

## **TOWN OF WINDSOR AGENDA REPORT**

**Joint Windsor Town Council, Windsor Redevelopment Successor Agency and Windsor Water District Meeting Date:** November 5, 2025

**To:** Mayor and Town Council  
**From:** Kim Voge, Planner III  
**Subject:** Professional Services Agreement with 4Leaf, Inc., for Technical Assistance with Transit Oriented Communities Affordable Housing Policy Compliance

### **Recommendation to Council:**

Authorize the Town Manager to execute a professional services agreement with 4Leaf, Inc., in an amount not to exceed \$200,000, for technical assistance with Transit Oriented Communities Affordable Housing policy compliance.

### **Strategic Plan Element:**

The recommended action supports the goal of Livability. Goal Statement: Preserve community character by maximizing the use of existing amenities and creating future opportunities that enhance quality of life for all.

### **Background:**

The Town of Windsor is a member of two regional councils of government: the Metropolitan Transportation Commission (MTC) and the Association of Bay Area Governments (ABAG). The two agencies coordinate regional transportation and land use planning for the nine Bay Area counties through long-range regional planning efforts, including *Plan Bay Area 2050*, and by distributing funds to local jurisdictions. More information about MTC and *Plan Bay Area 2050* can be found at the following website: <https://mtc.ca.gov/about-mtc>.

In September 2022, MTC adopted a new Transit Oriented Communities (TOC) Policy Guidelines, replacing its 2008 Transit Oriented Development Policy. The new TOC Policy advances *Plan Bay Area 2050* through the core elements of land use density, affordable housing, commercial stabilization, parking management, and complete streets/ multimodal access. The TOC Policy Guidelines are organized around four policy goals:

1. **Housing Supply and Affordability:** Increasing the overall housing supply, in part by increasing the density for new residential projects, and prioritizing affordable housing in transit-rich areas.
2. **Commercial Development:** Increasing the intensity of commercial development in transit-rich areas.
3. **Access and Mobility:** Prioritizing transit, active transportation and shared mobility (such as bike share and car share) within and to/from transit-rich areas.
4. **Partnerships:** Supporting and building partnerships to create equitable transit-oriented communities within the San Francisco Bay Area.

The TOC Policy applies to nearly 65 locations in the Bay Area that are located within a half mile of existing and planned transit stops and stations that are served by regional rail, commuter rail, light-rail transit, bus rapid transit, and ferries. The TOC requirements were established for four transit tiers, based on existing conditions and level of transit service. The requirements for residential density and parking

are defined separately for each transit tier. Sonoma Marin Area Rail Transit (SMART) service is Tier IV, which is characterized by suburban development and low frequency transit service. The Windsor Station Area/Downtown Specific Plan (Station Area Plan) provides development regulations for the station area.

TOC Policy compliance is voluntary; however, jurisdictions that are compliant will be more competitive for discretionary transportation funding, including One Bay Area Grants (OBAG). The Town of Windsor has been successful with past applications for OBAG funding, including awards of \$5 million over the past five years. This funding has assisted the Town with major transportation infrastructure projects that are in process. The next OBAG funding cycle will open for applications in January 2026.

In September 2024, MTC issued administrative guidelines for TOC Policy compliance. The TOC Policy Guidelines are complex, multi-disciplinary, and will require new and updated Town policies. Recognizing the limitations of local staff time and expertise, as well as the complexity of the TOC Policy, MTC offered grants for assistance.

On February 14, 2025, the MTC Planning Committee tentatively approved a total of \$1,200,000 in TOC grant awards for the Town of Windsor, including the following:

- Zoning/Density: \$650,000
- Affordable Housing: \$200,000
- Parking Management: \$150,000
- Station Access and Circulation: \$200,000

Staff has identified a path to full compliance that can be reached with the assistance of MTC's grants. An update to the Station Area Plan is planned to address the requirements for residential density and commercial development intensity; station access and circulation; and parking management. MTC has selected a consultant to assist the Town, for which MTC will manage the contracts and invoicing. The Station Area Plan update is expected to be an 18-month process that will kick off in January 2026.

The affordable housing policy grant comes from a different funding source and will be managed differently. In this case, the Town will select its own consultant and MTC will reimburse the Town for expenses.

On June 4, 2025, the Town Council authorized the Town Manager to execute a Master Funding Agreement (MFA) between MTC and the Town, which was executed on July 1, 2025. The MFA will allow MTC to reimburse the Town as needed.

On July 10, 2025, the Town released a Request For Proposals (RFP) for assistance with the affordable housing policies. Based upon the available options, past direction from the Town Council, and considerations of budget constraints and local control, the following policies were identified as preferred:

- Inclusionary Housing
- Public Lands for Affordable Housing
- Preventing Displacement from Substandard Conditions and Associated Code Enforcement Activities
- No Net Loss and Right to Return to Demolished Homes

If one or more of preferred policies is determined to be infeasible, staff will recommend an alternative.

On March 21, 2025, MTC issued a Notification of Housing Policy Development Award to the Town, which outlined the required next steps (Attachment 2).

On June 4, 2025, the Town Council adopted Resolution No. 4030-25, committing to take steps to comply with TOC policies as a condition for MTC allocating regional funding.

**Discussion:**

The consulting firm 4Leaf, Inc. was selected based upon their written proposal and an interview with Community Development staff. 4Leaf is a firm with extensive experience throughout California and in the north Bay Area. 4Leaf provides staffing for the Napa Sonoma Collaborative, which assisted most local jurisdictions with their 6th Cycle Housing Element updates and their Prohousing designations. The project management team for this proposal includes leaders with deep experience in Sonoma County. Staff has worked with the consultant team to agree upon the terms of the Professional Service Agreement (PSA), scope of work, and budget (Attachment 1).

**Fiscal Impact:**

Adopted appropriations in the FY 2025-20256 budget are not sufficient to cover the full cost of the proposed action item. However, the associated expenditure will be offset by a corresponding revenue source. A budget amendment is required to increase both revenues and appropriations. The following tables summarize the cost, budget amendment details, and resulting fund balance impact:

| <b>Fund Name</b> | <b>Cost</b>      | <b>Adopted Budget</b> | <b>Budget Amendment<br/>(Expense)</b> | <b>Budget Amendment<br/>(Revenue)</b> |
|------------------|------------------|-----------------------|---------------------------------------|---------------------------------------|
| Grant Fund       | \$200,000        | \$0.00                | \$200,000                             | \$200,000                             |
| <b>Total</b>     | <b>\$200,000</b> | <b>\$0.00</b>         | <b>\$200,000</b>                      | <b>\$200,000</b>                      |

|                                      | <b>Grant Fund (125)</b> |
|--------------------------------------|-------------------------|
| Beginning Estimated Fund Balance     | \$221,078               |
| Plus: Budget Amendment (Revenue)     | +\$200,000              |
| Less: Budget Amendment (Expense)     | -\$200,000              |
| <b>Estimated Ending Fund Balance</b> | <b>\$221,078</b>        |

The budget amendment increases both revenues and expenditures by \$200,000, resulting in no net impact to the ending fund balance. The additional revenue is anticipated from the Metropolitan Transportation Commission (MTC) and will be recognized in accordance with standard accounting matching principles.

**Environmental Review:**

The authorization of a Professional Services Agreement is not a project under CEQA, and therefore the recommended action does not require environmental review.

**Attachment(s):**

- [1. 4Leaf Inc. Professional Services Agreement](#)
- [2. MTC Housing Policy Grant Award Letter](#)
- [3. TC Resolution No. 4030-25 TOC Commitment](#)

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