in response to the California Integrated Waste Management Act of 1989 (Act). The Act requires the Members to divert recyclable and recoverable materials from the waste stream and to cooperate to achieve certain waste diversion goals. The SCWMA is governed and administered by a Board of Directors that is composed of one voting seat per Member.

The Public Works Department actively participates in regional water and transportation operations committees and associations. Public Works staff members attend meetings of the Bicycle and Pedestrian Advisory Committee, Sonoma County Water Agency Water Advisory & Technical Advisory Committee, Sonoma County Transportation Authority Technical Advisory Committee, and the Russian River Watershed Association.

The Town of Windsor is a member of the Sonoma County Transportation Authority, which provides mass transit services to the Town as well as transportation planning. The Sonoma County Transportation Authority (SCTA) was created in 1990 and is governed by a twelve-member Board of Directors representing each of the nine cities - Cloverdale, Cotati, Healdsburg, Petaluma, Rohnert Park, Santa Rosa, Sebastopol, Sonoma, and Windsor - and the Sonoma County board of Supervisors. The SCTA acts as the countywide planning and fund programming agency for transportation. It performs a variety of functions related to advocacy, project management, planning, finance, grant administration and research.

7.2 – Management Efficiencies

Management efficiencies contribute to cost reduction and more efficient service delivery. Management efficiencies can be measured through planning activities.

The recently adopted, April 2018, Town of Windsor 2040 General Plan. The General Plan establishes a community-based vision for the future of Windsor, and establishes goals, policies, and implementation programs to help the Town achieve that vision. The General Plan expresses long-range public policy and is the Town’s main planning document that provides a blueprint for guiding future growth and development.

The Town completes a Ten Year Financial Plan to serve as financial planning and management tool. The financial plan models reflect current and estimated future operating costs, existing debt obligations, planned capital project spending, existing and proposed financial reserve policies, and current fund and reserve balances. The plans enable the Town to take a multi-year look at each utility's financial needs.

In addition to the General Plan the Town also has adopted a number of other specific plans, as well as the Local Hazard Mitigation Plan, the Windsor Bicycle and Pedestrian Master Plan, the Parks and Recreation Master Plan, and the Economic Development Strategic Plan. Another important planning activity is the budget, or financial plan. The Town regularly adopts a two-year budget.

Determinations:

- 7.1 The Town contracts with the Sonoma County Sheriff for law enforcement and Sonoma County Resource Recovery for solid waste services for more efficient services and cost savings.
- 7.2 The Town is part of several JPAs for their sustainable groundwater management authority, SCWMA for recycling, and Sonoma County Transit for transit services.
- 7.3 Management efficiencies are exhibited through planning activities that include an updated general plan, a parks and recreation master plan, a plan to upgrade it wastewater treatment facility, and its two-year budget.

8: ACCOUNTABILITY AND GOVERNMENT STRUCTURE

The Town of Windsor is a general law city operating under a Council-Town Manager form of government. The Town Council approves policies and provides direction to the Town Manager who is responsible for professional administration.

The Town Council acts as the governing body. It consists of five members of the community elected at large to four-year, staggered terms. Beginning in November 2020, the Town will transition from at-large to district-based elections. There will be four district seats and one at-large mayor position. The at-large mayor will be a two-year term.

Council members receive a stipend of \$300 monthly plus an additional \$85 per meeting for their role on the Windsor Water District Board. They also receive medical, dental, vision, life insurance paid by the Town.

The Town Council meets on the 1st and 3rd Wednesday of the month. Meetings are noticed and held according to the Brown Act. In person meetings are held in the Town Council Chambers located at 9291 Old Redwood Highway, Bldg. 400, Windsor, CA 95492. Due to COVID-19 outbreak, meetings are held virtually, following the guidelines contained in the Governor's executive orders that modify the Brown Act. Council and Commission meetings are broadcast live on cable television.

Windsor Water District

The Windsor Water District is a subsidiary district of the Town of Windsor and a separate legal entity. It includes all of the Town plus some adjacent parts of unincorporated Sonoma County. Town Council acts as the Board of Directors of the District, while the Town Manager acts as the General Manager.

8.1 – Commissions and Advisory Committees

Local residents are offered several ways to participate in governance by becoming part of several advisory committees or commissions. They include the Planning Commission, Parks and Recreation Commission, Public Art Advisory Commission, Senior Citizen Advisory Commission.

Planning Commission

The Planning Commission has final authority on land use entitlements unless appealed to the Town Council. The Planning Commission consists of five members with four members serving 4-year terms and one member appointed by the At-Large Mayor shall serve a two-year term. Each Councilmember appoints a Commissioner for a term coinciding with that of the

Councilmember making the appointment. The Planning Commission generally acts on land use matters such as the General Plan, specific plans, rezoning, use permits and subdivisions.

The Planning Commission meets on the second and fourth Tuesdays of the month at 5:30 p.m. in the Windsor Civic Center, Council Chambers, 9291 Old Redwood Highway, Building 400, Windsor, CA.

Parks and Recreation Commission

The purpose of the Parks and Recreation Commission is to conduct research and recommend policy alternatives pertaining to the Town's Parks and Recreation policies. Commissioners are also expected to be available to staff to assist as volunteers in implementing the Town's Parks and Recreation Department budget goals.

The Parks and Recreation Commission is composed of five adult members and two youth members with a Junior (11th Grade) or Senior (12th Grade) at Windsor High School.

Each Councilmember appoints one adult member to the Commission. The Commissioner's term of office is concurrent with the appointing Councilmember's term, with four members serving 4-year terms and one member appointed by the At-Large Mayor serving a two-year term. If there are vacancies prior to the completion of a term, the Councilmember who appointed the individual to the Commission appoints a replacement.

Youth Members must be in good academic standing, maintaining at least a 2.5 GPA (C average) and serve on the Commission for a term of one year commencing in May. The youth commissioners hold a non-voting status, serving in an "input only" capacity.

One youth member must be an Environmental Studies Core student in the Windsor Institute for Sustainability and the Environment (WISE) Academy. The other youth member is a member of the student council elected by the student body.

The Parks and Recreation Commission meets on the second Wednesday of each month at 6:00 p.m. in the Windsor Civic Center, Council Chambers, 9291 Old Redwood Highway, Building 400, Windsor, CA.

Public Art Advisory Commission

The purpose of the Public Art Advisory Commission is to conduct research and recommend policy alternatives pertaining to the Town's Public Art policies. Like members of the Parks and Recreation Commission, Commissioners are expected to be available to staff to assist as volunteers in implementing the Town's Public Art goals, including:

- Reviews and forwards recommendations regarding all works of art acquired by or loaned to the Town, either by purchase, gift, or otherwise, including works of art installed in or on all Town-owned buildings that are visible to the public.
- Recommendations to the Town Council on all matters pertaining to the quality, quantity, scope, and style of art and culture in public places in the Town of Windsor.
- Provides recognition and increased opportunities for artists through art in public places projects and maintain an inventory of meritorious works of art in the public view.
- Forwards recommendations to the Town Council regarding Public Art funds in accordance with established criteria.
- In cooperation with Town staff, forwards recommendations to the Town Council with respect to priorities for expenditures, revenue, grants, and cost recovery targets and serve as advocates for arts and culture and alternate sources of arts and culture funding, including but not limited to grants, donations, and corporate sponsorships.
- Advises the Town Council and Town staff on policies, procedures, rules, and regulations relating to the selection, installation, implementation, enhancement, ongoing maintenance and management of public art in Windsor.
- Advises on art programs, services and special events administered by the Parks and Recreation Department to meet the needs of the community and recommend review by the Town Council as needed.
- Assists in collecting and disseminating information on the art projects and programs available to Windsor residents and promote greater public participation in and access to the arts.
- Engages, advises, and guides civic groups, youth organizations and interested individuals who wish to plan community events in the arts or engage in artistic-based community service projects for the benefit of the Town and the community, as staff resources and time permits.
- Assists and advises the Town Council and Town staff in the update, administration and implementation of the Parks and Recreation Master Plan, the General Plan, and other studies as appropriate.
- Provides a forum for residents to express their views related to public art and other related issues. Promote interest, cooperation, problem solving and support among public, private, and non-profit organizations.

- Assists in assessing present and future needs of the Town with respect to public art and culture as needed or as requested.

The Town Council or Town staff may assign other responsibilities or special projects to the Public Art Advisory Commission.

The Commission consists of seven members. Five are appointed by each member of the Council. One member is a Councilmember appointed by the Council. The other seat is an at large seat appointed by the Parks and Recreation Commission. Members are appointed to four-year terms.

The Public Art Advisory Commission meets the second Monday of the month at 11:00 a.m. in the Windsor Civic Center, Council Chambers, 9291 Old Redwood Highway, Building 400, Windsor, CA.

Senior Citizen Advisory Commission

The Senior Citizen Advisory Commission serves in an advisory capacity to support the recreation programs and services offered to senior citizens and persons with disabilities.

Per the Agreement and CC&R's, the Senior Citizen Advisory Commission is composed of eleven (11) members. Five members are appointed by each of the Council members. Two members must be residents of the Alden Woods and California Creekside subdivisions and up to three residents from the Brooks Creek subdivision. The number of Brooks Creek members depends on the ratio of the \$200 assessment to the cost of operating the Senior Center. If it is 30% then they only get two members. At 20% they get one member and if it falls to 10%, they get no members. Town Council appoints Commission members to serve four-year staggered terms.

The Senior Citizen Advisory Commission meets every four months on the 4th Tuesday of the months of January, April, July, and October at 2:30 p.m. in the Windsor Civic Center, Council Chambers, 9291 Old Redwood Highway, Building 400, Windsor, CA. The July meeting is held at the Senior Center located at 9231 Foxwood Drive, Windsor, CA. In addition, special meetings may be held on an as needed basis.

8.2 – Staffing

The Town employs 100 full time staff and as many as 44 part time and seasonal staff. Exhibit 8-1 shows the organizational chart.

8.3 – Awards

The Town of Windsor has an excellent civic reputation and image. The Town finds ways to improve the community's quality of life. Over the last 15 years the Town has received over 20

awards including healthy community, best land use design, most business friendly, environmentally conscientious and best place to work.

Exhibit 8-1: Town of Windsor Organizational Chart

8.4 – Out of Area Service

On May 20, 2020, the Town Council approved an agreement allowing connection to the Town’s wastewater system to serve residential and tribal community uses that will be developed on the portion of the lands taken into trust as part of the reservation of the Lytton Rancheria of California. Most of the land is outside of the Windsor Town boundaries. Connection to the Town/District’s wastewater system is contingent on the execution of a Joint Exercise of Powers Agreement (JEPA) between the Town and the Lytton Rancheria.

8.5 – Potential Sphere Expansion and Annexations

The Sphere of Influence has historically been made contiguous with the voter-approved Urban Growth Boundary. At present the Town’s SOI includes areas outside Town limits up to the Urban Growth Boundary. There are a number of areas on the edges of the Town, primarily along the northern, southern, and eastern edges, that are within the Town’s urban growth boundary and eligible for annexation.

There are two annexations currently pending, one in southeast Windsor off of Shiloh Road (approximately 16.7 acres), and one in eastern Windsor off of Pleasant Avenue (approximately 2 acres). The Town is aware of other areas that are interested in annexation, but formal applications for pre-zoning have not yet been submitted to the Town.

Determinations:

8.1 The Town is a general law city governed by a five member Town Council. Beginning in November 2020, the Town will transition from at-large to district-based elections. There will be four district seats and one at-large mayor position. The at-large mayor will be a two-year term.

8.2 The Town Council meets on the 1st and 3rd Wednesday of the month. Meetings are noticed and held according to the Brown Act. Due to COVID-19 outbreak, meetings are held virtually, following the guidelines contained in the Governor’s executive orders that modify the Brown Act. In-person Council and Commission meetings are broadcast live on cable television.

8.3 The Windsor Water District is a subsidiary district of the Town, providing water and wastewater services to Town residents and a couple areas adjacent to Town limits. As a subsidiary district its board of directors consists of the Town Council and its manager is the Town Manager.

8.4 The Town invites citizen participation through several boards and commissions. They include the Planning Commission, Parks and Recreation Commission, Public Art Advisory Commission, and Senior Citizens Advisory Commission. Members of these bodies are appointed by Council members.

8.5 The Town employs 100 full time staff and as many as 44 part time and seasonal staff.

8.6 Over the last 15 years the Town has received over 20 awards including healthy community, best land use design, most business friendly, environmentally conscientious and best place to work.

8.7 The Town has entered into an out of area service agreement to provide water and wastewater services to the Lytton Rancheria.

8.8 The Sphere of Influence has historically been contiguous with the voter-approved Urban Growth Boundary. At present the Town's SOI includes areas outside Town limits up to the Urban Growth Boundary. There are currently two annexations pending, one in southeast Windsor off of Shiloh Road (approximately 16.7 acres), and one in eastern Windsor off of Pleasant Avenue (approximately 2 acres).

9: MATTERS RELATED TO EFFECTIVE OR EFFICIENT SERVICE DELIVERY, AS REQUIRED BY COMMISSION POLICY.

There are three policies with the potential to impact effective or efficient service delivery. They include the SOI policy, the out of area service policy, and the change of organization policy.

In Sonoma County City spheres are limited by the voter approved Urban Growth Boundary. Sonoma LAFCO policies are consistent with the UGB. The Windsor SOI currently extends to the UGB so cannot be expanded.

The portion of the Windsor Water District that is outside the Town boundary would be subject to Sonoma LAFCO's out of area service policy if the district were dissolved and the territory outside the Town boundaries was included. The Outside Service Area Agreement (OSAA) would allow the Town to continue to serve the area as part of the conditions for the dissolution of the district. Alternatively, service could continue through the subsidiary district arrangement without formal approval by LAFCO since the area in question was served before 2001.

Should the Town Council, acting as the Board of Directors of the Windsor Water District, decide to dissolve the subsidiary district, the Sonoma LAFCO policy for changes of organization would apply. The dissolution would already comply with the policy as it would be consistent with the Town's sphere, the boundaries would be orderly, logical, definite, and certain. The areas added would not add areas that are difficult to serve since they are already served.

Determinations:

9.1 Since the UGB was updated in 2017, the SOI should reflect the change. There are three policies with the potential to result in effective or efficient service delivery. They include the SOI policy, the out of area service policy, and the change of organization policy.

10: SPHERE OF INFLUENCE CONSIDERATIONS

This MSR includes a discussion of an appropriate SOI for the Town. In establishing the SOI CKH prescribes the Commission must make determinations in five areas. They include:

1. **Present and planned land uses in the area, including agricultural and open space lands.** This consists of a review of current and planned land uses based on planning documents to include agricultural and open-space lands.
2. **Present and probable need for public facilities and services.** This includes a review of the services available in the area and the need for additional services.
3. **Present capacity of public facilities and adequacy of public services provided by the agency.** This section includes an analysis of the capacity of public facilities and the adequacy of public services that the Town provides or is authorized to provide.
4. **Social or economic communities of interest.** This section discusses the existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the Town. These are areas that may be affected by services provided by the Town or may be receiving services in the future.
5. **Present and probable need for services to unincorporated disadvantaged communities.** Beginning July 1, 2012, the Commission must also consider services to disadvantaged communities which are defined as inhabited areas within the SOI.

The Town of Windsor's growth is limited by the voter-approved UGB. In January 1998 Windsor voters approved Measure A, which established in the General Plan a 20-year UGB. The voter-approved UGB expired at the end of 2017. Subsequently, Measure H to renew the UGB through the year 2040, was approved by voters in November 2017. The UGB included three additional parcels that were not previously in the UGB or the SOI. Exhibit 10-1 shows the current UGB. The new area is identified as "Added 2017".

Historically the SOI included areas between the Town limits and the UGB. To be consistent, the SOI should be expanded out to the current UGB. Adding the new area to the SOI allows the Town to consider annexation of the territory. In fact, several portions of the SOI most notably the Carnation ATP area, the Amador Haskins area, and the Benson area have been pre-zoned in preparation for annexation to the Town. In order to update the SOI to include territory between the Town boundary and the UGB, including the new area, the Commission must consider the five areas identified in CKH.

Exhibit 10-1: Windsor SOI and Windsor UGB

1. Present and planned land uses in the area, including agricultural and open space lands.

Exhibit 10-2 is the land use diagram taken from the recently adopted 2040 General Plan. It shows the Town boundaries as well as the UGB and land use designations for the UGB, which is in effect the SOI. The land use map shows the area in the SOI on the west boundary is designated Estate Residential which is 0.2- 3.0 dwelling units per acre, or low density residential. The area on the northwest boundary is also low to very low density residential. It includes some open space and mixed use. The area on the eastern boundary is also low density residential or rural residential. The area on the southeast boundary is designated boulevard mixed use and residential. The area added to the 2017 UGB is designated light industrial.

2. Present and probable need for public facilities and services. Should any of these areas be developed they would need municipal services provided by the Town and the Windsor Water District. They already receive law enforcement from the County and fire protection from the Sonoma County Fire District.

3. Present capacity of public facilities and adequacy of public services provided by the agency. This MSR has demonstrated the Town has sufficient water and wastewater capacity to serve the area. Since the Town contracts for law enforcement and solid waste, expansion of services would require a contract amendment.

The Town has identified a shortage of parks and open space based on their policy. Since the new area is pre-zoned light industrial, the parks and open space policy does not apply. The Town would still have a parks and open space shortage.

4. Social or economic communities of interest. The Town is the community of interest for the SOI that extends to the UGB.

5. Present and probable need for services to unincorporated disadvantaged communities. Chapter 4 of this MSR identified three potential DUC's. Two are partially within Town limits, so receive Town services. The outside areas are likely on wells for water and septic systems for sewer. Fire is provided by the Sonoma County Fire District.

The two outside service areas of the water district were in place before 2001 and by law are grandfathered in. The SOI should not extend to those areas because they are outside the UGB.

Exhibit 10-2: Town of Windsor and SOI Land Use Diagram

11: ISSUES AND RECOMMENDATIONS

There are a couple issues to review in this section. One is the status of the subsidiary water district. A second is the expansion of the SOI.

The Windsor Water District is a separate legal entity that provides water and wastewater services to the Town and some adjacent parts of unincorporated Sonoma County. The question is whether to continue as a subsidiary district or dissolve the district in favor of the Town as the successor agency.

The Windsor Water District was in existence prior to incorporation of the Town. Since over 70% of its territory and registered voters were within the proposed Town boundaries, Windsor was incorporated with a subsidiary district. As a subsidiary district the board of directors of the Water District is the Town Council and its general manager is the Town manager. The Town budget includes the budget for both of the District's services, water, and wastewater. The capital improvement plans for the Town include separate sections for water and wastewater projects. The financial statements review the District's operations as enterprise funds. Essentially the water district is operated as a department of the Town.

The District does serve some additional territory that is outside the Town boundary. There are two areas one to the southeast, south of Shiloh Rd and west of the Redwood Highway and one to the northwest off Windsor River Rd. Both areas are within the Urban Growth Boundary and the current SOI (Exhibit 5-2). Much of the area is uninhabited. The southeast area includes 17 service connections, approximately 34 registered voters.

Dissolving the District requires naming a successor agency. The choices are between Sonoma County or the Town. The logical successor agency is the Town since most of the territory and most of the customers are in the Town's boundaries. In addition, the Town already provides governance, a budget, and management of the District.

Were the District dissolved and the Town named as the successor, services outside the Town boundaries can be continued since the area lies within the current SOI. The area already receives many of the services provided by the Town. The Town can either make an application for an out of area service agreement or an application to annex the territory.

Should the Town choose annexation, the Town would receive added property tax and sales tax. Annexation may prove difficult if that the area is populated. As noted, there are 17 connections and approximately 34 registered voters. Some of those residing in that area may not want to be part of the Town. Annexation would open the action to protest proceedings, whereby, a protest by 25% of the registered voters would force an election and a protest by 50% would force terminate the action. If there is opposition to annexation to the Town it would be relatively easy

to get nine of the registered voters to oppose causing an election and 18 to kill the annexation altogether.

Alternatively, the Town could continue to provide services to those areas through an out of area service agreement, since they are within the SOI. The application would be subject to Sonoma LAFCO policies on out of area services.

However, the Windsor Water District also provides services to two additional areas outside its boundaries (Exhibit 5-2), the Airport area to the south and the Shiloh/Mayacama area to the east. These services are provided through out of area agreements which preceded the 2001 cut-off of GC 56133. The cutoff date allows services to continue without specific approval from LAFCO.

The Airport area consists of 1.15 square miles and is adjacent to the Town boundary and could be included as a sphere update. The definition of a sphere is defined by CKH “as a plan for the probable physical boundaries and service area of a local agency, as determined by the commission”. Theoretically the commission could determine to add this area to the Town’s sphere.

The Shiloh/Mayacama area, approximately 2.88 square miles, is well east of the current Town boundary. Adding the area to a sphere would provide the potential to create a rather large island of service. CKH requires boundaries that are definite and certain, one of the areas of concern are boundaries that result in corridors of unincorporated territory. Adding the Shiloh/Mayacama area to the SOI would create such a corridor.

CKH allows non-contiguous territory to be included in city limits if it contains facilities that are needed for water or wastewater. Typically, a city’s wastewater treatment plant would be located outside the main boundary due to environmental concerns but in a separate area to allow the city to have control of land use. The Shiloh/Mayacama area does not include those facilities.

If the LAFCO were interested in expanding the Town’s SOI, action by the Commission may be subject to protest proceedings. The estimated population and registered voters in these two areas is small. That could allow for voters who oppose a sphere amendment to gather enough support to either require an election or deny the update.

However, the area is outside the UGB. As the UGB was reaffirmed by the voters in 2017, the Commission would have to allow an SOI outside the UGB. In essence, allowing the Town to plan to expand beyond a boundary which it legally cannot cross through 2040.

Alternatively, the District could remain a subsidiary District. That would allow the areas within the Town’s SOI to be served. It would also allow the District to continue to serve the Airport

area and the Shiloh/Mayacama area. To date the Town has been seamlessly administering the District as a department of the Town, by including the budgets of water and wastewater services in the Town's bi-annual budget and its financial audits. The recommendation then is that the Windsor Water District remain a subsidiary district.

The expansion of the SOI is tied to the UGB. The Town incorporated in 1992 and approved its first General Plan in 1996. The 1996 General Plan directed the Town to adopt and maintain an Urban Growth Boundary (UGB) defining the extent of the town's future urbanization. In January 1998 Windsor voters approved Measure A, which established in the General Plan a 20-year UGB. The voter-approved UGB expired at the end of 2017, but was renewed by Measure H through the year 2040.

Historically, the SOI included areas between the Town limits and the UGB. The UGB approved in 2017 added three additional parcels. Therefore, the sphere should be expanded out to the current UGB.

12: SUMMARY OF DETERMINATIONS

Population Growth and Population Projections

3.1 The growth in the Town of Windsor is governed by its 2040 General Plan which was adopted in 2018 and the voter approved Urban Growth Boundary.

3.2 The population in 2020 is estimated as 28,356 and is expected to grow to approximately 34,000 by 2040. That represents approximately 1% per year.

Disadvantaged Unincorporated Communities

4.1 There are three potential DUC's in the area. Two are partially within Town limits and receive Town services. The outside areas are likely on wells for water and septic systems for sewer. Fire is provided by the Sonoma County Fire District.

Present and Planned Capacity of Public Facilities

Town of Windsor

5.1 The Town of Windsor provides municipal services through a number of methods. It provides parks, recreation, and public works directly. It contracts for law enforcement, solid waste, animal control. Mass transit is provided through a JPA. Water and wastewater are provided by the Windsor Water District, a subsidiary district.

5.2 The Town of Windsor currently maintains five community and 14 neighborhood parks in Windsor totaling roughly 110 acres. In addition, the Parks Department maintains seven public facilities (58,000 square feet) including three recreation facilities: the Huerta Gymnasium, Windsor Senior Center, and Windsor Community Center. The Town has adopted park standards which identify a need for 135.7 acres of parkland. The town currently has 109.8 acres of parks and is short 25.9 acres. As the population is anticipated to grow to 33,600 in 2040, park standards dictate Windsor will need a total of 168 acres of parkland, 58.2 acres more.

5.3 The Public Works Department has the responsibility for design, construction, maintenance, and operation of the Town's public works system. The Public Works utilities maintenance division is responsible for operating and maintaining the sewer system and recycled water systems. The Street Maintenance Division is responsible for maintenance of 78 miles of streets and roads, 19 signalized intersections, over 2,200 streetlights and graffiti abatement. One measure of street maintenance is the pavement condition index or PCI. The average PCI for the Town is 78 or satisfactory.

5.4 The Town contracts with the Sonoma County Sherriff for law enforcement services. In 2018 Windsor Police responded to 13,890 calls for service and in 2019 responded to 12,743

calls for service. The average response time to crimes in progress, priority 1 calls, was 5 minutes and 35 seconds in 2018. The acceptable range is 6-8 minutes based on a sampling of like cities within the League of California Cities. The Police Department employs 24 full time employees, not all sworn positions. The Police Department has a ratio of 0.8 sworn positions per 1,000 residents, which is less than the average ratio of 1.4 sworn officers per 1,000 residents maintained by the League of California Cities.

5.5 Animal Control services are provided to Windsor by contract with North Bay Animal Services (NBAS). The full animal services include animal control/field services, shelter including veterinary services, and administrative including marketing and outreach.

5.6 The Town has an exclusive 10-year solid waste agreement for residential and commercial garbage, recycling, and organic waste services with Sonoma County Resource Recovery. Solid waste is processed at one of two facilities, the Healdsburg Transfer Station for solid waste and green waste and the Windsor refuse facility for recycling materials.

5.7 Sonoma County Transit provides bus service through three routes, local, intercity, and SMART. Local service is through Route 66 or the Windsor Shuttle. Route 60 provides intercity service that connects Windsor with Healdsburg and Cloverdale to the north, and downtown Santa Rosa to the south. Route 56, the SMART Rail Connector Service, is scheduled to commence commuter rail service operations in the Town in 2021.

Windsor Water District

5.8 The Windsor Water District serves as the water provider within the Town's water service area. The Windsor Water District is a subsidiary district of the Town. The service area had approximately 9,247 municipal connections in 2019.

5.9 The Town's potable water supply has been provided primarily from its wells in the Russian River Well Field. The Russian River Well Field includes five wells each with a capacity of approximately 1,300 gallons per minute. Other sources are through a Sonoma County Water Agency (SCWA) Russian River water right, and a connection to the SCWA's aqueduct from which the Town purchases wholesale water.

5.10 The Town has sixteen storage locations on seven sites that provide a combined 5.4 million gallons of storage capacity (16.6 AF). The Town maintains four booster pump stations each with a capacity ranging from 100 to 280 gpm. Town has nearly 120 miles of distribution piping.

5.11 Total water supply includes potable, recycled water, and raw water for total of approximately 4,900 AFY. The Town has water rights for up to 7,400 AFY. Based on current

population projections, projected available water supply, and continued water conservation programs, the Town is projected to have adequate water supplies through 2040. The water supply is projected to be adequate in average, single-dry and multiple-dry water year drought conditions.

5.12 The Town provides wastewater collection and treatment through the Windsor Water District to 8,980 connections. The current permitted capacity of the WRF for average dry weather flow conditions is 1.9 MGD, but the treatment design capacity is 2.25 MGD. The current maximum permitted peak week wet weather capacity is 7.2 MGD. The Town produces an average of about 560 MG of recycled water each year. In conjunction with the General Plan update the Town commissioned a Water Reclamation Facility Modernization Study to assess impact of the General Plan in 2040. The Modernization Study concluded that sufficient hydraulic capacity remains for projected flows through 2040.

Financial Ability of Agencies to Provide Service

6.1 The Town adopts a two-year budget, the most recent being FY 2019/2 -FY 2020/21. Overall, the FY2019-21 budget includes \$134 million in appropriations that includes \$102 million operating budget, \$5 million for debt service and \$26.6 million for capital improvements. The total includes both governmental activities as well as enterprise activities, water, and wastewater.

6.2 The primary revenue source for the Town's General Fund for the three year period FY 2015/16-FY 2017/18 was property tax, 36%, followed by sales tax, 19%. The Windsor Water District's revenues are based solely on charges. The Town's largest general fund expenses were for law enforcement services, while the primary expense for the Windsor Water District was employee salaries. A comparison of revenues and expenses for water and wastewater services for the five-year period FY14 – FY18 showed wastewater revenues were consistently behind expenses, indicating the need for a rate adjustment. Subsequently, the Town completed a rate study with new rates that became effective July 1, 2020.

6.3 The Town has developed a five year Capital Improvement Plan (CIP) for fiscal years 2019-2024. The CIP is a planning tool that identifies the Town's long-range capital needs and prioritizes them over a five-year period. In the current two-year budget the Town allocated nearly \$17 million for capital improvement projects. Most of that, about \$13 million, will go toward transportation. For water and wastewater services, the current budget allocated \$7 million.

6.4 The Town established a separate fund, the Debt Service Fund, to account for the payment and accumulation of resources related to general long-term debt principal and interest. The FY

2019-21 budget has allocated \$5 million for debt service, which represents approximately 5% of the operating budget.

6.5 The Town's OPEB liabilities decreased from FY 2017 to FY 2018. In FY 2017 general fund obligations were \$471,000 and in FY 2018 \$436,100. Water and wastewater OPEB obligations in FY 2018 were reported as \$453,900.

6.6 The Town became the successor agency to the Windsor Redevelopment Agency. The Town is responsible for seeing that the debt obligations are paid. The most recent budget allocated nearly \$3 million to retire the debt of the RDA.

Status of and Opportunities for Shared Facilities

7.1 The Town contracts with the Sonoma County Sheriff's Office for law enforcement services and Sonoma County Resource Recovery for solid waste services for more efficient services and cost savings.

7.2 The Town is part of several JPA's for their sustainable groundwater management authority, SCWMA for recycling, and Sonoma County Transit for transit services.

7.3 Management efficiencies are exhibited through planning activities that include an updated general plan, a parks and recreation master plan, a plan to upgrade its wastewater treatment facility, and its two-year budget.

Accountability for Community Service Needs

8.1 The Town is a general law city governed by a five member Town Council. Beginning in November 2020, the Town commenced its transition from at-large to district-based elections. There will be four district seats and one at-large mayor position. The at-large mayor will be a two-year term.

8.2 The Town Council meets on the 1st and 3rd Wednesday of the month. Meetings are noticed and held according to the Brown Act. Due to COVID-19 outbreak, meetings are held virtually, following the guidelines contained in the Governor's executive orders that modify the Brown Act. In-person Council and Commission meetings are broadcast live on cable television.

8.3 The Windsor Water District is a subsidiary district of the Town, providing water and wastewater services to Town residents and a couple areas adjacent to Town limits. As a subsidiary district its board of directors consists of the Town Council and its General Manager is the Town Manager.

8.4 The Town invites citizen participation through several boards and commissions. They include the Planning Commission, Parks and Recreation Commission, Public Art Advisory

Commission, and Senior Citizen Advisory Commission. Members of these bodies are appointed by Council members.

8.5 The Town employs 100 full time staff and as many as 44 part time and seasonal staff.

8.6 Over the last 15 years the Town has received over 20 awards including healthy community, best land use design, most business friendly, environmentally conscientious and best place to work.

8.7 The Town has entered into an out of area service agreement to provide water and wastewater services to the Lytton Rancheria.

8.8 The Sphere of Influence has historically been contiguous with the voter-approved Urban Growth Boundary. At present the Town's SOI includes areas outside Town limits up to the Urban Growth Boundary. There are currently two annexations pending, one in southeast Windsor off of Shiloh Road (approximately 16.7 acres), and one in eastern Windsor off of Pleasant Avenue (approximately 2 acres).

Matters Related to Effective or Efficient Service Delivery Required by Commission Policy

9.1 Since the UGB was updated in 2017, the SOI should reflect the change. There are three policies with the potential to result in effective or efficient service delivery. They include the SOI policy, the out of area service policy, and the change of organization policy.

Sphere of Influence Determinations

In 2017 the UGB was amended to include three additional parcels. It might be useful to expand the current SOI to be coterminous with the current UGB. SOI determinations include:

1. Present and planned land uses in the area, including agricultural and open space lands. The land use map shows the area in the SOI on the west boundary is designated Estate Residential which is 0.2- 3.0 dwelling units per acre, or low density residential. The area on the northwest boundary is also low to very low density residential It includes some open space and mixed use. The area on the eastern boundary is also low density residential or rural residential. The area on the southeast boundary is designated boulevard mixed use and residential. The area added to the 2017 UGB is designated light industrial.

2. Present and probable need for public facilities and services. Should any of these areas be developed they would need municipal services provided by the Town and the Windsor Water District. They already receive law enforcement services from the Sonoma County Sheriff's Office and fire protection services from the Sonoma County Fire District.

3. Present capacity of public facilities and adequacy of public services provided by the agency. This MSR has demonstrated the Town has sufficient water and wastewater capacity to

serve the area. Since the Town contracts for law enforcement and solid waste expansion of services would require a contract amendment.

The Town has identified a shortage of parks and open space based on their policy. Since the new area is pre-zoned light industrial, the parks and open space policy does not apply. The Town would still have a parks and open space shortage.

4. Social or economic communities of interest. The Town is the community of interest for the SOI that extends to the UGB.

5. Present and probable need for services to unincorporated disadvantaged communities. Chapter 4 of this MSR identified three potential DUC's. Two are partially within Town limits, so receive Town services. The outside areas are likely on wells for water and septic systems for sewer. Fire services is provided by the Sonoma County Fire District.

13: REFERENCES

CA Department of Finance.2019.Report E-1 Population Estimates for Cities, Counties and the State January 1, 2018 and 2019.May1.

California Special District Association.2020.District Boundary Map. Website:
<https://mydashgis.com/CSDA/map> . May 14.

Department of Water Resources.2020.DAC Mapping Tool. Website:
<https://gis.water.ca.gov/app/dacs>. Accessed May 12.

GHD. 2016. Final 2015 Urban Water Management Plan for the Town of Windsor Water District. June.

GHD. 2017a.Town of Windsor Final Storm Drainage Master Plan Phase1.September.

GHD.2017b.Town of Windsor Storm Drainage Master Plan. September.

GHD.2020.Town of Windsor Draft Collection System Master Plan. July.

Hazen and Sawyer.2019. Water Reclamation Facility Modernization Study. February 11.

Sonoma County Transit.2020. Website: <https://sctransit.com/sct-in-your-community/windsor>
[Accessed October 29](https://sctransit.com/sct-in-your-community/windsor).

Sonoma LAFCO.2020.Website: <http://sonomalafco.org/Procedures-and-Guidelines/Policies-Procedures-and-Guidelines/Policies>. Accessed November 12.

Town of Windsor. 2011. Water Master Plan Update Program Environmental Impact Report SCH# 2010092001 Final EIR. September.

Town of Windsor.2015a. Town of Windsor Financial Statements June 30, 2014.January 26.

Town of Windsor.2015b. Memorandum General Plan Update -Joint Study Session #3. March 24

Town of Windsor.2016. Town of Windsor Financial Statements June 30, 2015.March 29.

Town of Windsor.2017a. Commissioner Handbook. January.

Town of Windsor.2017b. Town of Windsor Financial Statements June 30, 2016.June 26.

Town of Windsor.2018a. Town of Windsor 2040 General Plan. April 4.

Town of Windsor.2018b. Annual Financial Report June 30, 2017.July 11.

Town of Windsor.2019. Law Enforcement Service Plan FY 2020-21.

Town of Windsor.2020a. Annual Financial Report June 30, 2018.

Town of Windsor.2019b.Town of Windsor Adopted Operating Budget fiscal Years 2019-20 & 2020-21 June 19.

Town of Windsor.2019c.Capital Improvement Program FY 2019-2024.June 19.

Town of Windsor.2020a.Town of Windsor Water and Wastewater Financial Plans and Rate Update Study Final Report. April 20.

Town of Windsor.2020b. Awards. Website: <https://www.townofwindsor.com/1061/Awards> accessed 7/29/20.

Town of Windsor.2020c. Parks & Recreation Department Digital Recreation Guide Fall 2020.September.

Town of Windsor.2020d.Website: <https://www.townofwindsor.com/171/Parks-Recreation>.Accessed 9/11/20.

Town of Windsor.2020e. MSR Questionnaire. September 17.

Town of Windsor.2020f. Website:<https://www.townofwindsor.com/721/Agendas-Minutes-Videos>. Accessed December 4.

West Yost Associates.2011. Town of Windsor 2010 Urban Water Management Plan.