

TOWN OF WINDSOR AGENDA REPORT

Special Joint Windsor Town Council, Windsor Redevelopment Successor Agency, Windsor Water District and Planning Commission Meeting Date: December 16, 2025

To: Mayor and Town Council, Chair and Planning Commission
From: Kim Jordan, Planner III
Subject: New Mill Creek Development Project

Recommendation to Council:

Review and Provide Comments on the Concept Plans for the New Mill Creek Development Project.

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:

In June 2019, the Mill Creek project was approved on a 20.3-acre site located (APNs 164-010-020, 066-170-033, 066-170-013, 164-020-008, 164-020-007, 164-020-006, 164-020-005, 164-020-041). The site consists of two roughly triangular areas, with the SMART railroad tracks along the westerly boundary, Windsor Creek along the easterly boundary, and existing residential neighborhoods along the northerly boundary. The project includes 360 units in 16 three-story buildings and two two-story buildings, including a pool, spa, and club room. The project also includes a private road/driveway along a portion of the creek, creekside trail, pedestrian bridge, and the extension of Bell Road (**Attachment 1**). The approved project includes a tentative map to create two parcels and 360 condominiums. The project approvals are still in effect through extensions allowed by the Town's Subdivision Ordinance and one automatic 18-month extension granted by the State.

On May 29, 2025, City Ventures submitted a Preliminary SB330 Application for development of the 20.3-acre Mill Creek project site with a new project ("New Mill Creek Project"). The New Mill Creek Project proposes 260 condominiums on the site with 10% (26) of the units affordable to moderate income households. As an affordable housing project, the project would be entitled to concession(s) and waivers as allowed by State law.

The preliminary plans include three product types:

- North area of site (Product A): 92 three-story units; 1,403 to 1,699 square feet
- Center area of site (Product B): 105 three-story units; 1,746 to 1,844 square feet
- South area of site (Product C): 63 two-story units; 1,597 to 2,040 square feet

All units include a two-car garage. The preliminary plans also include common open space for the use of project residents, and 104 surface parking spaces in the form of parallel on-street parking and 90-degree parking spaces adjacent to streets and alleys.

On September 25, 2025, as required by the Zoning Code, a Notice of Application was sent to owners and occupants within 300 feet of the project site to notify them of the application and provide an

opportunity to comment on the application. The comments received in response to the Notice of Application are included as **Attachment 2**.

In October 2025, City Ventures submitted an application requesting Town Council and Planning Commission Concept Review of the New Mill Creek Project. The application includes a Preliminary Project Statement (**Attachment 3**) and Conceptual Plans (**Attachment 4**). The application also states that a “Development Agreement between the company and Town of Windsor will be an essential tool to successfully implement the Mill Creek project.”

Discussion:

The pre-application concept review process provides an opportunity for a constructive and collaborative discussion early in the development process. It is an opportunity to review fundamental planning and policy issues, including interpretation and direction on aspects of the project that may not be clearly in conformance with adopted standards.

Concept Plans

The Conceptual Plans include:

- 260 for sale airspace condominiums, with 10% (26 units) affordable to moderate income households
- Paseo design that orients homes and front entries to a paseo rather than the street.
- Two garage parking spaces for each unit, either side by side or as tandem spaces, that are primarily accessed from an alley.
- Three product types that respond to the three different land use and zoning designations of the site.
 - *North area of site (Product A):* 94 three-story units; 1,403 to 1,700 square feet
 - *Center area of site (Product B):* 106 three-story units; 1,746 to 1,912 square feet
 - *South area of site (Product C):* 60 two-story units; 1,600 to 2,040 square feet
- Extension of Bell Road from the north end of site to connect to Bell Road at the south end of the site
- Extension of Bill Beedie Way into the project site
- Creekside trail
- 104 open parking spaces provided as parallel on-street spaces and as 90-degree spaces adjacent to a street or alley
- Private recreational amenities

The paseo design of the project is not a project design that is found in Windsor. The only example of a paseo-style project is the Old Redwood Highway Villages project that is currently under construction at the corner of Old Redwood Highway and Merner Drive.

General Plan

Land Use and Density

The site has three General Plan land use designations, which are summarized below.

- *North area of site:* High Density Residential; 16-32 units per acre; intended for high-density multi-family housing in areas served by major transportation routes and facilities
- *Center area of site:* Medium Density Residential; 8-16 units per acre; intended for attached units, including row houses and townhomes
- *South area of site:* Low Density Residential; 5-8 units per acre; intended for mix of housing types on smaller lots or as attached units, including townhomes.

Discussion: The conceptual plans are consistent with the allowable land use, density, and housing

types.

Community Place Area: The project site is located in the Downtown/Station Area Community Place **(Attachment 5)**.

Discussion: There are no specific Downtown/Station Area policies that apply to the project.

Policy LU-1.8 Transitions in Scale. The Town shall require that the scale and massing of new development in higher-density areas provide appropriate transitions in building height and bulk and are sensitive to the physical and visual character of adjoining lower-density neighborhoods.

Discussion: The Compact Residential area of the project site is located adjacent to lower density single-family development located on Johnson Street and Bell Road. This area is designated Town Center, indicating that the intent is for this area to redevelop over time into a denser mixed-use area. The concept plans locate three-story (Product A) units adjacent to this lower density development. Product B units are located adjacent to Ball Manor, a one-story lower density affordable project, designated Medium Density Residential. Given the scale of the plans, it cannot be determine whether the project provides a transition in scale through setbacks or architectural design features.

Policy LU-2.6 Incorporate Trails and Creeks. In the design of new residential development or the planning for a trail segment, homes should front onto “single-loaded” streets that front onto the trails and creeks whenever possible, consistent with the Creekside Development provisions in the Zoning Ordinance.

Discussion: The conceptual site plan does not include a single-loaded street along the creek as recommended by the policy. The site plan does include a trail along the creek with homes facing the creek trail and a small section of street along the creek trail with no homes.

Transportation and Mobility

The General Plan Circulation System Map (Figure M-1) identifies new streets, including the extension of Bill Beedie Way into and Bell Road through the project site.

Discussion: The conceptual plans include both streets.

M-1.4 Multimodal System Additions: The Town shall require all new development that proposes or is required to construct or extend streets to develop a transportation network that complements and contributes to the Town’s multimodal system, maximizes connections, and minimizes barriers to connectivity.

Discussion: The conceptual site plan appears to include sidewalks on only one side of the street. This appears to occur on the extension of Bell Road from the north end of the site to the roundabout, from the roundabout to the terminus of the street at the east end of the site, and along the north-south street in the center of the site. The street adjacent to the west property line appears to include a sidewalk on the east side of the street and the Class I SMART trail on the west side of the street.

Housing Element

H-1.2 Encourage a Range of Housing Types: The Town shall encourage development of a range of housing types affordable to various income groups, including single-family and multifamily dwellings, “move-up” housing, senior housing, secondary and other smaller units, and special-needs housing.

Discussion: The conceptual plans include three different types of for sale townhomes, including 10% that would be affordable to moderate income households. For sale airspace townhomes are not a housing type typically found in Windsor and may provide a more affordable type of home ownership than detached single-family homes on individual lots.

H-1.5 No Net Loss of Housing Capacity: Consistent with “no-net-loss” density provisions contained in

Government Code Section 65863, the Town shall consider the potential impact on the Town's ability to meet its share of the regional housing need when reviewing proposals to downzone residential properties, reclassify residentially designated property to other uses, or develop a residential site with fewer units than what is assumed for the site in the Housing Element sites inventory.

Discussion: The approved Mill Creek project includes 360 units and is included in the Town's certified Housing Element. To date, the approved project has proven financially infeasible to develop. The Housing Element does note that the Town is not counting on the Mill Creek project to meet its Regional Housing Needs Allocation (RHNA). The New Mill Creek project includes 100 fewer units. As part of a formal application, how a reduction of units on the site would affect the Town's ability to meet its RHNA would be analyzed.

Downtown/Station Area Specific Plan

The project site is located within the boundaries of the Downtown/Station Area Specific Plan ("Station Area Plan").

Land Use: The project site has three land use designations in the Station Area (**Attachment 6**) that correspond to the General Plan land use designation identified above, which are summarized below.

- *North area of site:* Compact Residential; 12-24 units per acre; townhomes are allowed at the lower density. Note: up to 32 acres a unit are allowed with Planning Commission finding that the increase in density is harmony with the surroundings.
- *Center area of site:* Medium Density Residential; 8-16 units per acre; may include attached homes at the higher range in the form of townhomes
- *South area of site:* Village Residential; 5-8 units per acre; housing on smaller lots or as attached units

Discussion: The conceptual plans are consistent with the allowable land use, density, and housing types. Based on the allowable density and site area, it appears that a maximum of 385 units would be allowed on the site. The overall density of the project is 12.81 units per acre. The specific uses allowed are determined by the Zoning Code (see discussion below).

Development Standards

The Station Area Plan includes development standards and guidelines that apply to development within the plan area. The Village Residential, Medium Density Residential and Compact Residential development standards apply to the project (**Attachment 7**).

Village Residential Standards: The Station Area Plan includes standards for density, minimum lot size, lot width, minimum and maximum setbacks, and lot coverage. Since the project would include a condominium map, the homes would not be located on their own lots. Therefore, these standards would typically be applicable to the entire parcel that would be developed. Due the information provided at the conceptual review stage, it cannot be determined whether the conceptual plans are consistent with these requirements. However, it is expected that the project is consistent with these requirements or can be modified to be consistent with these requirements. Additional requirements that apply to development in the Village Residential area of the site are discussed below. The Product C unit (orange) is the main unit located in the Village Residential area of the site.

Discussion: The front setback requires the building to be setback 13 to 20 feet from the front property line or back of sidewalk. The Product C (orange units) along the east-west street at the south end of the site may not be consistent with this requirement.

Garage Setback: A garage is required to be 18 feet from the front property line or back of sidewalk, whichever is greater. In this case, the back of sidewalk requirement would apply. The garage is also required to be located five (5) feet behind the front façade.

Discussion: Products B and C in the center of the site on the east side of the north-south street have garages that face a street. There does not appear to be a sidewalk on this side of the street. If there was a sidewalk on this side of the street, it does not appear that the location of the unit would comply with the setback. Additionally, only the garage faces the street, making the design inconsistent with the required 5-foot garage setback from the façade of the house.

Porch or Stoop: A porch or stoop with a minimum size of 48 square feet, minimum dimension of 6 feet by 6 feet is required, and raised 2 feet above the sidewalk is required.

Discussion: The Product C floor plans show a porch and patio for each unit. The dimensions and height above the sidewalk are not identified. However, the square footage of each is identified. Based on the square footage, it appears that the Product C complies or could be revised to comply with the size requirement. There is not enough information to determine whether the design complies with the 2-foot elevation requirement.

Building Entrances: The primary entrance is required to be located on the front façade, directly face the street, and be a minimum width of 20-percent of the street-facing façade.

Discussion: The conceptual plans include a paseo design, which orients homes to face a paseo, resulting in the primary entry facing the paseo and access to the garage typically from an alley, but in some cases from a street. The paseo design results in units with a side elevation facing the street, as shown for Product C (orange units) on the north-south street adjacent to the SMART tracks. It also results in Product B and C units on the north-south street in the center of the site having garages facing the street, since the front of the unit faces the paseo.

Parking Access: Garages are required to be accessed from a side street or alley whenever possible.

Discussion: The conceptual plans provide access to most garages from an alley. The primary exception is the north-south street in the center of the site, where Product C homes face the paseo adjacent to the creek trail. The garages for these homes are accessed from the street.

Medium Density and Compact Residential Standards: The Station Area Plan includes standards for density, minimum lot size, lot width, setbacks, and lot coverage (**Attachment 7**). Since the project includes an airspace condominium map, the homes would not be located on their own lots. Therefore, these standards would typically be applicable to the entire single parcel that would be developed. Due to the level of detail and information provided at the conceptual review stage, it cannot be determined whether the conceptual plans are consistent with these requirements. However, it is expected that the project is consistent with these requirements or can be modified to be consistent with these requirements. Additional requirements that apply to development of the Medium Density Residential Medium and Compact Residential areas of the site are discussed below. The Product A (yellow) unit is located in the Compact Residential area of the site and the Product B (blue) unit is located in the Medium Density Residential area of the site.

Building Height: The maximum building height in Medium Density Residential is 35 feet. The height allowed in Compact Residential is two (2) to four (4) stories.

Discussion: Product B is located in Medium Density Residential and the plans include a note that the building exceeds the allowed height. The Zoning Code allows height to be increased with Planning Commission approval of a Conditional Use Permit (see discussion below). Product A is located in the Compact Residential and is three (3) stories in height which is consistent with the allowed height.

Building Entrances: The primary entrance is required to be located on the front façade, directly face the street, and incorporate a porch or recess a minimum of 48 square feet.

Discussion: The conceptual plans include a paseo design, which orients homes to face a paseo, resulting

in the primary entry facing the paseo and access to the garage often from an alley. The floor plans identify a “patio” that exceeds the 48 square foot requirement. The Product A units closest to the street adjacent to the SMART tracks do not have facades or primary entrances that directly face the street. This may be due, in part, to the irregular shape of this part of the site. The Product B units along the east-west street have side elevations that face the street, since the building and primary entrance are oriented to the paseo.

Parking Access: Garages are required to be accessed from a side street or alley whenever possible.

Discussion: The conceptual plans show access to most garages from an alley. The primary exception is the along the north-south street in the center of the site, where homes face the paseo adjacent to the recreation area or creek. The garages for these homes take access from the street, rather than having the home face the street.

Parking: Each unit includes three bedrooms, which requires 2.0 parking spaces plus 0.5 spaces for visitors, which equals 2.5 spaces per unit.

Discussion: The parking required by the Station Area Plan exceeds the parking required by State Density Bonus Law, which requires 1.5 spaces per unit for 2 to 3 bedroom units and no visitor parking. State law may allow a further reduction in the required parking due to the site's proximity to the SMART station. The project includes two garage spaces for each unit plus 104 surface parking spaces.

Transportation

Figure 4-1 of the Station Area Plan identifies transportation improvements within the plan area (**Attachment 8**). Transportation improvements that apply to the project include:

- Bell Road extension through the project site with a bridge over Windsor Creek to connect to Bell Road on the south end of the site
- Bill Beedie Road extension into the project site
- Class I path along Windsor Creek
- Class I path along the SMART tracks
- One pedestrian bridge connecting the site to the Windsor Creek school site
- One pedestrian bridge connecting the site to Old Oak Road

Discussion: The conceptual plans include all of the improvements except: 1) the Class I path along the SMART tracks, which has already been built; and 2) the pedestrian crossings over Windsor Creek.

Zoning Code

The Zoning Code requirements apply to the project, when the Station Area Plan is silent. Additionally, the allowed uses are determined by the Zoning Code.

Zoning Designations. The site has three zoning designations, which are summarized below.

- *North area of site:* Compact Residential; 16-32 units per acre; intended for compact high-density housing near transit corridors or stops; typical dwelling units include apartments, condominiums, and townhomes.
- *Center area of site:* Medium Density Residential; 8-16 units per acre; intended for multi-unit dwellings and suitable near activity centers and along major thoroughfares; typical units include small single-unit dwellings, row houses and townhomes.
- *South area of site:* Village Residential; 5-8 units per acre: intended for mix of housing types on smaller lots or as attached units, with the higher density range appropriate near neighborhood centers, parks, and transit stops; intended for a mix of housing types on small lots.

Discussion: The conceptual plans are consistent with the allowed density and intended housing types. Product A units are located in the Compact Residential zoning district. Product B units are located in the Medium Density Residential area of the site. Product C units are located in the Village Residential area

of the site.

Allowed Uses (Table 17-10-01): The housing type proposed is defined as “Multi-Unit Dwelling.” This use includes structures designed as residences for two or more families living independently of each other. Multi-unit dwellings are a permitted use (no use permit required) in the Medium Density Residential and Compact Residential zoning districts and require approval of a Minor Use Permit in the Village Residential zoning district.

Discussion: The proposed townhome units are consistent with the allowed uses. Approval of a Minor Use Permit would be required to allow the townhomes in the area of the site zoned Village Residential.

Development Standards: The Zoning Code includes requirements for minimum lot size, lot width and depth, setbacks, and lot coverage. As discussed in the Station Area Plan section above, these requirements would typically be applied to the entire parcel, since the dwellings are not located on their own lots since they are airspace units.

Building Height: The Zoning Code allows a maximum height of 35 feet in all three zoning districts.

Discussion: It appears that Products A and C comply with the maximum height allowed of 35 feet. The plans note that Product B exceeds the maximum height. Zoning Code Section 17.20.040(D3) allows the maximum height to be exceeded by 25-percent with Planning Commission approval of Conditional Use Permit.

Creekside Development Standards (Section 17.22.020): A single-loaded street is required adjacent to creeks to provide physical and visual access, unless Planning Commission approves a Conditional Use Permit to remove this requirement.

Discussion: The conceptual site plan does not include a single-loaded street along the creek. It does include a creekside trail. With Planning Commission approval and subject to making the findings required in Zoning Code Section 17.22.020D9, a single-loaded street would not be required.

Walkability: Ground floor entrances are required to be provided as front doors or common entries that face a street or a courtyard that provides a direct walkway to the street.

Discussion: As discussed above, the project uses a paseo design, which orients the front of the homes and front door to a paseo rather than a street. While a paseo is not a courtyard, it does provide a direct connection to the street.

Multi-Unit Residential Design and Development Standards (Chapter 17.92): The Zoning Code includes design and development standards that apply to multi-unit residential development projects. Due to the level of detail provided at the conceptual review stage of a project, compliance with these requirements cannot be determined at this time. The most relevant standard for the conceptual plan is the Orientation requirement provided below.

Orientation: Multi-unit dwellings at the street are required to have a front entry that faces the street. Multi-unit dwellings that face two public streets are required to provide an accessible entrance along each street or a single corner entrance. Multi-unit dwellings that are not at the street are required to be oriented to shared interior space, which include plazas, paseos, and internal pedestrian spaces.

Discussion: The conceptual site plan uses a paseo design that orients the front of the home and front entry to a paseo that connects the building to a street.

Parking: Three or more bedroom units require 2.5 parking spaces per unit, inclusive of guest parking, and the spaces may be covered or uncovered.

Discussion: The conceptual plans include a two car garage for each unit plus 104 on-street parking spaces, which equals 2.4 spaces per unit. This is less than the parking required by the Zoning Code.

Additionally, the Zoning Code does not allow on-street parking to be counted toward the number of parking spaces required. However, the project is eligible to use State Density Bonus Law parking requirements and parking requirements that apply to projects proximate to transit (see discussion above).

Inclusionary Housing

The Zoning Code includes requirements for affordable housing that apply to housing projects with 10 or more units. The project proposes 10% (26 units) to be affordable to moderate income households, which is consistent with the requirements included in Table 17.98-01 Inclusionary Housing Requirements.

Required Entitlements

The expected entitlements include a tentative subdivision map to create 260 condominiums, Use Permit to allow additional building height for Product B, Minor Use Permit to allow townhomes in the Village Residential zoning district, and Site Plan and Design Review for multi-unit dwellings. The application also anticipates a Development Agreement. All of the entitlements would require Planning Commission review and approval. A Development Agreement requires Town Council approval with Planning Commission review and recommendation to the Town Council. As an affordable housing project, the project is eligible to use State Density Law parking standards and for one or more concession or incentive, as well as the waiver of development standards.

Conclusion

The applicant is requesting Town Council and Planning Commission feedback on the conceptual plans. The discussion above focuses on fundamental policy and planning issues, including compliance with Station Area Plan and Zoning Code requirements. The primary consideration may be whether the Town Council and Planning Commission support the use of the paseo design and for sale townhomes that may provide an alternative and potentially more affordable form of home ownership that is not currently available in Windsor. Should the Town Council and Planning Commission support the concept of the paseo design or the concept with some modifications, the development agreement is a tool that could allow modifications to the development standards. Additionally, as an affordable housing project, the project is eligible for waivers of development standards and a concession(s) or incentive(s).

Public Comment

The public comment received in response to the notice is included as **Attachment 9**.

Fiscal Impact:

There is no fiscal impact associated with the recommended action.

Environmental Review:

The recommended action does not constitute a “project” within the meaning of California Environmental Quality Act (CEQA) Guidelines Section 15378 and requires no environmental review.

Attachment(s):

1. [Approved Mill Creek Zoning and Site Plan](#)
2. [New Mill Creek Notice of Application Comments](#)
3. [2040 General Plan Station Area-Downtown Community Place](#)
4. [New Mill Creek Project Statement 2025-11-25](#)
5. [New Mill Creek Conceptual Plans 2025-11-25](#)
6. [Station Area Plan Figure 2-1 Land Use Diagram](#)
7. [Station Area Plan Development Standards](#)

8. Station Area Plan Figure 4-1 Transportation Improvements

9. Public Comment

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