



TOWN OF
WINDSOR COLORADO
COMPREHENSIVE PLAN
Honoring Our Past, Celebrating Our Future



TOWN OF WINDSOR
PLANNING COMMISSION

RESOLUTION NO. 2016-1

A RESOLUTION OF THE TOWN OF WINDSOR PLANNING COMMISSION APPROVING
AND ADOPTING THE 2016 TOWN OF WINDOR COMPREHENSIVE PLAN

WHEREAS, the Town of Windsor (“Town”) is a Colorado home rule municipality with all powers and authority provided by Colorado law; and

WHEREAS, § 2-7-20 (1) of the *Windsor Municipal Code* provides that the Town of Windsor Planning Commission (“Planning Commission”) is empowered to prepare and maintain, subject to periodic revision as necessary, a master plan (which is also alternatively referred to as a “comprehensive plan”) as described by state statutes; and

WHEREAS, C.R.S. § 31-23-206 provides that it is the duty of the Planning Commission to make and adopt a master plan for the physical development of the municipality, including any areas outside its boundaries, subject to the approval of the governmental body having jurisdiction thereof, which in the commission’s judgment bear relation to the planning of such municipality; and

WHEREAS, the master plan of a municipality shall be an advisory document to guide land development decisions; and

WHEREAS, the most recent version of the Town’s Comprehensive Plan was adopted in 2002, was subsequently updated in 2006, and has undergone annual review and updates, and has incorporated various findings and information from supplemental studies, including:

- The 2005 Windsor Vision 2025 Plan;
- The 2007 Parks, Recreation, Trails and Open Lands Master Plan; and
- The 2009 Housing Needs Assessment;
- The 2010 Downtown Design Guidelines and Financing Plan;
- The 2012 Windsor Housing Authority Strategic Housing Plan;
- The 2012 Downtown Windsor Parking Study;
- The 2013 Cache la Poudre River NHA Management Plan;

- The 2015 Demographics & Housing Opportunities Study;

and

WHEREAS, in fall of 2014, recognizing the need to undertake a comprehensive revision of the existing comprehensive plan, consolidate the many updates, studies and other plans relied upon, and prepare a new plan, the Town Board approved funding in the 2015 budget to support the effort; and

WHEREAS, beginning in March, 2015, the Town contracted with Houseal Lavigne Associates to prepare a new and updated comprehensive plan; and

WHEREAS, the Town has prepared a new and updated plan, entitled the *2016 Town of Windsor Comprehensive Plan* (the “Plan”); and

WHEREAS, a Comprehensive Plan Advisory Committee (“CPAC”) was created to serve as an advisory resource to work closely with Houseal Lavigne Associates and Town staff, and has reached out to the various stakeholders through meetings and workshops; and

WHEREAS, the Plan has undergone extensive community outreach, involving local taxing districts, developers, local business leaders and citizen participation through meetings and the use of online mapping tools and questionnaires; and

WHEREAS, a joint work session of the Town Board and Planning Commission was held on January 18, 2016 to review a draft Plan and provide further input; and

WHEREAS, the public review process has included at least one public hearing for which notice was provided by publication in accordance with C.R.S. § 31-23-208; and

WHEREAS, after consideration of all input from the public, its professional consultants and advisory boards, commissions and staff, the Planning Commission is prepared to adopt the *2016 Town of Windsor Comprehensive Plan*, a copy of which attached to this Resolution and incorporated herein by this reference as if set forth fully.

NOW, THEREFORE, BE IT RESOLVED BY THE PLANNING COMMISSION OF THE TOWN OF WINDSOR, COLORADO, AS FOLLOWS:

1. The attached *2016 Town of Windsor Comprehensive Plan*, including all attachments and appendices thereto, is hereby adopted.
2. The Chairman of the Windsor Planning Commission is authorized to execute this Resolution and the Secretary of the Windsor Planning Commission is authorized to attest thereto.

3. The Chairman's signature below shall be deemed to satisfy the requirements for verification of the action taken herein, and shall be recorded on the Comprehensive Plan and any other descriptive matter approved herein.

Upon motion duly made, seconded and carried, the foregoing Resolution was adopted by an affirmative vote of 6 in favor and 0 opposed this 2nd day of March, 2016.

TOWN OF WINDSOR, COLORADO
PLANNING COMMISSION

By: Gale G. Schick
Gale G. Schick, Chairman

ATTEST:
Victor Tallon
~~Secretary~~
Victor Tallon, Vice Chair

Prepared by



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ACKNOWLEDGMENTS

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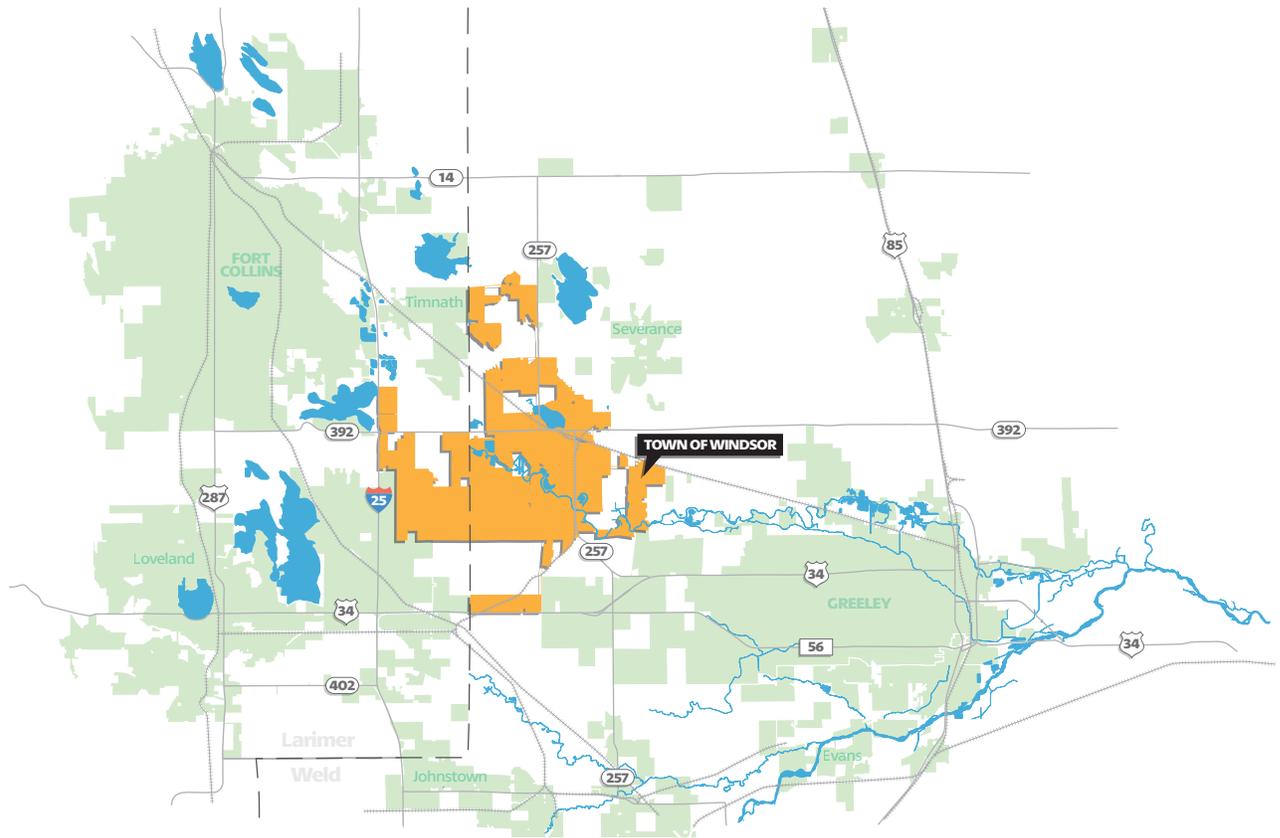
Chapter 1

INTRODUCTION

At the onset of 2015, the Town of Windsor initiated the process to update its Comprehensive Plan in order to provide a long-range vision for Windsor's future. The Town has experienced a considerable amount of growth and development since the 2002 Comprehensive Plan was updated in 2006, and required a new plan to respond to the changing landscape of the community. The 2016 Town of Windsor Comprehensive Plan reflects the community's rate of growth, while maintaining its high quality of life and unique character within the Northern Colorado Front Range region.

The Comprehensive Plan provides the framework for future growth and development. It guides development decisions by directing the use of land; the movement of vehicles and pedestrians; the protection of open spaces and environmental resources; development of key commercial and industrial areas; and investment in Downtown. The Comprehensive Plan promotes Windsor's unique assets to preserve its "small town" charm and character and create a sustainable balance between the built and natural environment. It will guide land use and development to achieve the vision of the community for the next 15–20 years.

The Windsor Comprehensive Plan serves as a foundation for decision-making and a reference for Town officials, residents, and stakeholders as they consider development proposals, capital improvements, infrastructure investments, policy changes, and other actions in the decades to come.



Planning Process

The Windsor Comprehensive Plan followed a seven-step planning process. This multi-faceted approach was used to analyze existing conditions, establish a community vision, formulate goals, develop plans and policies, and prepare recommendations and implementation strategies that are measurable and specific.

Step 1 Project Initiation & Outreach

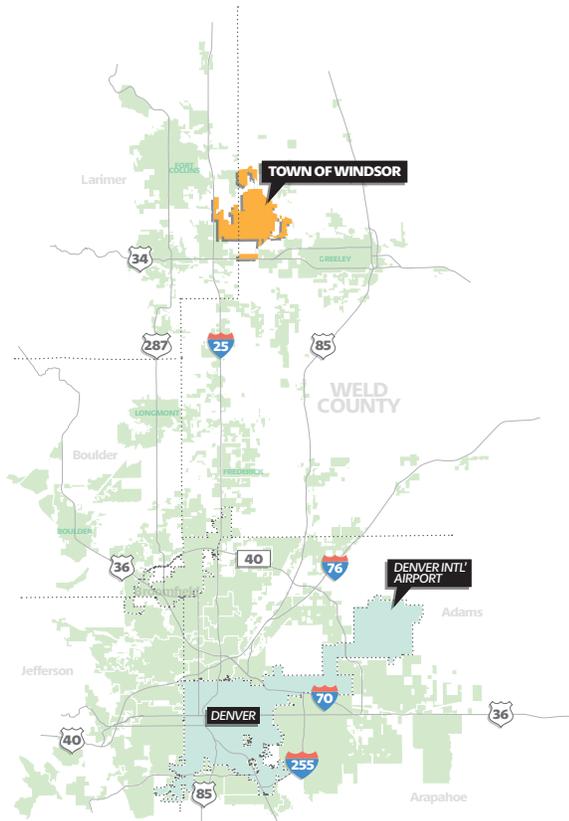
The planning process began with the creation of a Comprehensive Plan Advisory Committee (CPAC), made up of interested citizens, stakeholders, and leaders in the community, and kickoff meetings with Town staff, the Planning Commission, and Town Board. The CPAC met several times throughout the planning process to ensure the Plan addressed key issues and reflected the Windsor community.

Step 2 Community Engagement & Outreach

Community engagement and citizen participation were the cornerstones of the planning process. This step integrated both traditional (face-to-face) and web-based activities to obtain the broadest levels of participation. Community engagement and outreach was included throughout the entire planning process, with this step providing the initial participation efforts and laying the foundation for the remaining steps.

Step 3 Existing Conditions Analysis

This step included the analysis of existing conditions and future potential within the community. It involved inventorying, researching, and analyzing information provided by the Town, as well as feedback from community service providers and reconnaissance, surveys, and stakeholder input.



Step 4 Community Vision, Goals & Objectives

This step established an overall "vision" for the future of the Town of Windsor that provided focus and direction for subsequent planning activities and served as the cornerstone of the consensus building process. Plan Goals and Objectives were prepared to realize the vision set by the Windsor community.

Step 5 Community-Wide Core Plans & Policies

This step entailed the preparation of plans for growth and annexation; land use and development; transportation and mobility; open space and environmental features; community facilities; community character; and sustainability. These plans provide the core for the Comprehensive Plan and reflect community input and the Town's Goals and Objectives.

Step 6 Implementation Strategy

This step included the development of a preliminary implementation strategy, based on review and discussion of the core plan components with the CPAC. The implementation strategy identifies the actions to be taken; stakeholder roles and responsibilities; prioritization and timing of actions; and available funding sources best suited and most appropriate for the different recommendations and implementation actions.

Step 7 Plan Documents & Adoption

Based on the previous steps in the planning process, the draft of the Comprehensive Plan document was prepared for local review and consideration. This included the Planning Commission public hearing, presentation, and adoption, per Colorado statute.

ORGANIZATION OF THE PLAN

Vision, Goals & Objectives

The Town of Windsor Comprehensive Plan includes ten chapters organized by topic area. Chapters 1–9 contain a Vision Statement as well as a Goal and Objectives. Written as a retrospective summary, each Vision Statement articulates concepts and ideas that paint a tangible sense of what Windsor would look like and how it would operate 15–20 years following the adoption and implementation of the Comprehensive Plan. The Vision Statements are based on community input gathered throughout the planning process, and incorporate recommendations and strategies identified by the CPAC, residents, business owners, and Town staff. The Vision Statements include language from **Vision 2025 Document**, much of which is still relevant and applicable to the Windsor community.

The Goals and Objectives provide the framework for planning recommendations, policies, and future projects and actions that help make the Vision a reality. Goals describe end situations toward which planning efforts should be directed. They are broad and long-range and, although they may never be fully attained, they represent an end to be sought. Objectives describe more specific actions that should be undertaken in order to advance toward the overall goals. They may include policies, strategies, actions or projects, and provide specific guidelines for planning action.

Sustainability

Windsor's many attractive natural and open space areas have a significant contribution to the Town's identity. Part of the community's appeal has long been its balance between high-quality residential living blended with well-preserved natural areas that offer a diversity of environmental features. However, like many Front Range communities, Windsor faces challenges with its long-term water supply as well as the need for improved stormwater management and overall sustainability efforts. The Comprehensive Plan highlights best practices and policies that serve to protect these natural areas while also promoting municipal and community sustainability. For purposes of this Comprehensive Plan, "sustainability" refers to the following:

A dynamic, democratic process through which communities plan to meet the needs of current and future generations without compromising the ecosystems upon which they depend by balancing social, economic, fiscal, and environmental resources, incorporating resilience, and linking local actions to regional concerns.

— Adapted from APA Sustaining Places Task Force, 2012

Planning Jurisdiction & Boundary

The Comprehensive Plan addresses issues within the municipal boundaries of Windsor as well as unincorporated areas adjacent to the Town. Colorado Revised Statutes (§ 31–23–206) allows a local planning commission to adopt a comprehensive or "master plan" that addresses the physical development of the municipality, including any areas outside its boundaries for which it has jurisdiction (Growth Management Area).

Growth Management Area

The Comprehensive Plan includes land both within the Town of Windsor municipal boundaries, as well as unincorporated areas that fall within the Town's Growth Management Area (GMA). The land outlined within the GMA will likely experience development pressure and has the infrastructure improvements to support future development. The GMA is where future development should be directed and contained as well as delineates areas for future annexation.

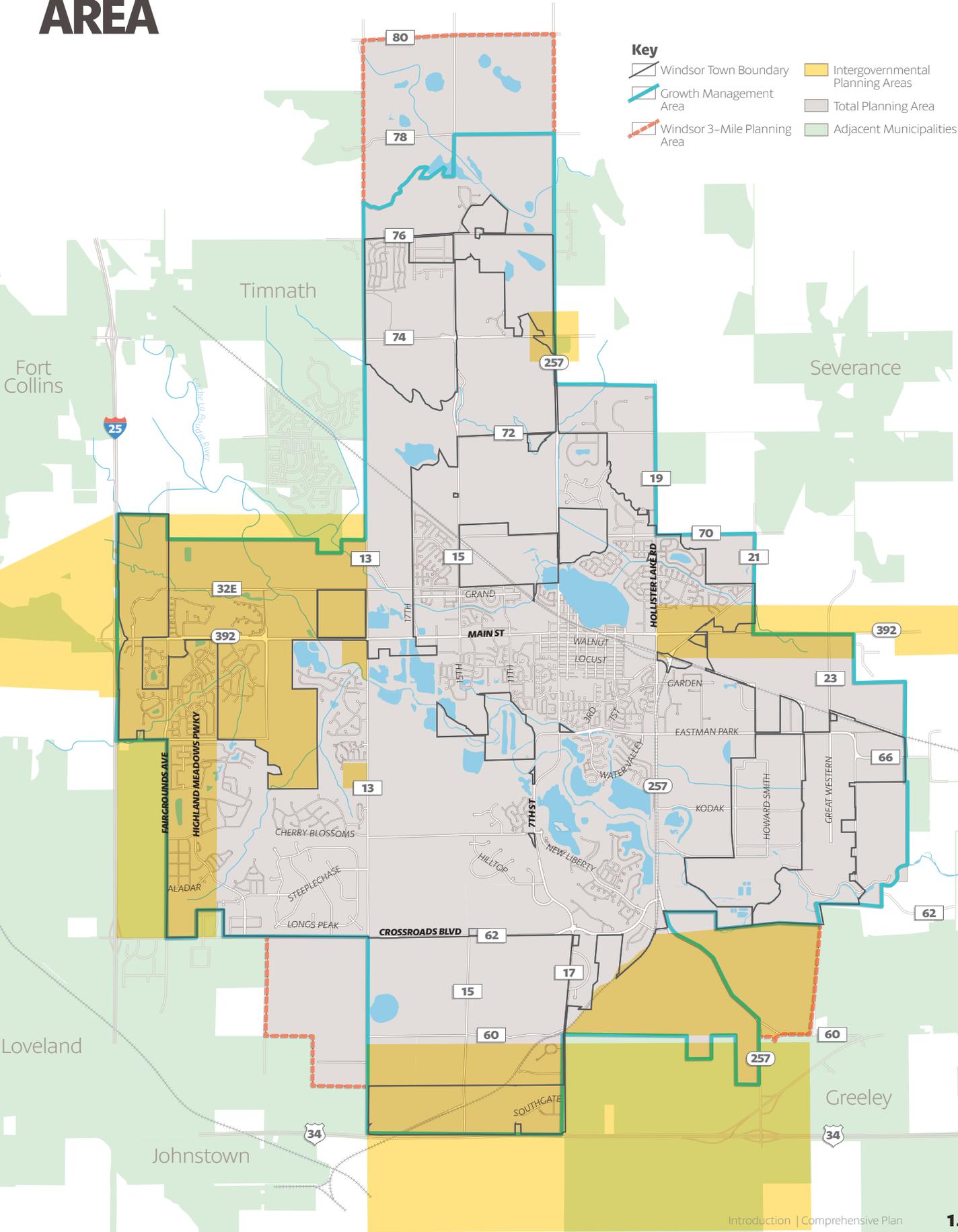
Windsor 3-Mile Planning Area

A municipality must have a plan in place for areas within a 3-mile distance from its municipal boundary prior to any annexation (Colorado Revised Statutes § 31–12–105). The 3-mile planning area does not include land incorporated by other municipalities or claimed through a formal intergovernmental agreement. The full extent of the Comprehensive Plan planning area serves as the 3-Mile Area, which is inclusive of the GMA as well as land outside the GMA. State law requires that a three-mile plan—represented by this Comprehensive Plan—be in place prior to the submission of any annexation within the three-mile planning area.

Intergovernmental Planning Areas

The Town of Windsor entered into several Intergovernmental Agreements (IGA) with neighboring municipalities to jointly plan for future development. This includes a determination of future land uses, and in some cases, revenue sharing. Additional information regarding Intergovernmental Planning Areas is addressed in **Chapter 5: Land Use & Development**.

PLANNING AREA





Chapter 2

COMMUNITY PROFILE

The Comprehensive Plan is founded upon a clear understanding of the Windsor community as it exists today. This chapter of the Comprehensive Plan presents a snapshot of the existing community profile, including its history, existing land use and current development regulations, and an overview of demographics and market conditions. The Town's past events, land use, and past planning initiatives, inform recommendations within the plan and shape future policy that can positively shape Windsor's built environment and community at-large.

The Comprehensive Plan is founded upon a clear understanding of the Windsor community as it exists today, which helps provide recommendations within the plan and shapes future policy that will influence the Town more broadly over the next two decades.



Community History

The history of Windsor spans more than 125 years. The area was settled by travelers of European descent in the late 19th century as a halfway point between Greeley and Fort Collins. Formally incorporated in 1890, the Town grew at a rapid pace with the introduction of the Greeley, Salt Lake and Pacific Railway and growth of the sugar beet industry.

Wheat fields were replaced with lucrative sugar beets, which were chopped, processed, and refined into table sugar. The Great Western Sugar Company, which was in operation from 1905 to 1966, attracted large immigrant families from Kansas and Nebraska who had emigrated as Germans-from-Russia to hand pick and cultivate the beets. The number of residents grew to point where the construction of several new schools was required, including the Park School, which serves as the present location of Windsor's Town Hall. Windsor's historic buildings stand as testament to the wealth of the sugar beet industry and the entrepreneurial spirit of its residents.

Sugar beet production slowed in the mid-20th century, and while it remained an important economic driver, the Windsor economy began to diversify with an emerging industrial sector. This included the arrival of the Kodak Colorado Division, which settled on 2,200 acres on the east side of town. More recently, Vestas Wind Systems built a large facility in the same area, which is now known as the Great Western Industrial Park.

In 2008, a tornado ripped through the Town, severely damaging residential neighborhoods and the iconic flour mill in downtown. Despite the devastation left in the wake of the tornado, the collaboration following the event demonstrated a community of volunteerism, support, and neighborliness. Historic structures were repaired, homes rebuilt, and parks restored through federal assistance, grants, community donations, and countless volunteer hours.

The Windsor community has also been shaped by its location adjacent to the Cache la Poudre River. The Poudre River is nationally known for its role in influencing water law, management, and development. Its historic and environmental significance was recognized in 2009, when it was designated as a National Heritage Area by Congress.

The history of Windsor is a story of entrepreneurship ingrained with agricultural heritage and community pride. Today, Windsor continues to improve its town, exemplifying the strength of its community.



Past Plans & Studies

The Town of Windsor has several existing plans and studies that have influenced, and will continue to influence, its growth and development. These plans serve as the foundation for many of the ideas, concepts, and recommendations within the Comprehensive Plan and have been incorporated throughout the Plan where past policies continue to be reflective of the community's vision. The Town's past plans and studies are summarized below, and are referenced throughout the Comprehensive Plan.

2006 Update of the 2002 Comprehensive Plan

The Comprehensive Plan for Windsor was developed in 2002 and updated in 2006. Since the 2006 version, the Plan was amended once in 2009, and amended twice in 2011. The update and amendments provide increased policy clarification, address changes to the Town's growth patterns, and reflect new intergovernmental agreements. The Plan provides policies for future land use and development, as well as, areas related to environmental and cultural resources, public utilities, transportation, and parks and open space.

Windsor Vision 2025 Plan (2005)

The Windsor Vision 2025 Plan provides a strategic plan to achieve a community-driven vision for the Town of Windsor. The document is the result of a major effort undertaken by the community, including numerous residents, stakeholders, and Town staff. It includes seven vision elements that include growth and land use management; economic vitality; infrastructure; downtown and neighborhood quality; social, cultural and recreational character; education; and transportation. The vision stresses land use diversity, fiscal responsibility, and economic growth.

Housing Needs Assessment (2009)

The Town commissioned a study to understand its housing needs with regard to a large economic spectrum. Shifts in the economy had created new jobs and an increase in home construction. The findings of the assessment indicate that in 2009, when the report was released, Windsor had an adequate amount of housing to meet the needs of the community. However, as the Town continues to expand, it will require additional affordable housing units (50 - 80% AMI, an annual household income of \$35,000 to \$56,000) to accommodate local service industry workers, as well as more workforce housing units (100 - 120% AMI, an annual household income of \$70,000 to \$84,000). The study also provides a list of potential strategies and incentives the town can utilize to encourage the desired type of housing for the community.

Demographics & Housing Opportunities Study (2015)

To better understand changing housing needs, the Town of Windsor commissioned a study to identify changing demographics and trends, as well as changes to existing development policies, in order to respond to emerging housing needs. With regard to housing trends, the study found that people place greater importance on neighborhoods, safety, access, and amenities over building characteristics. Furthermore, detailed analysis revealed that the Town's zoning and development incentives may not be producing the type of residential products and supporting developments that cater to changing housing needs.

Windsor Housing Authority Strategic Housing Plan (2012)

The Windsor Housing Authority adopted a Strategic Housing Plan to guide and fulfill its mission to create attainable housing for seniors and working families making low- to moderate incomes. Spurred by the aging population in Windsor and the need to create attainable housing for seniors, the Plan outlines five goals with objectives and strategies for implementation. Priority areas include increasing the supply and diversity of available housing, as well as launching educational campaigns that address the importance of attainable housing in the community.

Subarea Plans

The Town of Windsor has developed a subarea plan, the East Side Industrial Subarea Plan, that includes more detailed land use, transportation, and economic goals and recommendations. The Town of Windsor also has developed Intergovernmental Agreements (IGAs) with adjacent communities, including Fort Collins and Severance, and recently completed a Coordinated Planning Agreement (CPA) agreement with Weld County.

Downtown Corridor Plan (1999)

This plan includes standards and guidelines for SH 392 as it passes through Downtown. The Plan sets standards for parking, access, circulation, walkways, street furniture, bicycle parking, lighting, and architecture. While it goes into great detail for building design and siting, the off-street parking requirements may not facilitate the type of "small town" character that makes Downtown Windsor unique.

Downtown Windsor Parking Study (2012)

The Downtown Development Authority (DDA) commissioned a study in 2012 to understand the existing parking supply in downtown Windsor, as well as future parking needs. The study found 798 parking spaces within the DDA study area boundary, 70% of which consists of off-street parking. Key findings of the study indicate that existing levels of parking fall short of meeting current land use requirements with a 20% shortage; however, the existing supply is 40% underutilized during peak hours of non-event days. Given this information, parking shortages may be more of a perception than a reality. Short-term recommendations include revising parking requirements for Downtown Windsor, while long-term recommendations that would apply with increased parking utilization include the application of time restrictions, multi-modal improvements, and potentially purchasing land for Downtown parking.

Downtown Design Guidelines & Financing Plan (2010)

This plan used an interactive community outreach event to identify and address critical issues in Downtown Windsor. The Plan presents land use, streetscape design, and signage recommendations to create memorable experiences within four key character areas. This Plan focuses on placemaking strategies but also serves to update components of the 1999 *Downtown Corridor Plan*. This includes topic areas such as pedestrian walkways, but does not include detailed recommendations such as building height and parking ratios.

I-25 Regional Design Standards (2001)

Design standards cover areas abutting the I-25 corridor for 32 miles and extending one-mile east and west of the corridor. The guidelines were developed by 10 organizations, including six municipalities and two counties. The document includes recommendations for land use locations and their accompanying design. This encompasses single family residential areas, multi-family, mixed use, employment centers, and commercial areas. The design standards provide guidelines for site development including building siting, parking, landscaping and buffering, and signage, among others.

Parks, Recreation, Trails & Open Lands Master Plan (2007)

This five-year plan provides guidance for community resources, recreation goals and policies, needs concerning parks, recreation, cultural affairs and museums, open lands, and trails, and strategies and action steps for implementing the Plan. According to the GRASP® analysis performed in the Plan, 66% of the community has access to at least some recreational service within 1/3 mile of their home; however, 55% of the community does not have access to quality service for a typical residential area. Many aspects of the plan have been implemented since adoption to improve access to and the number of parks. The Town is currently updating the plan, and the new *Parks, Recreation & Culture Master Plan* is planned to be a sustainable program that provides guidance for the next 15–20 years.

Cache la Poudre River NHA Management Plan (2013)

In 2009, Congress designated the Cache La Poudre River as a National Heritage Area. As such, a required management planning effort began in 2010. This is an intergovernmental/private/public cooperative plan representing the goals of the Poudre Heritage Alliance (PHA), which is a Colorado non-profit organization, established in 2002. The Town of Windsor is a member of the PHA, as well as Fort Collins and Greeley.

The Plan established signs along the river corridor, including signs in Windsor, recognizing the National Heritage Area. The Poudre Heritage Trail is the primary bicycle/pedestrian/equestrian link between Greeley, Windsor, and Fort Collins; is a key wildlife corridor, and serves as a major regional recreational and educational amenity. The Plan seeks to broaden awareness of the area through educational programs and research projects, preserve natural, cultural and economic resources, and promote the area as a premiere nature and heritage tourism destination.

Development Guidelines & Specifications

In addition to the above plans and studies, the Town of Windsor has developed several other documents that guide development. These include the Commercial Corridor Plan – Design Criteria and Procedures (2010), Tree and Landscape Standards (2006), Design Criteria and Construction Specifications for Streets, and Design Criteria and Construction Specifications for Water and Sewer Systems.

Existing Land Use

The current land use and development patterns in Windsor were documented through a detailed inventory based on fieldwork reconnaissance conducted in the spring of 2015. All parcels in Windsor and the planning area are categorized under one of 12 land use designations.

Agriculture

The Agriculture land use designation consists of cultivated fields actively used for raising crops, livestock, and other farming related activities. This designation may also include accessory buildings and uses such as single-family homes.

Estate Residential

The Estate Residential category includes single family homes that are set on large lots. This residential use is low-density in nature, with many parcels including large undeveloped areas and/or agricultural and equestrian uses. Estate Residential may be part of a planned subdivision or have developed individually over time. Many Estate Residential uses are located within the Growth Management Area (GMA), but outside of the Windsor municipal boundary.

Single Family Detached

Single Family Detached land uses consist of stand-alone residences generally sited as part of a planned subdivision. Single Family Detached residential housing represents the predominant housing type in Windsor.

Single Family Attached

The Single-family Attached designation include a series of lots with one or more single-family units that may share a wall, typically arranged horizontally with a dedicated entrance for each housing unit. Single-family attached uses can be integrated with Single Family Detached uses and generally include duplexes and townhomes.

Multi-family

Multi-family land uses include residential structures that contain multiple dwelling units. They are usually stacked vertically and attached horizontally, and typically have common hallways and other amenities. This category includes apartments and condominiums, but may also include senior housing and assisted living facilities.

Commercial

Commercial land uses include those areas used for the sale of goods and services. The designation includes local commercial uses that typically serve the needs of residents and the immediate surrounding area, as well as regional commercial uses that cater to a larger market areas. Specific uses may include restaurants, gas stations, medium- or big-box grocers or retailers, small offices, etc. that are sited as a stand-alone use or part of a multi-tenant commercial center.

Light Industrial/Business Park

Light Industrial/Business Park land uses include the light manufacturing, processing, production, and/or distribution of goods. Activities tend to occur inside structures, with outdoor areas limited to storage or distribution. This land use category also includes business parks used to support industrial operations, research, or logistics. These industrial/business parks are developed as master planned developments with interconnecting roadways.

Heavy Industrial

Heavy industrial uses generally include large-scale facilities that involve the processing of chemicals and plastics, refineries, and industrial machinery. For purposes of initial analysis within the Existing Conditions Report, this category also includes mining activities that occur at several active quarries. Industrial uses can have freight traffic, visual, noise, or environmental impacts on adjacent areas.

Public/Semi-public

The Public/Semi-public land use designation includes schools, places of worship, libraries, government offices, social service providers, parks/open space/trails, which support activities for the benefit of the general public. Public/Semi-public land uses are generally integrated within and adjacent to residential and commercial land uses.

Parks & Open Space

Public Parks and Open Space areas include parcels that are designated for active recreation, typically hosting fields, facilities, and supporting amenities related to athletics and public gathering. The designation also encompasses natural areas within the community that remain undeveloped due to development constraints or important environmental features such as wetlands, large tree stands, creeks, and ecosystems.

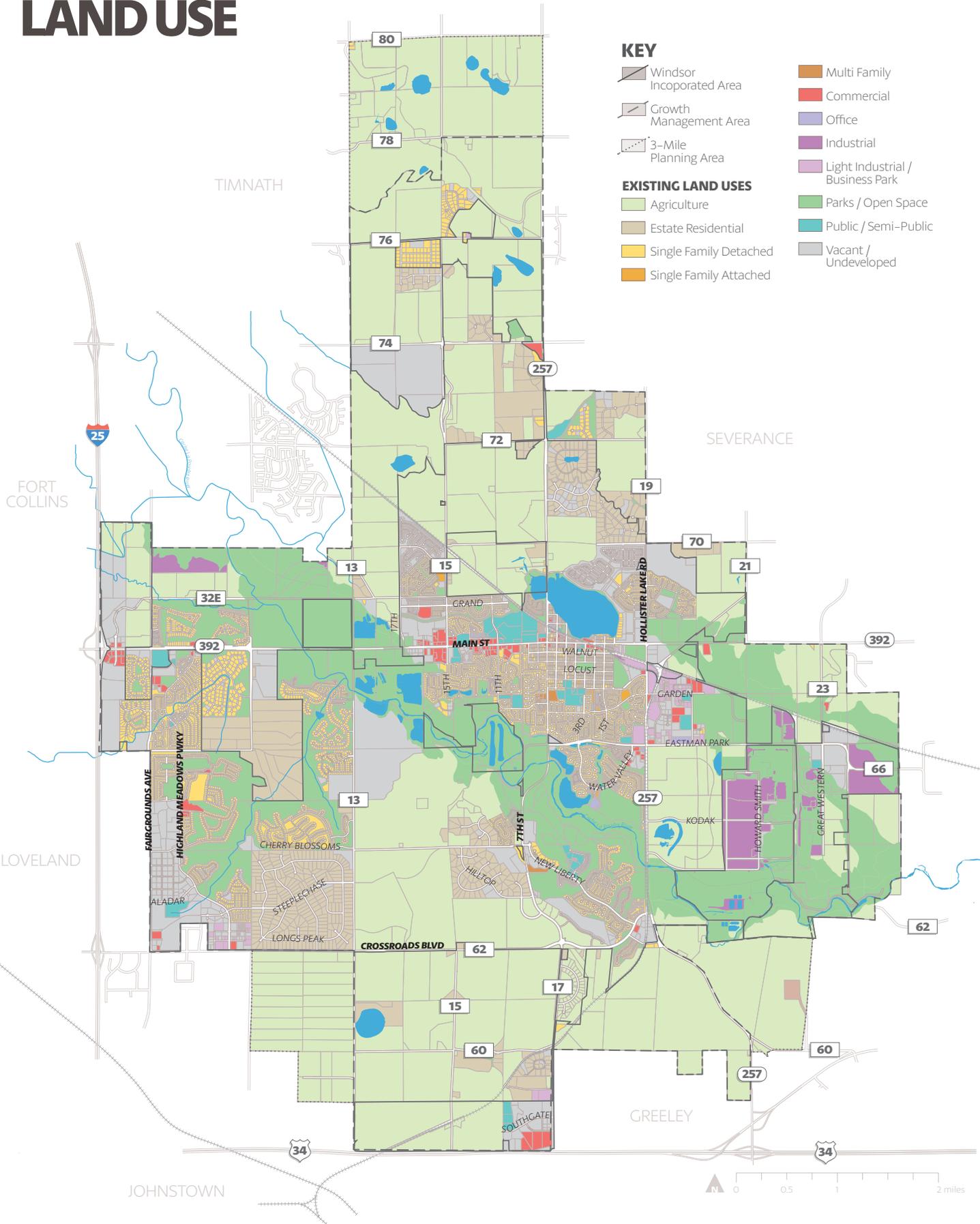
Utility/Transportation

The Utility/ Transportation land use designation includes areas of the community dedicated to infrastructure related to railroad rights-of-way, electricity, water distribution, collection and refinement.

Vacant/Undeveloped

The Vacant/Undeveloped land use designation encompasses vacant parcels and land not used for active agriculture, which can reasonably be considered for development. It also includes parcels platted for residential or commercial uses, but not yet developed.

EXISTING LAND USE



KEY

- Windsor Incorporated Area
- Growth Management Area
- 3-Mile Planning Area

EXISTING LAND USES

- Agriculture
- Estate Residential
- Single Family Detached
- Single Family Attached

- Multi Family
- Commercial
- Office
- Industrial
- Light Industrial / Business Park
- Parks / Open Space
- Public / Semi-Public
- Vacant / Undeveloped



Zoning Regulations

Zoning regulations are located within the Town of Windsor Municipal Code, Chapter 16. The Zoning Code includes requirements for 14 zoning districts. These districts include:

Single Family Residential Districts (E-1, E-2, SF-1)

Single family residential districts are intended to accommodate detached, single family homes on lots that range from 6,000 square feet to more than one acre in size. The E-2 provides density bonuses for the application of conservation development and open space. All districts permit institutional uses such as schools and places of worship. In addition, single family residential districts permit oil and gas facilities pursuant to conditional use regulations. It should be noted that oil and gas is allowed as a conditional use in all zone districts according to Colorado statutes that protect mineral owners' right to access and develop the resource.

Single Family Attached Residential Districts (SF-2)

The single family attached residential district is intended for the development of low density townhomes and duplexes. Similar to the single family residential districts, this district permits certain institutional uses.

Multi-family Residential Districts (MF-1, MF-2)

The multi-family residential districts are intended to accommodate high-density housing units. The MF-1 districts allows for two or more dwelling units, with a minimum lot area of 2,400 square feet per unit, and MF-2 districts permitted four or more dwelling units, with a higher density of one unit per 1,400 square feet.

Residential Mixed Use District (RMU)

The RMU district allows for a mix of land uses within the same parcels, which is intended to improve pedestrian and traffic circulation and facilitate the preservation of the natural landscape. The district permits all residential districts as well as recreational uses, office buildings, and fully-enclosed light industrial land uses. It is important to note; however, that while this district permits a mix of uses, it is not required.

Commercial Districts (CB, NC, GC)

This district is intended to guide a range of commercial development. A different district has been established for each type of commercial area including the central business district, general commercial uses along key corridors, and neighborhood retail nodes. While the General Commercial (GC) district permits strictly commercial uses, with the exception of places of worship, the Neighborhood Commercial (NC) district allows for live/work units and the Central Business (CB) district allows for residential uses on upper floors of buildings within the district.

Industrial Districts (I-H, I-L)

The industrial districts are intended to establish areas for industrial use that limit impacts to the community. The Limited Industrial (I-L) permits general manufacturing, warehousing, automobile repair, and businesses associated with the construction trade, among others. The Heavy Industrial (I-H) district permits more intense industrial uses that include uses such as petrochemical industries, refineries, trucking operations, and foundries. These districts must also comply with performance standards that include regulations with regard to glare and heat, vibration, and smoke, odor, and particle emissions.

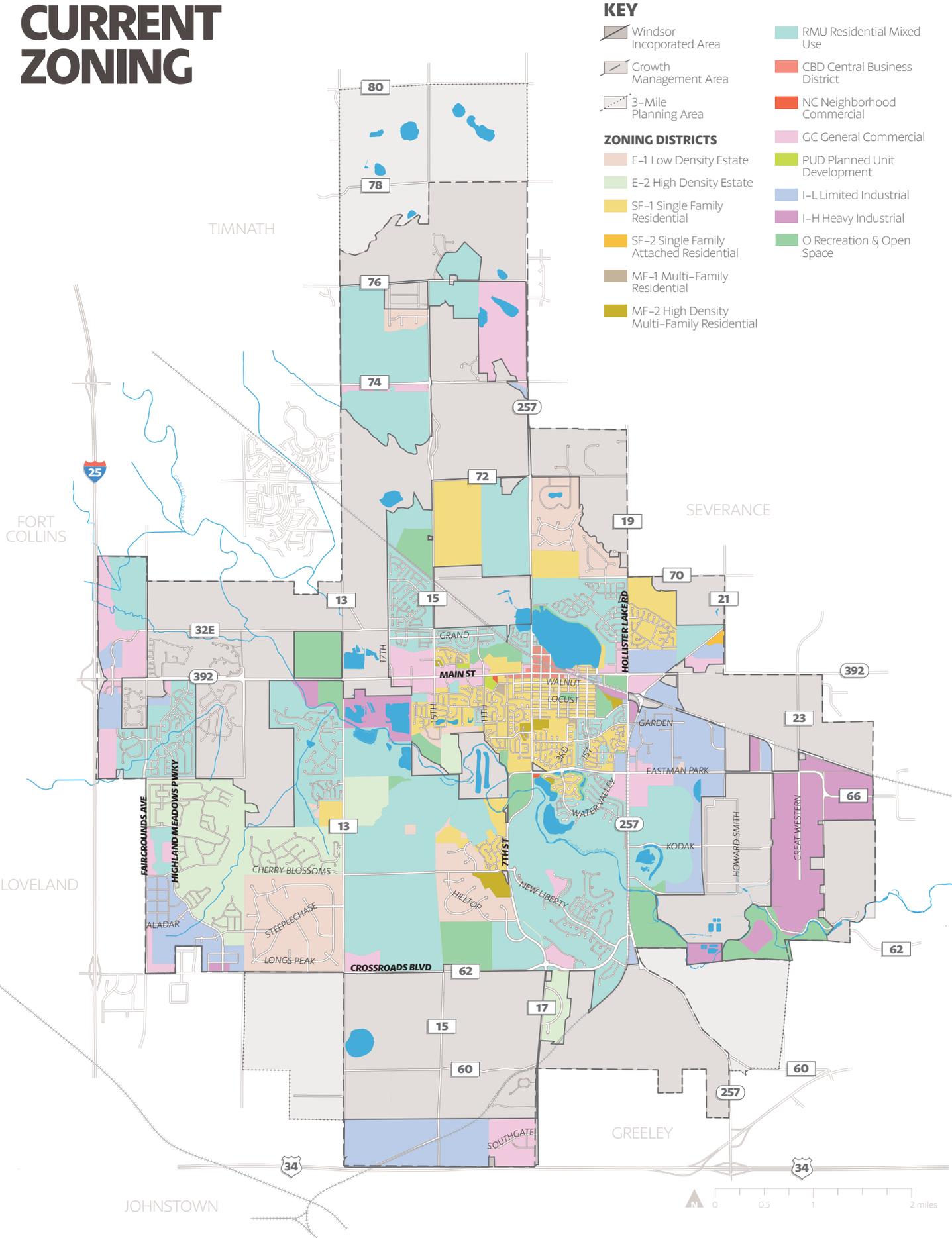
Recreation and Open Space District (O)

The Recreation and Open Space district (O) is intended to preserve land for recreational uses and public and private open spaces. It permits public and private parks, public schools, and recreational facilities. Lot sizes within this district must be a minimum of 2.75 acres.

Planned Unit Development (PUD)

The Planned Unit Development (PUD) district is intended to apply to large tracts of land and allow for flexibility with land use and development standards. PUD districts are permitted to modify subdivision regulations but must provide adequate buffers between the district and adjacent uses.

CURRENT ZONING



Market & Demographic Analysis

An analysis of the Town of Windsor’s demographic and market conditions was conducted to better inform the planning process and provide the necessary background information for developing market-viable recommendations. This chapter provides an overview of six topics: (1) population demographics, (2) employment, (3) housing market, (4) retail market, (5) office market, and (6) industrial market.

Each section presents and assesses current trends, notes important market implications, and assesses potential for future growth and development opportunities. Where applicable, Windsor is compared with the greater metropolitan region as defined by the North Front Range Metropolitan Planning Organization (NFRMPO) to provide better context. Collectively, this information provides a snapshot of the Town’s competitive position within the region.

Demographics Overview

This section provides an overview of key demographic factors within Windsor, such as population, age, income, race, and ethnicity. All data was obtained from ESRI Business Analyst (a third party entity that provides up-to-date market, demographic, and lifestyle data), NFRMPO, the Town of Windsor, and the U.S. Census Bureau.

Demographic Summary Windsor & North Front Range MPO

WINDSOR	2000	2010	2015	2020	2040	PROJECTED CHANGE (2010-2020)	
Population	9,896	18,644	22,021	25,693	*	+7,049	+37.8%
Households	3,563	6,732	8,003	9,343	*	+2,611	+38.8%

NORTH FRONT RANGE MPO	2000	2010	2015	2020	2040	PROJECTED CHANGE (2010-2020)	
Population	*	488,513	537,273	603,776	896,191	+115,263	+23.6%
Households	*	186,459	207,951	234,379	351,176	+47,920	+25.7%

Source: ESRI Business Analyst; North Front Range Metropolitan Planning Organization; Houseal Lavigne Associates

*denotes change from 2014-2019 as 2010 data was unavailable

Population

Windsor's population is increasing. Windsor's population has steadily increased at a high rate since the early 2000s, accounting for a gain of 12,125 residents between 2000 and 2015, and is anticipated to continue growing.

- Windsor's population is projected to increase by 37.8% between 2010 and 2020.
- Projections estimate the Town to have a total population of 25,693 in 2020.
- The population in the NFRMPO region is projected to grow by 23.6% between 2010 and 2020, and by 66.8% between 2015-2040.
- Increases in population and employment in the region will have local implications on everything from traffic to municipal services.

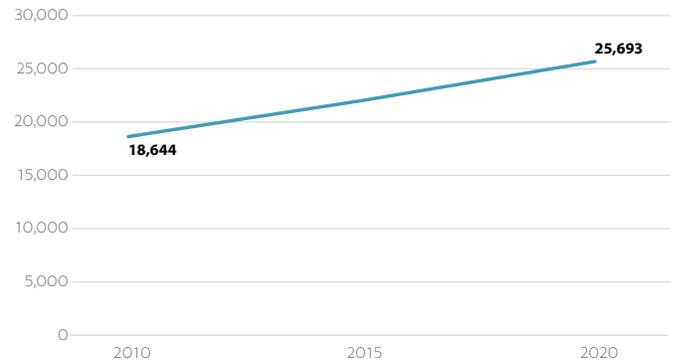
Age

The Windsor population is aging. The Town is experiencing a steady increase in age cohorts over 55, rising by 33.9% between 2010 and 2015. This trend is expected to continue, but at a slower rate between 2015 and 2020, with a 21.6% increase.

- The Town's median age of 38.7 is 15.5% higher than the regional average (33.5). Conversely, the Town has a slightly larger share of children and teenagers, with 29% compared to 27%.
- The Town has a lower share of residents in the Young Adult (20-34-years-old) age cohort (16%) when compared to the MPO region (24%). The presence of several universities, including Colorado State University in Fort Collins and Northern Colorado University in Greeley, has some impact on the regional statistics.

Population Change (2010-2020)

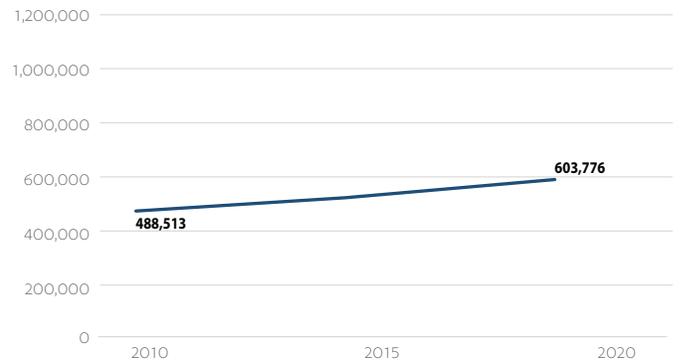
Windsor



Source: ESRI Business Analyst; North Front Range Metropolitan Planning Organization; Houseal Lavigne Associates

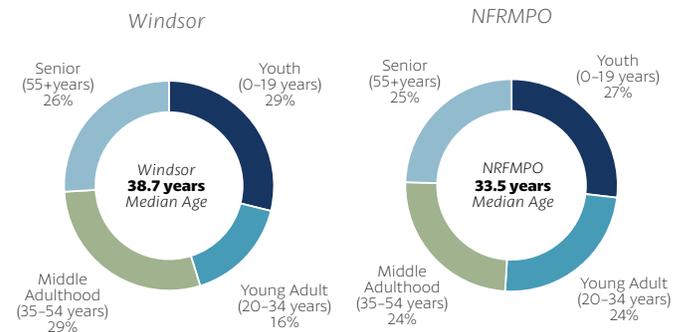
Population Change (2010-2020)

NFRMPO



Source: ESRI Business Analyst; North Front Range Metropolitan Planning Organization; Houseal Lavigne Associates

Age Distribution (2015)



Source: ESRI Business Analyst

Race & Ethnicity

Town's racial composition will remain relatively unchanged. Windsor is a primarily white community as defined by the U.S. Census. The Town is projected to see nominal increases in Hispanic populations between 2014 and 2019, with slight increases in racial diversity.

- The Town's white population (93%) is 6.6 percentage points higher than the NFRMPO region, indicating that the regional population is slightly more racially diverse.
- Windsor's Hispanic population (9.5%) is smaller than the NFRMPO (19.1%)

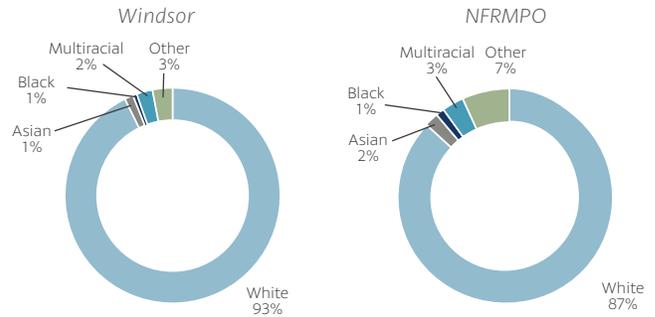
NOTE: The racial and ethnic categories discussed here are defined by the U.S. Census. For the U.S. Census definition, those individuals who identify themselves as "Hispanic" (which is an ethnicity) also identify with a racial category such as "White" or "Black" As such, the Hispanic category cannot be added to the sum of the racial categories.

Income

Household incomes in Windsor are increasing. Projections indicate that household incomes \$75,000 or higher will increase between 2015 and 2020, while incomes lower than \$75,000 will decrease.

- Household incomes between \$15,000 and \$24,999 will see the largest decrease (36.4%), while incomes between \$100,000 and \$149,999 will see the largest growth at 18.7%.
- The Town's median household income for 2015 is \$80,983, which is 40% higher than the region's median household income of \$57,617.
- The gap between Town and region median household incomes is expected to decrease to 35% between 2015 and 2020, representing a difference of just under \$24,000.

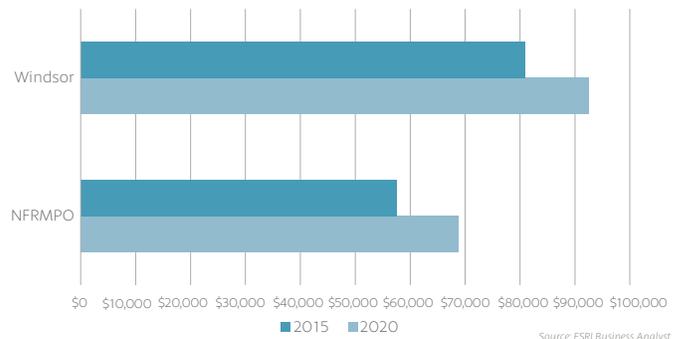
Racial Composition (2015)



Source: ESRI Business Analyst

Median Household Income (2015, 2020)

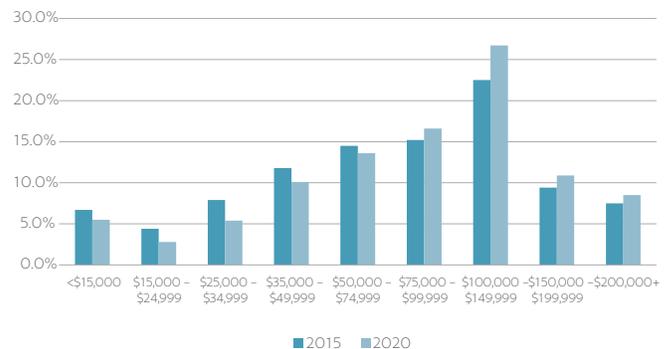
Windsor & NFRMPO



Source: ESRI Business Analyst

Households by Income (2015, 2020)

Windsor



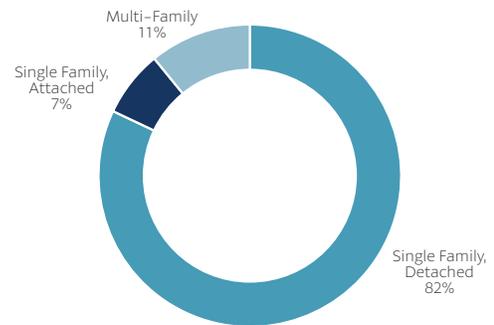
Source: ESRI Business Analyst

Housing Market Overview

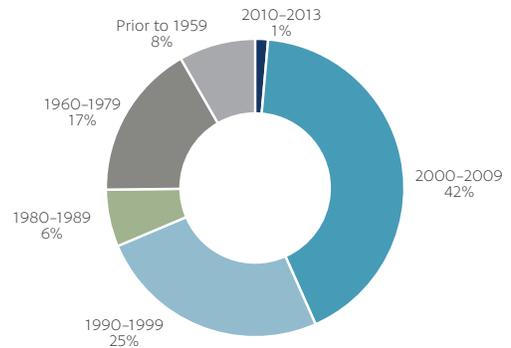
As of July 2015, the Town of Windsor contained 8,700 housing units, including 191 vacant dwellings. The typical housing unit in Windsor is an owner-occupied, single family detached home.

- The 2015 vacancy rate of 5.6%, is projected to remain relatively stable through 2020.
- Based on available data, a conservative projection anticipates between 980 - 1,250 new housing units to be constructed between 2015 and 2020.
- Single family detached units comprise 82% of all housing units, single family attached for 7% and multi-family for 11%.
- 42% of homes in Windsor were built between 2000-2009.
- Windsor saw an increase in median sales price of 16% between 2014 and 2015.

Housing by Type (2009-2013 Avg.) Windsor

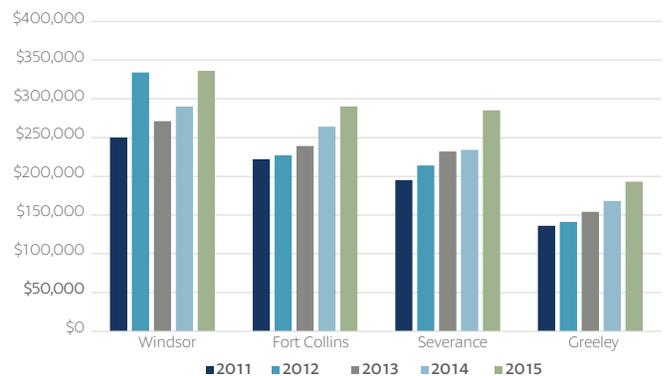


Housing Age (<1950-2013) Windsor



Source: 2009-2013 5-Year American Community Survey

Median Home Sales Price (2011-2015) Windsor & Neighboring Communities



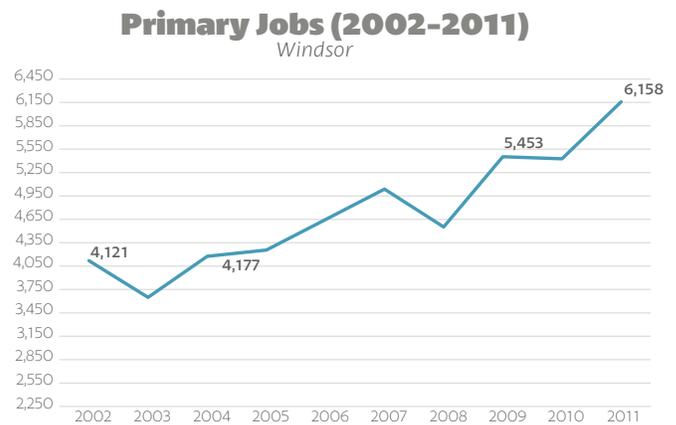
Source: Zillow; data has been retrieved for April of each year

Employment Overview

Employment in Windsor has increased over the past decade, with the addition of 2,037 jobs between 2002 and 2011. The top three employment industries include manufacturing (35.8%), Professional, Scientific and Technical Services jobs (10%), and Health Care jobs (10%).

- In 2011, only 6.2% of residents both worked and lived in Windsor. 5,164 employees commuted to Windsor for work on a daily basis, while 9,899 employed residents left the Town for work on a daily basis.
- Within Weld County, the three industries projected to see the greatest increase in jobs between 2013 and 2023 are: Truck Transportation (+4,129 jobs); Support Activities for Mining (+5,547 jobs); and Heavy and Civil Engineering Construction (+3,417).
- Within Larimer County, the three industries projected to see the greatest increase in jobs are: Professional, Scientific, and Technical Services (+8,761 jobs); Administrative and Support Services (+4,975 jobs); and Specialty Trade Contractors (+4,072 jobs).

- Windsor residents primarily commute to Fort Collins (20%), Greeley (12%), Windsor (9%), Denver (9%), and Loveland (8%) for work.
- Employees working in Windsor primarily commute from Fort Collins (19%), Windsor (16%), Greeley (15%), and Loveland (10%).



Source: U.S. Census Bureau, Center for Economic Studies

Major Employers

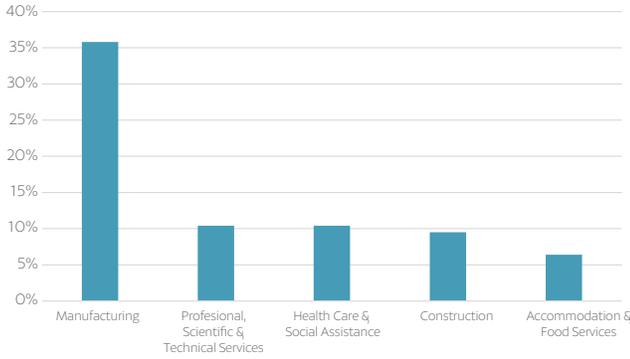
Windsor

EMPLOYERS	# OF EMPLOYEES
Weld County School District	664
Vestas Blades America Inc	558
Carestream Health Inc	469
Eastman Kodak Dip	225
Owens Brockway Glass Container Inc	190
King Soopers	142
Consumer Education Outreach	111
Sava Senior Care	108
Metal Container Corp	104
Town Of Windsor	101
Accentcare	100
Universal Forrest Products	94

Source: Town of Windsor, 2014

Top Five Industries (2011)

Windsor



Source: U.S. Census Bureau, Center for Economic Studies

Job Growth (2013-2023)

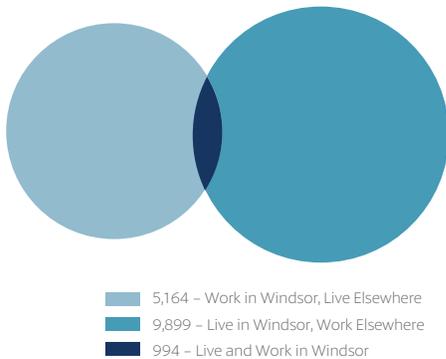
Weld & Larimer Counties

INDUSTRY	2013 ESTIMATED EMPLOYMENT	2023 PROJECTED EMPLOYMENT	2013-2023 ANNUAL % CHANGE	TOTAL EMPLOYMENT CHANGE
WELD COUNTY				
Truck Transportation	2,469	6,598	10.30%	4,129
Petroleum and Coal Products Manufacturing	2	5	9.60%	3
Heavy and Civil Engineering Construction	2,622	6,039	8.70%	3,417
Management of Companies and Enterprises	1,292	2,932	8.50%	1,640
Support Activities for Mining	5,038	10,585	7.70%	5,547
Oil and Gas Extraction	921	1,876	7.40%	955
Nonstore Retailers	104	200	6.80%	96
Professional, Scientific, and Technical Services	2,262	4,129	6.20%	1,867
Nonmetallic Mineral Product Manufacturing	646	1,035	4.80%	389
LARIMER COUNTY				
Support Activities for Mining	153	371	9.30%	218
Management of Companies and Enterprises	720	1,510	7.70%	790
Professional, Scientific, and Technical Services	9,463	18,224	6.80%	8,761
Specialty Trade Contractors	6,051	10,123	5.30%	4,072
Administrative and Support Services	8,725	13,700	4.60%	4,975
Wood Product Manufacturing	214	326	4.30%	112
Fabricated Metal Product Manufacturing	519	754	3.80%	235
Private Households	188	272	3.80%	84
Furniture and Related Product Manufacturing	363	525	3.80%	162
Heavy and Civil Engineering Construction	903	1,287	3.60%	384

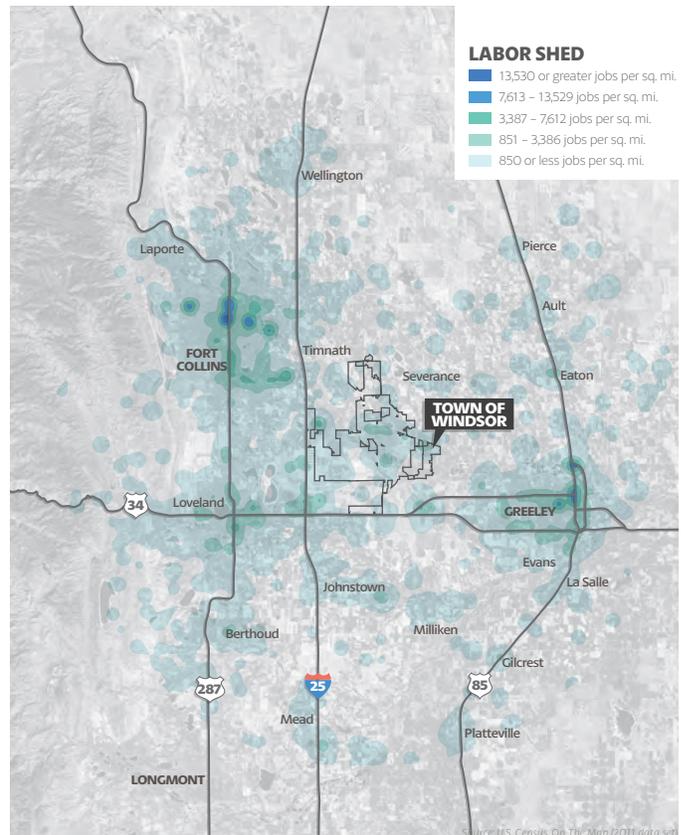
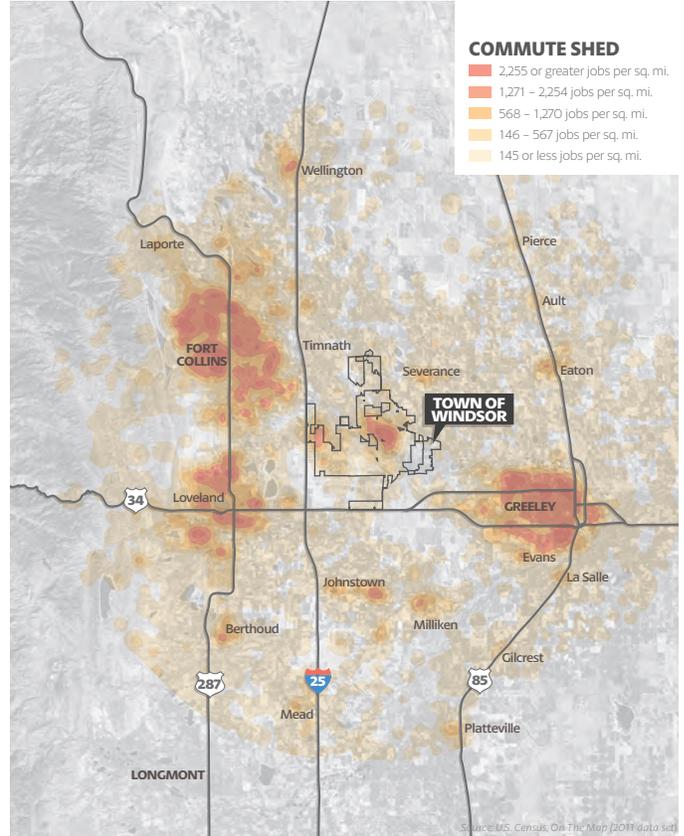
Source: Colorado Dept. of Labor, Labor Market Information

Inflow/Outflow Job Counts (2011)

Windsor



Source: U.S. Census, On The Map



Retail Market

This section provides an overview of current market trends in the region's retail markets, with an emphasis on the I-25 corridor, and assesses its impact on Windsor.

Local Retail

Windsor currently contains an estimated 175 retail and restaurant establishments: 120 retail trade stores and 55 restaurants and bars. Most of the Town's retail uses are located along Main Street, with emerging retail areas at the north-east corner of Crossroads Boulevard and Fairgrounds Avenue, as well as at the southeast corner of Eastman Park Drive and Water Valley Parkway.

Competitors

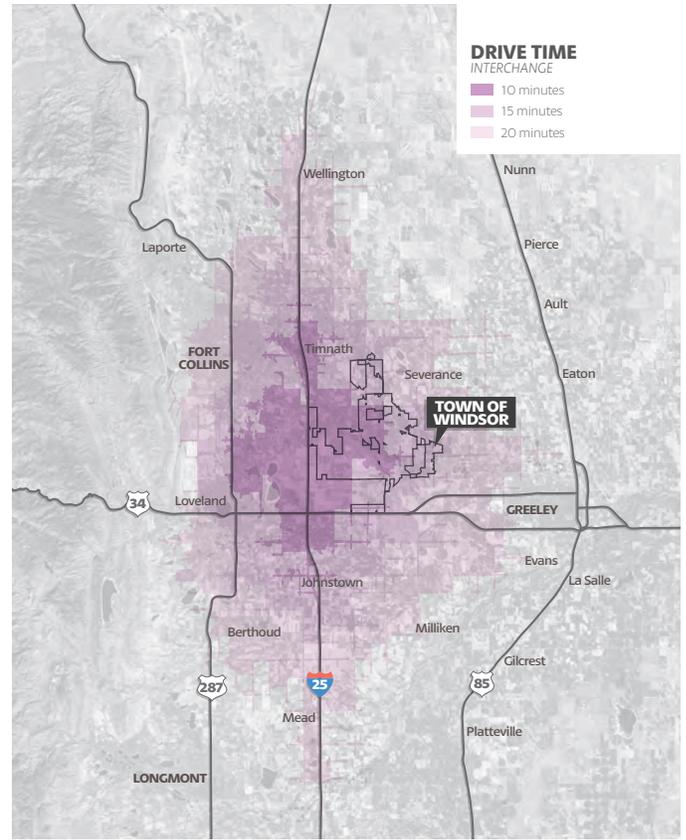
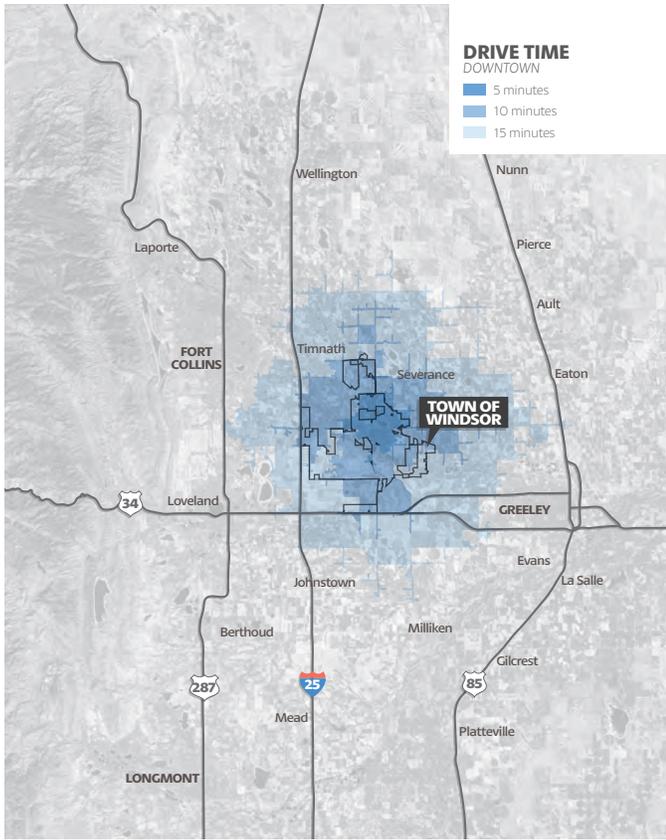
Overall, Windsor is located in the midst of several retail hubs in surrounding communities that sit along the I-25 corridor. These existing concentrations of retail in other cities compete with the Windsor retail market and may attract consumers and potential development away from the Town. Nearby retail clusters, shopping centers, and malls within a 20 minute drive of Main Street/SH 392 and I-25 in Windsor that may compete with emerging commercial districts in Windsor include the The Promenade Shops at Centerra (Loveland), Harmony Road Corridor (Fort Collins), Foothills Mall (Fort Collins), and Greeley Mall (Greeley).

Retail Gap

The following "gap analysis" compares retail supply and demand within Windsor's local market (5- and 10- minute drive time from Downtown) and regional market (15 and 20- minute drive time from I-25 and Main Street/SH 392) illustrated in the accompanying graphic.

Within the local market, consumers will generally travel 5 to 10 minutes for day-to-day needs such as groceries, but travel further for more durable and less frequently purchased goods such as electronics. Drive times for the Town were determined from two intersections: Main Street/SH 392 and 7th Street/SH 257 and Main Street/SH 392 and I-25. These two intersections effectively capture the trade area and market based on the Town's primary north-south and east-west corridors.

A gap analysis compares aggregate consumer spending (demand) to aggregate retail sales (supply) within a given retail category and drive time. When demand is greater than supply, "leakage" exists, suggesting that residents are spending dollars outside of the given market area. As such, retail categories with leakage are potential opportunities for growth, as local demand for these goods and services already exists, but is unmet by existing supply. Leakage is noted on the accompanying table as a positive number in green.



Local Retail Gap Analysis Summary

2015 – Windsor: Intersection of SH 392 and 257

SUMMARY DEMOGRAPHICS	5 MINUTE DRIVETIME	10 MINUTE DRIVETIME
Population	13,949	28,163
Households*	5,160	10,257
Median Disposable Income	\$55,761	\$66,017
Per Capita Income	\$32,946	\$38,960

OVERVIEW	5 MINUTE DRIVETIME	10 MINUTE DRIVETIME
Total Retail Gap	\$46.8	\$48.3
Total Retail Trade	\$42.0	\$32.6
Total Food & Drink	\$4.9	\$15.7

RETAIL GAP BY INDUSTRY GROUP	RETAIL GAP (\$M)	POTENTIAL (SQ. FT.)*	RETAIL GAP (\$M)	POTENTIAL (SQ. FT.)*
Motor Vehicle & Parts Dealers	\$24.7	--	\$18.8	--
Furniture & Home Furnishings Stores	-\$0.9	-2,222	\$0.2	409
Electronics & Appliance Stores	\$3.8	9,473	\$9.0	22,489
Bldg Materials, Garden Equip. & Supply Stores	\$1.0	2,503	\$4.3	10,807
Food & Beverage Stores	-\$32.4	-81,063	-\$2.2	-5,379
Health & Personal Care Stores	-\$4.8	-11,876	\$3.3	8,333
Gasoline Stations	\$10.8	--	\$25.1	--
Clothing & Clothing Accessories Stores	\$7.3	18,170	-\$13.9	-34,656
Sporting Goods, Hobby, Book, & Music Stores	\$1.4	3,546	-\$0.6	-1,601
General Merchandise Stores	\$23.9	59,732	-\$25.9	-64,654
Miscellaneous Store Retailers	-\$0.4	-910	\$1.5	3,790
Nonstore Retailers	\$7.6	--	\$12.9	--
Food Services & Drinking Places	\$4.9	12,130	\$15.7	39,372

*Potential is based on an average sales of \$400/sq. ft. Motor Vehicles & Parts Dealers, Gas Stations, and Nonstore Retailers are not included in this calculation.
Source: ESRI Business Analyst; Houseal Lavigne Associates

Regional Retail Gap Analysis Summary

2015 – Windsor: Intersection of SH 392 and I-25

SUMMARY DEMOGRAPHICS	10 MINUTE DRIVETIME	20 MINUTE DRIVETIME
Population	179,095	315,183
Households	72,163	124,842
Median Disposable Income	\$53,459	\$51,198
Per Capita Income	\$34,750	\$32,307

OVERVIEW	10 MINUTE DRIVETIME	20 MINUTE DRIVETIME
Total Retail Gap	-\$742.5	-\$104.7
Total Retail Trade	-\$654.2	-\$56.9
Total Food & Drink	-\$88.3	-\$47.9

RETAIL GAP BY INDUSTRY GROUP	RETAIL GAP (\$M)	POTENTIAL (SQ. FT.)*	RETAIL GAP (\$M)	POTENTIAL (SQ. FT.)*
Motor Vehicle & Parts Dealers	-\$101.8	--	\$28.4	--
Furniture & Home Furnishings Stores	-\$23.8	-59,593	-\$9.9	-24,859
Electronics & Appliance Stores	-\$0.7	-1,844	\$27.9	69,744
Bldg Materials, Garden Equip. & Supply Stores	-\$47.5	-118,778	-\$36.5	-91,352
Food & Beverage Stores	\$70.2	175,588	\$82.9	207,223
Health & Personal Care Stores	\$3.7	9,227	\$33.4	83,566
Gasoline Stations	\$63.6	--	\$56.1	--
Clothing & Clothing Accessories Stores	-\$143.2	-357,973	-\$71.0	-177,445
Sporting Goods, Hobby, Book, & Music Stores	-\$44.7	-111,795	-\$30.7	-76,675
General Merchandise Stores	-\$443.0	-1,107,412	-\$227.9	-569,653
Miscellaneous Store Retailers	-\$11.8	-29,511	\$3.8	9,492
Nonstore Retailers	\$24.9	--	\$86.6	--
Food Services & Drinking Places	-\$88.3	-220,858	-\$47.9	-119,708

*Potential is based on an average sales of \$400/sq. ft. Motor Vehicles & Parts Dealers, Gas Stations, and Nonstore Retailers are not included in this calculation.
Source: ESRI Business Analyst; Houseal Lavigne Associates

Retail Potential in Square Footage

In addition to surplus and leakage figures, the accompanying charts also include supported retail potential in square footage. Converting leakage figures into square footage allows a visualization of what size and scale of retail *could* be supported. It is important to note, however, that calculations cannot be effectively applied to uses, such as, car dealerships or gas stations. This same methodology is applied to each of the three market areas analyzed.

To help envision development potential in square footage, the following provides the average size of an assortment of retail stores, based off of data obtained by industry sources. Supported square footage from the Retail Gap Analysis can be compared to this list for context. It is important to note that these stores are listed merely for contextual purposes and not to support development of any particular brand over another.

- Macy's – 181,946 ft²
- Home Depot – 105,192 ft²
- Walmart – 102,683 ft²
- Kohl's – 75,230 ft²
- Best Buy – 38,631 ft²
- Whole Foods – 33,739 ft²
- Barnes & Noble – 25,525 ft²
- CVS – 19,856 ft²
- The Gap – 12,503 ft²
- Olive Garden – 7,336 ft²
- Buffalo Wild Wings – 5,600 ft²
- Chipotle – 2,650 ft²

Local Retail Market

The local retail market is experiencing leakage, indicating consumers are spending money outside of the Windsor area. Electronic Stores, Gas Stations, General Merchandise Stores, and Food Services & Drinking Places categories are experiencing leakage within a 5-minute drive of the SH 392 and SH 257 intersection. Categories within a 10-minute drive with the most retail potential include Gas Stations, Motor Vehicles & Parts Dealers, and Food Services & Drinking Places.

Regional Retail Market

The regional retail market has a surplus, indicating that the supply of goods and services outpaces demand. Within a 15-minute drive of the SH 392 and I-25 interchange, the market is oversupplied in most categories. This is a likely scenario given the high concentration of existing retail in the region, including the Promenade Shops at Centerra, Front Range Village, and Foothills Mall in Fort Collins.

Retail Market Implications

It is important to note that there is potential for the entire market area and this is not exclusive to Windsor. The Town's ability to capture its proportional share of development will be dependent on many factors and influences regardless of whether a particular category shows indications of saturation or leakage. Competition, economic conditions, traffic counts, surrounding uses, regulations, incentives, infrastructure, and related factors ultimately dictate how and where tenants locate.

While the greater market is fairly saturated, the Town may realize new development if commercial areas and sites can be better positioned than competing locations within the market. This includes physical location (access, exposure, infrastructure etc.) as well as enticements such as competitive rents, taxes, and incentives. The I-25 corridor is clearly an asset in retail development and should be further analyzed during the planning process. In addition, the Town may be able to maximize opportunities by leveraging the daytime population generated by local businesses, as well as capitalizing on its juxtaposition within a regional destination.

Office & Industrial Markets

This section overviews current market trends in the Denver regional market and assesses its impact on the local Windsor development potential. All data was obtained from ESRI Business Analyst, Colliers International, and Jones Lang LaSalle, national providers of residential, commercial, and industrial real estate research and data.

Denver Office Market Overview

Since 2010, the Denver Metropolitan Area saw positive trends in the regional office market, highlighted by 2.1 million square feet of positive absorption in 2014. Overall, trends demonstrate that the market is continuing to return to pre-recession numbers, indicated by a 13.8% vacancy rate (Q1 2015). The region continues to draw highly educated professionals, helping the current surge in office construction. While much of the new construction is concentrated in the Denver Central Business District, nearly half is equally split among the suburban markets. Windsor is located in the I-25 corridor in the north suburban submarket, which primarily impacts Northern Colorado. In comparison to all Denver submarkets, the North Suburban Submarket is one of the less fully developed office markets and features a smaller total number of office product square footage, as compared to other parts of the Denver and Northern Colorado region; however, as demand for new office developments in the Boulder and Fort Collins areas continues to increase, and interest in developing in close proximity to the I-25 corridor grows, the Town of Windsor should anticipate interest from the office development and real estate community.

North Submarket

Windsor is included in the North Submarket, which remained steady in 2014. The Submarket saw moderate net absorption, with a vacancy rate that is 1.7 percentage points lower than the regional average of 11.2%. The North Submarket has also experienced positive net absorption of both Class A and Class B office space. The Submarket, however, did experience negative absorption of Class C office space in 2014, which may be a function of tenants in this market seeking higher quality space.

Office Market Implications for Windsor

Indications show Windsor is competitive within the context of the larger Denver trade area and well-positioned to compete going forward. There are existing regionally-relevant Class A office tenants, such as the regional State Farm Insurance office complex at the western edge of Greeley. Interviews and stakeholder engagement indicated that Windsor's central location and transportation accessibility, as well as its demographics as a higher-income residential community, make it attractive to professionals and office space users. The planning process and Commercial Areas Framework Plan will evaluate this potential further, based on the community's expressed vision and goals for expanded professional office space opportunities in Windsor.

Denver Industrial Market Overview

Positive trends in 2014 have demonstrated the considerable strength of the Denver industrial market, including increases in net absorption and a decreasing vacancy rate (4.9% in Q3 2014). The market saw over 3.8 million square feet of year-to-date net absorption for Q3 2014, more than doubling absorption for the same time period in 2013. In addition, the market also benefited from over 2.2 million square feet of construction, with a number of new developments expected in 2015, many of which include speculative developments. Overall, the Denver Metropolitan Area is expected to maintain a high level performance in 2015 with another significant year for the industrial market.

Local Industrial Submarkets

Windsor is included in the North Industrial Submarket. The submarket is performing well generally; however it is experiencing higher vacancy rates than the overall market. Nevertheless, Windsor has extremely low vacancy rates for existing building square footage (Windsor has a substantial amount of developable land for industrial land uses). An October 2015 Xceligent report (commercial and industrial listing provider) showed less than 30,000 square feet of existing available tenant space. Existing industrial businesses such as Vestas and Owens-Illinois continue to drive industrial growth on the Town's eastern side .

Industrial Market Implications for Windsor

Although the regional industrial market has been strong, much of the new industrial construction, particularly speculative development, has occurred in the counties surrounding and along the I-70 corridor in the East Denver/Montbello Submarket. With the overall decrease in regional vacancy rates as well as low unemployment rates, the economy is poised to foster continued strength in the industrial sector, which may include building off existing industrial areas in eastern Windsor. It is likely that this large-scale new industrial construction will continue to locate in this area with sizable, "greenfield" tracts of land and direct access to major trucking routes (via SH 392 to I-25).

Local Community Vision & Market Potential

An important implication for future industrial growth in Windsor is the local community's desire for such uses as part of its long-range vision for the Town. There is concern about increasing rail traffic and truck traffic through Downtown, and concern about increased congestion and roadway safety. Any future industrial development in Windsor will need to address these public concerns to continue to receive the needed community support to capture any market potential. The comprehensive planning process will continue to address Windsor's niche in the regional industrial market and provide targeted land use and transportation strategies that can address these concerns.



Chapter 3

COMMUNITY OUTREACH

Community engagement is the cornerstone of the Comprehensive Plan process. It not only helps to define issues and shape a vision, but also establishes community consensus and fosters stewardship for the Plan. The following chapter provides a summary of the outreach activities that have occurred throughout the Comprehensive Plan process. This includes both traditional, in-person events as well as online, web-based outreach activities.

It should be noted that the issues, projects, and actions identified in this summary do not necessarily represent recommendations of the Comprehensive Plan. This summary presents viewpoints and ideas shared during community outreach events as they were expressed by participants. This is intended as a summary of community input and should not be interpreted as Town policy.

Community engagement is the cornerstone of the Comprehensive Plan process. It not only helps to define issues and shape a vision, but also establishes community consensus and fosters stewardship for the Plan.



Traditional Outreach

Traditional Outreach Events

Town Board & Planning Commission

The “kick-off” for the Comprehensive Plan was initiated via a workshop with members of the Town Board and Planning Commission. The workshop took place on March 2, 2015 and included a review and discussion of the planning process. Participants were asked to discuss the issues facing the Windsor community and potential projects that could improve the Town. The meeting concluded with a discussion exercise to solicit the views of board and commission members regarding their aspirations for the Town of Windsor.

Key Staff & Department Heads

Following a similar format as the Town Board & Planning Commission workshop, key Town of Windsor staff and department heads participated in an initiation workshop for the Windsor Comprehensive Plan. This workshop took place on March 2, 2015, and included an exercise to solicit the views of staff and department heads regarding their concerns and aspirations for the Town of Windsor.

Community Workshop

On the evening of May 6, 2015, the Town of Windsor hosted a Community Workshop to provide the first of several opportunities for members of the Windsor community to participate in the Comprehensive Plan process. Forty members of the Windsor community gathered at Windsor-Severance Fire Rescue Station #1 to discuss their hopes, thoughts, and concerns about Windsor.

Business Workshop

On the morning of May 6, 2015, members of the Windsor business community as well as several members of Town staff gathered at the Windsor-Severance Fire Rescue Station #1 to discuss challenges and opportunities facing local businesses. Nearly 20 business owners, business representatives, and entrepreneurs attended the Business Workshop. This document summarizes the discussions and input that took place during the workshop.

District Workshops

A series of district workshops were hosted by Town Board members in their respective parts of the community. These “Do It Yourself” format workshops followed the same general format as the public workshops managed by the consultant. Among the DIY groups, Weld RE-4 School District hosted a workshop, the Windsor Community Rights Network submitted independent outreach results, and Mrs. Randle’s class at Tozer Elementary School submitted their ideas, entitled the “Future Dreams for our Community.” Their comments, insights, and concerns are included in this outreach summary report.



Visioning Workshop

On the evening of July 29, 2015, more than 30 people attended the Visioning Workshop as part of the Windsor Comprehensive Plan public outreach process. The workshop was held at the Windsor High School and included a mix of residents, community stakeholders, and Town staff. While the previous Community Workshop focused on gathering information regarding issues facing the Town, this workshop was aimed at creating a vision for the future of Windsor.

Following a short introduction, workshop participants were broken up into six groups to begin a hands-on exercise. Each group was given a large-scale map of Windsor and its planning area, and asked to identify projects, developments, or any other ideas that would benefit Windsor in the future. Participants were given an hour to discuss their ideas with fellow community members and draw those on the map. Each group then presented their map and described their vision for the community.

The themes that emerged from the six groups included: removing truck traffic out of Downtown, bridge improvements, connectivity, cultural development for quality of life improvement, and developing the downtown as an arts and culture hub. The results of the exercise were used to formulate the vision statement and guide policy recommendations within the Comprehensive Plan.

Stakeholder Interviews

A part of the outreach process included a series of stakeholder interviews and focus groups conducted in May 2015. These confidential interviews discussed a wide range of topics with individuals representing seniors and retirees; real estate developers and listing agents; local banks and financial institutions; parks, recreation, and bicycling stakeholders; housing and residential developers representing a range of products and price-points; the Windsor Housing Authority; a broad cross-section of developers, businesses, and industrial entities; and an inclusive list of other taxing jurisdiction, utilities, and community service and/or programming providers.

Issues & Concerns

Following a short introduction that explained the purpose of the Comprehensive Plan, participants were led through an interactive exercise. Participants were first asked to identify specific issues or concerns they felt were important for the Town to address. The response included a wide range of issues; however, many comments centered on a group of related themes. These are summarized below:

Community Identity

Community members stressed the need for a more clear community identity and vision. A key concern was the difference between the Town's rural past and recent large residential growth which seems to be leading toward Windsor becoming a more urban center. Many felt this conflict has created a community split between those hoping to maintain the Town's "small town" character and those interested in greater urban development. Respondents highlighted the need for a united community vision and a clear idea of what the Town should look like in the future. Furthermore, as Windsor has continued to grow, community members often identify with their subdivision rather than the Town as a whole. This tends to dilute the overall image of the Town from both a local and regional perspective.

Growth & Expansion

One of the central components of the Town's changing community identity, recent growth and expansion was emphasized as an issue by participants. Some respondents felt residential growth has become too rapid, and that continued growth without proper management could stretch Town infrastructure and overburden civic services. Given this potential, many argued the Town needs a clear method and policy for managing continued residential growth. Some respondents demonstrated concern for accessibility to existing open spaces, as well as the need to protect and preserve open and recreational spaces in the face of continued growth.

Along similar lines, those in attendance at traditional outreach events highlighted the need for commercial growth to match residential expansion. Many felt commercial uses have not grown with residential uses, which has placed a larger tax burden on residents and led to leakage as residents leave Windsor to make commercial purchases. From a resident's perspective, limited retail and restaurant services force individuals to leave the community to dine and make necessary purchases. This also leads to a loss of sales tax revenue.

Industrial Growth

Several participants expressed concern regarding the growth of the industrial sector. Participants during the outreach process were divided on this particular topic. Some saw increased industrial growth as a positive trend that should continue, bringing with it jobs and tax revenue. Alternatively, some participants noted the impacts of industrial growth, which include increased truck and rail traffic, and would prefer the Town to limit, if not stop, future industrial development.

Transportation

With the steady increase in population, as well as growth of the industrial sector, traffic and congestion within the Town has noticeably increased. This occurs particularly within the Downtown and at railroad crossings. The high frequency of trains was seen as a contributor to traffic where the rails have at-grade crossings, as well as a cause of excessive noise. Related to traffic, SH 392 was stressed as problematic given it is a state controlled road that cuts directly through the center of Windsor.

In addition, respondents noted the need for alternative transportation, including mass transit options such as light rail. This was linked to a diversifying and aging population, which will require non-automobile modes of transportation to move around and access neighboring communities.

Bicycle & Pedestrian Connectivity

Similar to transportation needs, participants emphasized the need for greater bicycle and pedestrian connectivity throughout Town. This included a need for trails and pathways leading to necessary amenities, parks, and recreational spaces, as well as paths simply for active recreation and movement. Participants noted the most notable gap in the pedestrian and bicycle system occurs between the east and west side of Town.

Oil & Gas Development

Another core concern discussed during the workshop events was recent oil and gas developments occurring within Windsor and its surrounding extraterritorial jurisdiction. These uses represent a heavier industrial use and present a new challenge for land use and development. Participants emphasized the need to address these types of uses and create policy for short-term and long-term oil and gas development.

Water Supply & Storage

The development of water supply and storage amenities was raised as an important issues, particularly given that new growth will place a larger burden on infrastructure and services. Participants cited the need to obtain a supply of raw water, construct a water treatment facility for processing, and construct a facility for storage of water supply. Many respondents called for “water independence” that would come from the Town owning and operating its own water supply and storage facilities, rather than being reliant on outside groups.

Stormwater Management & Flood Control

Stormwater management is a core local government service and a utility infrastructure function of the community. Several residents expressed concern with regard to localized flooding during heavy storms, as well as flood control of the Poudre River. There was some interest in increasing the use of green infrastructure techniques, as well as Low Impact Development (LID) approaches to minimize additional impervious surfaces and additional stormwater runoff as Windsor continues to grow and develop.

Infrastructure

Participants demonstrated concern for infrastructure within Windsor that will require updates and improvements, especially to handle continued and projected growth. Given that a large amount of expansion occurred within a relatively small window of time, many roadway systems and Town amenities will require improvements around the same time. This will mean a saturated need to address aging infrastructure.

In addition, community members noted the need for a comprehensive fiber network throughout Town. Participants felt that such high-tech infrastructure will increase business competitiveness of the area, as well as assist many of the high-tech at-home workers that reside in Windsor.

Economic Development

Making note of the Town's considerable residential growth, another issue identified was the lack of matching commercial growth. The absence of new commercial growth and resulting sales tax generation was linked to financial difficulties and over-reliance on a residential tax base. In addition, participants noted that minimal retail opportunities will also represent a challenge to senior residents that require commercial amenities within close proximity. Others felt the Town needs a greater diversity of economic development, including better use of lands prime for heavy industrial use and a closer analysis of growth and development in the Downtown.

Housing Diversity

Participants noted that senior residents and young professionals looking to move to or remain in the area will require higher density and more affordable housing options, such as multi-family apartment buildings. As the Town is largely comprised of single family detached housing options, new and more affordable options should be developed. The historic mill site was identified as a potential location for mixed use including residential options, in addition to the Downtown in general.

Health & Wellness

Community members expressed concern with issues that surrounded public health and wellness. Mainly, participants noted their concern with regard to the potential health impacts of oil and gas activities, particularly hydraulic fracturing.



Specific Projects or Actions

In addition to issues, workshop participants were asked to identify specific actions or projects which could potentially improve the Town. Projects identified by participants range in size and scale, as the audience was encouraged to “think big.” The range of responses are summarized by topic below.

Land Use & Development

Specific projects related to land use and development included general growth of commercial and retail sectors, as well as an emphasis on constructing multi-family, affordable senior and affordable workforce housing. Participants would like to see additional shops and restaurants in Downtown, including redevelopment of the Old Mill. Lastly, as development occurs, several residents noted that open space should be actively preserved to serve as separators between communities.

Economic Development

Economic development initiatives focused on two areas: Downtown and the I-25/SH 392 Interchange. Participants would like the Town to purchase and redevelop a few buildings within the Downtown as a demonstration and catalyst for future development, as well as make Downtown a more pedestrian-friendly cultural destination. Additional projects include attracting large, big box retailers to the I-25/SH 392 Interchange and incentivizing businesses to locate in Windsor through grants, while supporting existing businesses through a “shop local” campaign.

Government Services

Participants offered several actions to improve existing government services. The proposed actions include creating a streamlined permitting and zoning process to get businesses up and running sooner. Another action item includes creating a new or expanded role for Town employees to focus on policing laws/rules that govern oil and gas sites and related activities such as light, noise, emissions, etc. In addition, several members of the community suggested developing a municipal broadband network.

Transportation & Mobility

Roadways

Participants noted a need for projects that would ease congestion. Suggestions included developing a comprehensive transportation plan, developing a traffic plan to accommodate train and school traffic, building a SH 257 bypass at Main Street to serve as a truck route, widening gateway corridors into the Town, and identifying an arterial roadway system. Additional suggestions to improve traffic flow and safety included better signal timing and installing stop lights at WCR 13 and Crossroads Boulevard and at WCR 74 and WCR 15.

Railroads

To address issues with rail traffic and crossings, suggestions included rerouting the railroad away from the Downtown. The Town Manager informed Community Workshop attendees that quiet zones and other train crossing improvements would be implemented in approximately nine months' time.



Public Transportation

Several participants suggested building a mass public transit system or light rail system to improve connectivity throughout Town, as well as to adjacent towns such as Greeley. Furthermore, one suggestion included creating a senior transit option, such as a senior bus service, that is affordable.

Non-Motorized Transportation

Many projects focused specifically on improving access, mobility, and connectivity for non-motorized transportation modes. These included creating a bike/pedestrian friendly downtown, potentially through the development of a woonerf (a Dutch word for “living street,” which is a roadway design that combines pedestrian, bicycle, and automobile space). Several projects called for installing a sidewalk along WCR 13 between SH 392 and Crossroads Boulevard; installing a sidewalk for the length of SH 392 through Town; and developing a bike and pedestrian network that connects the Town’s subdivisions and neighborhoods. These comments led others to suggest the development of a contiguous trails master plan that would create a complete trail system through all parts of Windsor and connect it to neighboring towns like Greeley.

Infrastructure

Ideas for infrastructure included several projects that would make Windsor “self-reliant.” This includes developing an energy grid for homes and businesses that would be powered by the production of energy through a wind farm and other renewable sources. In addition, several participants would like to see projects that establish water independence for the Town. Alternatively, others would like the Town to fund and complete Windsor’s participation in the Northern Integrated Supply Project to secure a future water supply. Finally, several members of the community suggested the construction of an integrated fiber optic network.

Community Character & Identity

To create a unified identity for the Town, participants suggested connecting all areas of Windsor through signage. This could be coupled with a joint marketing effort among the Town and local organizations to better advertise Windsor. Finally, calls were made to beautify Downtown, as well as market Windsor as a retirement community.

Primary Strengths & Assets

Each workshop concluded with a discussion of the assets and strengths that Windsor has to build upon and should be preserved moving forward. Workshop participants identified Windsor’s regional central location, quality residential developments, small town feel, and community as top strengths for the Town.

With regard to economic development, community members praised the Town’s fiscally responsible policies and the work of the Chamber of Commerce. The amount of land available for development is considered a key advantage as are the various economic development incentives to help businesses.

Windsor’s many amenities and recreational destinations were cited as key assets. Windsor Lake, the community center, library, and downtown were noted as key destinations. Local schools are seen as “great” and the Town’s parks and recreational facilities are good and getting better. Several residents noted the community events that make Windsor a destination, including the 4th of July celebration and the Town’s participation in the U.S. Pro-Challenge Bike Race.

The strengths that resonated most throughout the outreach events included the character of Windsor residents themselves. Windsor has a strong community of leaders and a mix of young and old residents that create a family-friendly and small-town atmosphere. The people of Windsor are smart, progressive, and involved and contribute to a positive sense of community that exhibits pride for the Town.



The Town of Windsor is creating a Comprehensive Plan and we need your help!

[Learn More](#)

Get Involved



Community Meetings



sMap! - Map Based Community Outreach



Questionnaires

Online Outreach

Project Website

The public outreach process included a project website. The website was used to inform the public about meetings, provide copies of draft documents for download, and host links to online public outreach activities.

Resident Questionnaire

The project website included a link for a questionnaire targeted at Windsor residents. It was launched in April 2015 and remained open and available throughout the visioning portion of the planning process. The questionnaire was well received, with 197 residents submitting answers.

Resident Respondent Profile

Questionnaire respondents consisted of residents who have lived in Windsor from just under one year to more than 30 years. A plurality (27%) had moved from outside of Colorado, while 23% had located to Town from Fort Collins, and 19 % had moved from another portion of the Northern Colorado region. People reported moving to Windsor for three key reasons: overall community character, housing quality, or for an employment opportunity. Forty-four percent of respondents live and work in Windsor, while 25% of the survey respondents work from home or are retired. Of those that work, the majority travel by private vehicle.

Windsor's Assets & Disadvantages

The top rated items that influence living in Windsor include its location, small town character, and quality of housing. Furthermore, Windsor was noted as having a positive image and reputation. Major disadvantages include gas/oil drilling and the lack of mass transit options, which affects access to regional transportation. Town services were overwhelmingly marked as good, with the single exception of data and technology, which was noted as being "fair."

Development Goals & Weaknesses

Residents reported that for future residential developments they would like to see more single family homes, senior citizen housing, and townhomes. With regard to commercial development, residents would like more restaurants, retail stores, and entertainment options, and less apartment buildings and industrial uses. In addition, Downtown and existing commercial shopping areas were ranked as Windsor's greatest weaknesses, and therefore, areas that should receive the most attention.

Life in Windsor

Overall, residents are satisfied with life in Windsor. The majority of respondents feel that Windsor is either staying the same or getting better. The greatest threats to the Town's quality of life include future water resources, traffic congestion, and pedestrian mobility.

Business Questionnaire

An on-line questionnaire targeted at capturing input from Windsor businesses was also posted to the project website. The survey was launched in April 2015, and remained open and available throughout the visioning portion of the planning process. Forty-six business owners and representatives submitted answers to the questionnaire.

Business Respondent Profile

Of the business questionnaire respondents, their businesses are located in Downtown, the western SH 392 corridor, and eastern industrial district of Windsor. The businesses include a mix of manufacturing, consumer service, oil/gas, real estate, independent retail shops, and professional and medical offices that have been in operation from less than one year to more than ten years. The size of businesses represented in the questionnaire also vary, with some self-employed and others that manage more than fifty employees.

Windsor's Assets & Weaknesses

Public sector facilities and services were rated as either good or fair; however, several respondents rated the municipal permitting and approval process as poor, noting the restrictiveness of some regulations. The three weaknesses cited about having a business in Windsor include local regulations, resident demographics, and traffic circulation, in particular, railroad crossings at peak travel times. The majority noted they would like more support for local businesses as well as more commercial development and lower taxes. One respondent noted the need for a central business district that provides overflow from other businesses. In addition, it was noted that businesses need enhanced commercial character, marketing, and promotion.

Business Climate in Windsor

Twenty-nine percent of respondents think that local government is effectively dealing with business-related issues, while a plurality (39%) feel the opposite, and 32% do not have an opinion. Nevertheless, the majority of respondents would not move their business out of Windsor if given the choice, and feel Windsor is improving. Suggestions to further improve the business climate include increased advertisement, easier permitting process, and improvement of roads, trails, and sidewalks to provide multi-modal access to commercial areas.

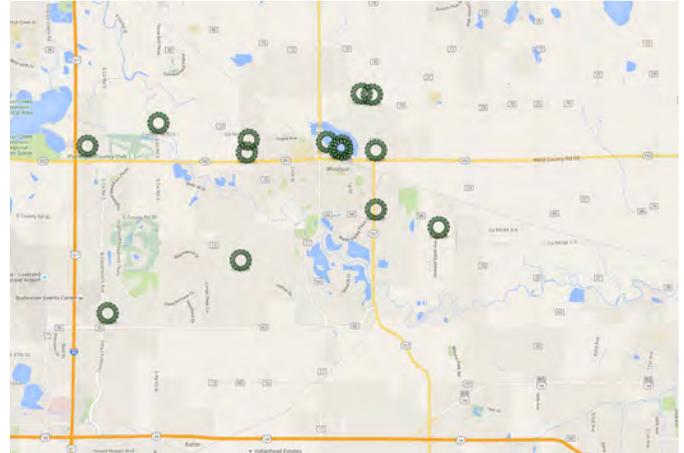
sMap

sMap is an online mapping tool that residents and stakeholders can use to create their own custom maps of Windsor and share their priority issues, concerns, and suggested improvements, which are then geographically tagged to specific locations. Users can flag public safety concerns, undesirable uses, key transit destinations, desired developments, poor appearance, community assets, priority development sites, transportation investment areas, and more. Online participants created 22 maps with a total of 198 points. A summary of the points are below:



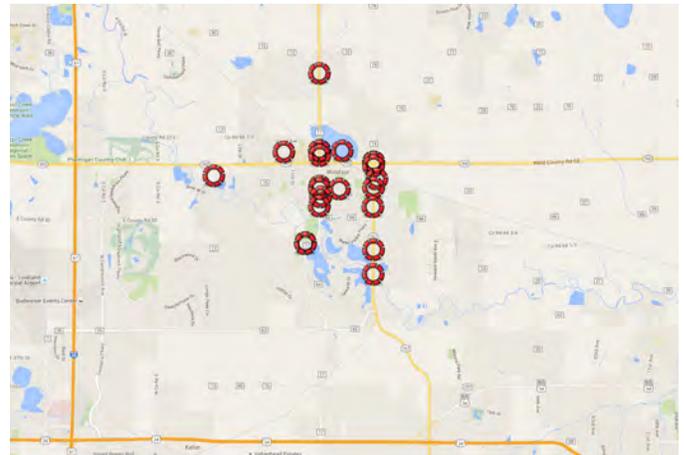
★ Community Assets

sMap users identified the Town's many parks and recreational amenities as community assets. In particular, users called out the following parks: Windsor Lake, Main Park, Boardwalk Park, Windsor Lake Dog Park, and Diamond Valley Community Park. The Town's trails, including the canal trail and Poudre River Trail, are considered assets, as are the natural wildlife trails at Eastman Park.



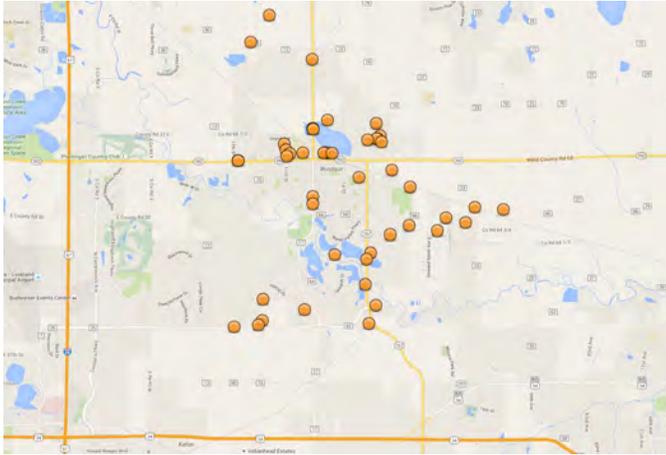
🌳 Development Priority Site

The Old Mill is identified as a site that should be redeveloped as is the Kodak campus. Users saw potential development opportunities at key intersections including I-25/SH 392, Crossroads Boulevard/Fairgrounds Avenue, and SH 392/WCR 19. Potential developments include mixed-use commercial and residential at I-25/SH 392, multi-family housing on 17th Street, and bars, restaurants and hotels in an entertainment district around the Budweiser Event Center and The Ranch.



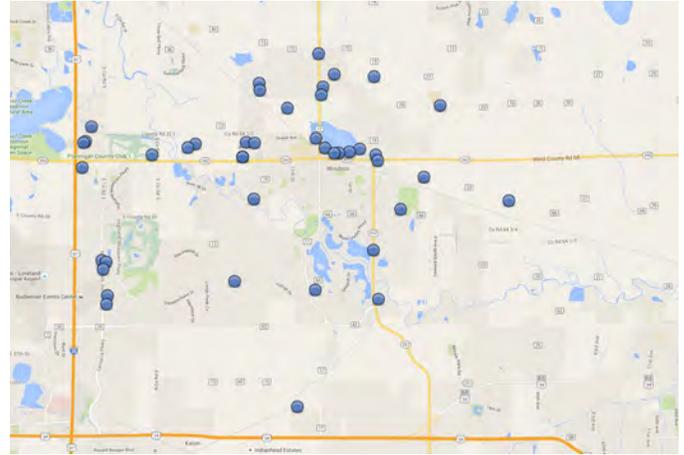
🚦 Transportation Investment

This topic generated 22 points. The points cluster around two main areas: railroad crossings and 7th Street. 7th Street is identified as a heavy traffic corridor that makes turning difficult and dangerous. Suggestions include the addition of roundabouts or signalization at Walnut Street, Main Street, Stone Mountain Drive, Garden Drive, Eastman Park Drive, and Riverplace Drive. The train tracks on the east end of Windsor were identified as difficult to cross and a source of traffic delay. Although placed within the "Other" category, two points noted the need for roadway extensions to connect Great Western Drive to SH 257 and connect New Liberty Road to Steeplechase Drive.



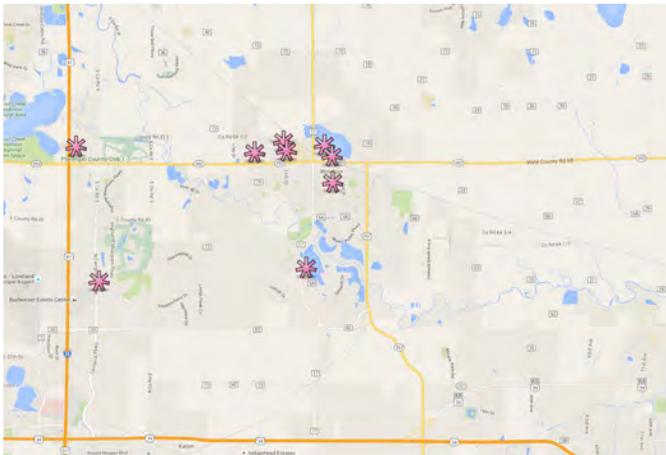
Public Safety Concern

Public safety concern points include 47 points, with the majority identifying oil and gas sites as cause for public health concerns. It should be noted that the majority of the identified oil and gas sites (19 of 20 points) were identified by the same user. Additional safety concerns include truck traffic on Main Street, lack of pedestrian crossings and access across SH 257, lack of sidewalk on 7th Street, and snow removal.



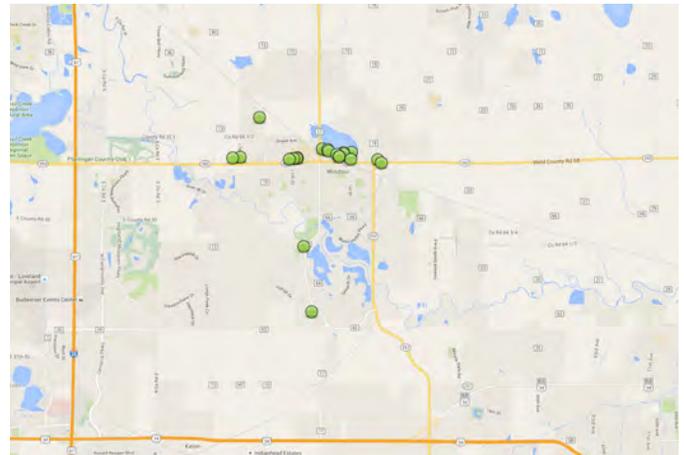
Desired Use/Development

sMap users identified several sites that could serve as development opportunities. Three points identified land at the I-25/SH 392 interchange as a site for mixed use commercial development that could accommodate future transit. The area surrounding the Larimer County Fairgrounds (The Ranch) is identified as an ideal area for entertainment uses and the establishment of “The Ranch Entertainment District.” The site could include restaurants, bars, hotels, and mixed use development. The intersection of Main Street and 17th Street has been identified as prime areas for future commercial and multi-family development.



Key Transit Destination

Users identified nine key transit destinations. These included the I-25/SH 392 interchange, The Ranch, Town Hall, the library, and several stops along the SH 392 corridor. These areas would provide regional access as well as access to entertainment, retail shops, restaurants, civic buildings, and the Budweiser Event Center.



Poor Appearance

Twenty-one points identified sites with poor appearance. These include the eastern and western gateways into Downtown at 17th Street and Main Street and 3rd Street and Main Street, with a focus on the undesirable use of the Old Mill due to its appearance as an “eyesore.” Two users identified the Town’s presence of loitering youth at the commercial developments at 11th Street and Main Street as contributing to the Town’s poor appearance.



Chapter 4

A VISION FOR WINDSOR

A critical part of any long-range plan is its central vision. The vision should answer what defines the Windsor community over the next generation and provides the central strategic approach to public decision-making. Windsor's comprehensive plan begins with an overall community vision that captures the Town's place in Northern Colorado in the early years of the 21st Century, and forecasts its emergence as a critical part of the metropolitan region over the next generation. From there, each individual plan chapter begins by fleshing out these guiding principles and strategies into individual visions that shape recommendations in each policy area, ranging from land use and transportation, to parks and community facilities.

This comprehensive plan addresses the period of time where Windsor will largely build out and transition into a mature, established community mostly hemmed in by its neighbors. The strategic question is, what type of development will define Windsor's character in the future?



Today's Context

Windsor, Colorado was founded as a small 19th Century agricultural and railroad town, but in the last 25 years has tripled in size while establishing itself as one of the most desirable communities in Colorado. This recent growth likely represents just the initial phase of rapid expansion, as Windsor is poised to continue to substantially increase in size in future decades. As Windsor's borders are contiguous with Fort Collins and Loveland to the west and Greeley to the east, much of the new development and investment in the region will occur within Windsor and neighboring communities. The strategic question is, what type of development will define Windsor's character in the future?

This comprehensive plan addresses the period of time when Windsor will largely build out and transition into a mature, established community mostly hemmed in by its neighbors. This is a critical transition for any community, and fully leveraging the Town's potential in a financially sustainable and strategic manner is the primary challenge for the next generation of public decision-makers. Executing this strategy will consist of two fundamental approaches.

First, Windsor must identify and articulate its unique niche within Northern Colorado. It must understand what it is and what it wants to be as a community, what its priorities are, and how all of this fits within the larger, complex region. The Town will not likely provide everything to everyone, and thus understanding what Windsor can provide Northern Colorado is as important as understanding what Northern Colorado provides Windsor residents themselves. Strategically striking that balance is a key policy approach that ultimately touches every decision Town leaders will face going forward.

Secondly, the Town must commit to continuing its existing partnerships and collaborations with other local governments while also proactively identifying new opportunities to serve its residents by tapping into the region's growth and assets. As Windsor grows as a local community it should also gain prominence as a key part of the greater Northern Colorado region. Ultimately, this approach will ensure Windsor can manage its rapid growth while maintaining its small-town strengths and strategically leveraging key regional benefits.



A Retrospective

The Vision Statement describes what Windsor will look like 20 years from now. The vision is broad in scope; nonetheless, it focuses attention on key aspirations identified by the community. It is written as a retrospective in the year 2035, chronicling the accomplishments and achievements that have been implemented since the adoption of the Comprehensive Plan. This stylistic approach continues throughout the document.

Tomorrow's Vision

Looking to the 2030s, Windsor has leveraged its unique position in the center of Northern Colorado and simultaneously developed as a distinctive small-town community, as well as a critical link in the broader metropolitan economy. The community has grown considerably, continuing a period of nearly 40 years of sustained expansion and population growth, but emerged as a model community in the Mountain West, distinct from other conventional suburban areas.

Windsor is a complete community that reflects the best aspects of a traditional "hometown" with a strategic balance and mix of residential, commercial, and industrial land uses, served by high-quality public services, educational and faith-based institutions, and parks and open spaces. The Town of Windsor; however, is distinct from other municipalities in Northern Colorado for adopting growth policies that have concentrated development at key nodes while preserving its agricultural heritage. This includes a vibrant downtown, regional commercial and entertainment centers at the I-25 interchanges, a thriving industrial sector, and well maintained residential neighborhoods that are interlinked through a comprehensive system of parks and trails anchored by the Cache la Poudre River. Simply, Windsor is one of the most desirable, successful communities in the Front Range, while also a meaningful part of the Northern Colorado region.



Chapter 5

LAND USE & DEVELOPMENT

Windsor includes a diverse range of land uses that accommodate residential, commercial, and industrial users. The Town's residential neighborhoods are comprised of historic homes near Downtown as well as a large number of newer subdivisions, many of which anchor golf courses and large open spaces and have been built in the last 20 years. The Town's commercial and retail areas are anchored by the Main Street (SH 392) corridor and Downtown Windsor, while I-25 and emerging east-west corridors like Harmony Road and Crossroads Boulevard play an increasingly important role in the area's growth.

Additionally, the Great Western Industrial Park includes large scale sites and heavy manufacturing uses, which play an important role in defining the eastern parts of Windsor and carries implications for land use and economic planning across the community. The **Land Use & Development Plan** serves to guide future growth and development by providing a framework for Town policy and development review decision-making. The **Land Use & Development Plan** considers existing land uses, environmental features, market influences, and the vision of the Windsor community to create a land use pattern that contributes to a vibrant economy and high quality of life.

Windsor, Colorado was founded as a small 19th Century agricultural and railroad town, but in the last 25 years has tripled in size while establishing itself as one of the most desirable communities in Colorado. This recent growth likely represents just the initial phase of rapid expansion, as Windsor is poised to continue to substantially increase in size in future decades.



Chapter 5a

LAND USE PLAN



The Town of Windsor is a historic Front Range community that is experiencing rapid growth and development. Anchored by a historic downtown, the Town includes a mix of new and old residential districts, emerging commercial centers, and an evolving industrial sector. The Land Use Plan is designed to guide new growth, taking a balanced approach to land use that accommodates future growth while limiting impacts to existing neighborhoods and conserving open space areas that reflect the rural and agricultural heritage of the community.

The Land Use Plan takes into consideration key development influences such as market conditions, the existing roadway network, rail corridors, environmental features such as the Cache la Poudre River, reclaimed gravel mining areas, and scenic bluffs. Land use designations guide the location, character, and use of future development. The result is a land use pattern that provides a range and mix of housing options, commercial centers, and employment areas that contribute to a diverse and vibrant economy and high quality of life. The Land Use Plan and its supporting goals and objectives should serve as the foundation for land use and policy decision-making and act as a guide to ensure Windsor achieves its community vision.

Land Use Categories

The land use designations illustrated within the plan are a result of existing land uses, expert analysis, and the vision established by the Windsor community. Areas within Windsor fall under the following 14 categories:

1. Estate Residential
2. Single Family Detached Residential
3. Single Family Attached Residential
4. Multi-Family Residential
5. Downtown/Mixed Use
6. General Commercial
7. Regional Commercial
8. Light Industrial
9. Industrial
10. Public/Semi-Public
11. Agriculture
12. Parks/Recreation & Open Space
13. Utilities/Transportation
14. Intergovernmental Planning Area

Estate Residential

The Estate Residential category includes single family homes that are set on large lots, typically greater than one acre in size. Parcels within this category may also include homes that integrate agricultural and equestrian uses. Low Density Residential uses are inclusive of both planned subdivisions, as well as large-lot single family homes that have been developed individually over time. Estate Residential areas contribute significantly to the rural character of the Windsor community; however, to accommodate the Town's growing population while limiting impacts to infrastructure, its application moving forward is limited.

Single Family Detached Residential

The majority of residential uses fall within the Single Family Detached Residential category. They consist primarily of single-family detached homes, but these areas can also include components of single-family attached homes, such as townhouses and duplexes. This land use category encompasses older parts of Windsor, which are arranged on a grid street pattern, as well as stand-alone residences sited as part of larger planned subdivisions.

An effective technique to increase housing product diversity in Windsor is to integrate multi-family and attached units into low-density single-family detached neighborhoods. This architectural and site design approach has been effectively used since the beginning of the 20th Century in a variety of planned communities where such structures are indistinguishable from large, single-family estates. The Town of Windsor should evaluate allowing mansion-style apartment homes of up to four units in new subdivisions, when properly integrated into neighborhood character as part of its zoning code update.

Single Family Attached Residential

The Single Family Attached Residential category primarily includes single-family attached homes, but may also include small lot single-family detached as well as multi-family units. The category is intended to serve as a transitional land use between lower density residential areas and higher density/higher intensity uses. The Single Family Attached Residential category is intended to accommodate a range of housing types and sizes, such as townhomes, that can be seamlessly integrated within a neighborhood through compatible design and architectural features.

This land use category may also be suitable for strategically-placed commercial uses. These uses would be small-scale businesses that primarily serve the neighborhood and exhibit a similar architectural style and scale as adjacent residential dwellings.

Multi-Family Residential

The Multi-family Residential land use category includes residential structures that contain multiple dwelling units such as apartments and condominiums. Housing units are usually stacked vertically and attached horizontally, and typically have common hallways and amenities. This category may also include single-family attached housing, as well as senior housing and assisted living facilities. Multi-family Residential areas provide increased housing opportunities for a range of incomes, increasing the overall housing diversity of the Town, and generally have limited impacts to water and wastewater infrastructure compared to low density housing types. Multi-family Residential developments are often best sited adjacent to or within close proximity of community facilities, service and shopping areas, transportation corridors, and other community amenities. As such, limited commercial uses should be permitted on the ground floor of multi-family residential developments.

Residential Mixed Use

This category is intended to accommodate a range of residential housing types, as well as commercial and light industrial uses. The mix of single-family detached, single-family attached, and multi-family housing products promotes development that caters to a variety of family sizes and incomes, and provides an opportunity for residents to age-in-place.

Downtown/Mixed-Use

The Downtown/Mixed-Use land use category includes areas within the downtown Windsor area. Uses primarily include retail commercial, service, and professional offices; however, multi-family housing on the upper levels of downtown structures should be encouraged. This mix of land uses—commercial and residential—is intended to create a lively town center, concentrating a range of activities and housing density within a compact area.

General Commercial

The General Commercial land use category includes areas designated for the sale of goods and services and to accommodate offices and other professional employment uses. The designation encompasses local commercial uses that typically serve the needs of residents and the immediate surrounding area, including convenience uses, grocery stores, retailers, restaurants, professional offices, personal services uses, small shopping centers and multi-tenant centers, and more. The General Commercial land use category may also accommodate residential uses on upper levels of commercial buildings to establish mixed-use neighborhood nodes. These General Commercial areas are typically located along the Town's primary corridors and key intersections of major roadways.

Regional Commercial

The Regional Commercial land use designation includes larger shopping areas intended to draw customers and visitors from beyond the Windsor community. These uses include large shopping centers, lifestyle centers, larger retail establishments, multiplex movie theaters, and more. Because these uses depend on a regional draw for their customer base, it is essential that such development have excellent regional access and visibility. In Windsor, the area designated for Regional Commercial is the land along I-25, north and south of the SH 392 interchange. This regional commercial/employment node is also well-suited for a mix of commercial and higher density residential uses, and opportunities for future transit-oriented development.

Light Industrial/Business Park

Light Industrial/Business Park land uses include office, research, light manufacturing, processing, limited production, more intense commercial service use, and the storage and/or distribution of goods. Activities tend to occur inside structures, with outdoor areas allowing well-screened and limited storage or distribution. This land use category includes business and office parks used to support industrial operations, research, or logistics, which are typically developed as a coordinated subdivision or development. While this land use category has limited environmental and noise impacts, and is generally compatible with nearby residential or commercial areas, it may generate increased truck traffic, and uses should be well-screened and buffered from adjacent non-business type uses.

Heavy Industrial

Heavy industrial uses can include large-scale facilities that involve the processing of chemicals and plastics, refineries, and industrial machinery. Given the freight traffic, visual, noise, and environmental impacts generated by heavy industrial uses, these areas should be heavily buffered from adjacent land uses. Residential land uses adjacent to heavy industrial users should be discouraged in favor of light industrial and commercial as transitional uses to housing areas.

Public/Semi-public

The Public/Semi-Public land use designation includes schools, places of worship, libraries, government offices, social service providers, etc., which support activities for the benefit of the general public. Public/Semi-public land uses are generally integrated within and adjacent to residential and commercial land uses.

Agriculture

The Agriculture land use designation consists of cultivated fields actively used for raising crops, livestock, and other farming related activities. This designation may also include accessory buildings and uses such as single-family homes. With limited infrastructure to areas outside the Growth Management Area, many existing agricultural uses will likely remain as such throughout the course of this Comprehensive Plan. Additionally, agricultural areas may be preserved with the implementation of transfer of development rights (TDRs) programs.

Parks & Open Space

Public Parks and Open Space areas include parcels that are designated for active recreation, typically hosting fields, facilities, and supporting amenities related to athletics and public gathering. The designation also encompasses natural areas within the community that remain undeveloped due to development constraints or important environmental features such as wetlands, large tree stands, creeks, ecosystems, etc. Nevertheless, open space areas do not necessarily preclude future development; therefore, the Town should actively pursue conservation easements and other protective measures to maintain the open space areas that characterize the Windsor identity. In addition, this category may include existing mineral extraction sites, which are statutorily protected resources. Mining activities are considered temporary until the resource has been harvested.

Utility/Transportation

The Utility/Transportation land use designation includes areas of the community dedicated to infrastructure related to railroad rights-of-way, electricity, water distribution, collection and refinement, etc.

Intergovernmental Planning Area

Intergovernmental Planning Areas include parcels that are subject to an increased level of land use regulation, governed by intergovernmental agreements between the Town of Windsor, adjacent municipalities, and counties. The intent of these areas is to align land use policies that are mutually beneficial, which may entail precluding specific land uses while permitting others.

Temporary Mining Activities

The Town of Windsor includes some current mining uses, which are primarily located in land classified as Parks/Open Space on the Land Use Plan. These uses are further detailed in the Industrial Areas section of this chapter.

Land Use Policies

The Land Use Plan is intended to guide future land use and development decisions as well as provide a framework for future zoning updates and amendments. It should serve as the formal policy statement for land use, informing decision-making for development and redevelopment projects.

In certain parts of Windsor and its planning area, parcels have been developed and the existing built-form should be acknowledged in the Land Use Plan. Further, although not completely built-out, other subdivided and improved parcels present a fair degree of certainty on their ultimate development. Other areas are still taking shape. As a result, some areas on the Land Use Plan are demonstrated with harder edges and existing parcel lines; in other areas, such as Harmony Road, they are demonstrated more conceptually.

Using the Land Use Plan

The Land Use Plan was developed through detailed analysis to consider existing land uses and development, while creating a development pattern that seeks to achieve the vision for the community. It typically follows existing parcel lines to categorize specific land uses. While this gives a very precise designation for individual parcels, it is understood that parcels may be subdivided and assembled over time. As such, the exact boundaries of the land use categories may be subject to modification and should be regularly monitored and re-evaluated as part of the administration and implementation of the Plan. Nevertheless, future land use should be interpreted to follow the boundaries as set forth in the Land Use Plan.

Land Use Transitions

The land use plan provides designations for all areas within the planning area. Although the Plan strives to co-locate compatible uses, there may be areas that have juxtaposed land uses with a range of different intensities. As the Town continues to build out undeveloped areas and redevelop existing parcels, it should ensure future land use impacts to existing residential neighborhoods are mitigated. This includes, but is not limited to, effective use of development buffers, screening, and landscaping.

Furthermore, where buffering and screening does not allow for an effective separation of uses, new development should be of a similar design aesthetic of established neighborhoods to maintain the existing community character. While the scale and bulk of new development may be more intense, it can better blend with adjacent buildings through similar design.

Southeast Area Open Space

The area located at the Town's southeast edge includes a mix of land uses designated both open space and agriculture (SE Area). Given the presence of bluffs that create steep grades and soil conditions susceptible to erosion, the SE Area has relatively low development potential. While these conditions do not preclude future development, the Town should work with property owners to secure conservation easements as well as potentially purchase environmentally sensitive sites within the area to expand open space areas south of the Cache la Poudre River. This not only creates public open space but establishes a development buffer that separates Windsor from Greeley, as well as contributes to the identity of Windsor.

Land Use & Zoning

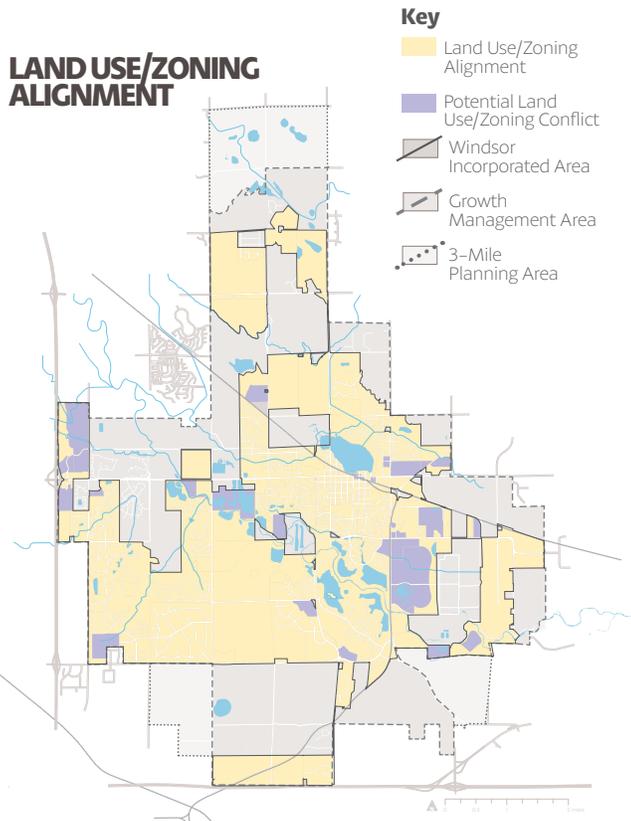
In order for the Land Use Plan to achieve the Windsor vision, it should be reflected in the Zoning Chapter of the Town of Windsor Municipal Code (Chapter 16). The Comprehensive Plan and zoning should work to reinforce one another: the Comprehensive Plan establishes Town policy and the Zoning Code provides its legal framework for future decision-making. A widely accepted planning best practice is that the Zoning Code should be quickly updated to reflect the Comprehensive Plan, and in some states that practice is required by statute. The land use strategies and long-range development vision presented in Windsor's updated Comprehensive Plan triggers certain areas that will require plan and zoning code calibration.

Zoning Code Update

Adoption of the Comprehensive Plan should be followed by an initiative to update of the Town's development codes including zoning regulations, subdivision regulations, and others. Changes to the Town's zoning chapter may include the refinement of existing regulations to address height, bulk, and intensity standards, as well as permitted uses. Potential amendments may also include the development of new zoning districts, such as an agriculture district, to accommodate existing non-conforming uses. Further, zoning overlay districts that offer greater design specificity and/or development incentives could be targeted for certain areas identified in the Plan. As the vision for the community evolves, the Town should periodically review and update its land use regulations and standards to ensure it remains an effective tool to implement the vision outlined in the Comprehensive Plan.

Zoning & Land Use Alignment

As a preliminary step to anticipate potential zoning changes, the types of land uses permitted within the zoning code is compared to the land use plan. Zoning alignment issues not only address differences in land use, but also differences in intensity of land use. For example, areas zoned as general commercial may be better suited as neighborhood commercial to require small lot sizes and development that is more compatible with adjacent residential neighborhoods. The map below outlines zoning areas that are not aligned with the Land Use Plan. This may be due to differences in use, omissions of permitted uses, as well as differences in desired density.



FORM-BASED CODES

Form-based codes are a type of zoning mechanism that prioritizes the physical form of the built environment over land use. It is a tool that can be used to preserve the character of existing communities, ensuring future development aligns with established neighborhoods. It addresses not only the “development envelope” through setbacks and site design, the architecture and building materials of the vertical improvements, and overall aesthetic character of an area, but it also provides a holistic design that guides the right-of-way and public infrastructure too. It regulates both public and private design elements. It can also be used to achieve a desired type of built form, such as a more traditional neighborhood design that promotes specific building design aesthetics, accommodates multimodal activity, and increases predictability for development.

Traditional “Euclidean” zoning seeks to separate land uses to reduce conflict (e.g. ensuring residential homes are not directly next to chemical factory). This type of zoning has become standard, and with it, has separated land uses to such an extent that many residential neighborhoods are sited far distances from local grocery stores and employment centers. Form-based codes seek to create more predictable, walkable neighborhoods that regulate the design of buildings, streets, sidewalks, and landscaping, which in turn, can dictate land use. Unlike a traditional zoning map that emphasizes the geographic location of land use, form-based codes utilize a regulating plan that identifies specific locations where different building form standards apply. Form-based codes can be applied town-wide, within specific areas of a town, or as an overlay that works with existing zoning classifications and land use standards.

MIXED USE ZONES

Mixed use zones are generally considered to consist of buildings that house commercial uses on the ground floor, with residential uses on the upper floors. This traditional form of mixed use is vertical mixed use and serves as a powerful form of the built environment to foster lively, walkable neighborhoods. However, mixed use zones can also include horizontal mixed use, which can achieve similar goals as vertical mixed use zones.

Horizontal mixed use zones combine several types of single-use buildings within an area of one town block. This approach can be used to transition existing single-use neighborhoods into more diverse land uses as well as avoids financing and coding complexities of traditional vertical mixed use zones. Towns can use a combination of vertical and horizontal mixed use to achieve pedestrian-scaled neighborhoods that allow residents to walk from their place of residence to shops, restaurants, schools, and other community amenities.

TRANSECT ZONES

Transects serve to categorize a range of habitats from dense urban core to natural areas. The most widely used urban-to-rural transect zones were introduced in 2003 by Duany Plater-Zyberk & Company to illustrate scales of density and land use impact. The transect is the basis of the SmartCode, which is a model transect-based planning and zoning document. The transect zones, or T-zones, organize land use based on the physical form of the natural environment with each zone reflecting specific density and design characteristics.



SmartCode Version 9.2

Mixed-Use Livability for Windsor: Compatibility, Form, & Connectivity

The Town of Windsor has established a vision and development goals that emphasize multi-modal transportation, active living, and mixed-use development executed in a manner that preserves the community's small town character. This is a delicate balance to strike and it requires a targeted approach for mixed-use development that is most appropriate for Windsor.

For some, mixed-use development means big cities and downtowns, and for others it means the iconic "Main Street form" of 2-3 story buildings strung along gridiron street blocks, with retail fronting the sidewalk and office or residential units upstairs. Although those examples definitely achieve this intended built form, a vertical mixed-use approach alone is likely too limiting for the Town of Windsor.

There are certain areas such as Downtown, the I-25 interchange, and future neighborhood nodes identified in the Land Use Plan, where such multi-story, mixed-use development in a traditional pre-war design makes sense. In fact, in these areas it should be encouraged and even incentivized, and it is an important part of the community's overall vision. However, there are many parts of the existing Town of Windsor, as well as areas projected for future growth, where this development pattern is likely inappropriate for land use and development considerations including, but not limited to, scale, density, proximity, and transition and buffering.

To a certain degree, Windsor's vision will require areas that leverage "horizontal mixed-use" design (see sidebar). The Town features a number of conventional single-family detached subdivisions, some including larger estate lots and clustered orientation around golf courses and natural features, which will likely never be in close proximity to neighborhood retail or employment. In certain areas future residential development will likely feature some of the same design elements and subdivision orientation that does not lend itself to vertical mixed-use development. But a "transect" approach could apply to the long-range build-out of Windsor.

Windsor's citywide urban design could be anchored on three primary nodes of grid street, multi-story development located Downtown, at the I-25 interchange, and the Fairgrounds entertainment district, with decreasing tiers of density and use intensity radiating out from those areas. Certain parts of Town would be low-density, such as estate residential neighborhoods and open space, and represent the opposite end of the transect. This design and development approach could also be used to emphasize the transition from other communities, such as Greeley, into Windsor by promoting low-density uses and open space at the edges of the Town's boundary.



Compatibility

An important part of implementing Windsor's development vision is managing land use adjacency through an approach that promotes compatibility and supports "horizontal mixed-use" design. To a degree, this land use approach is more about promoting the inter-relationship between adjacent land uses and less about buffering, screening, and separating different land uses from each other. The latter approach typically creates saturated land use "silos" or "pods" connected only via arterial roadways, with limited or no connections on local streets for people on bikes or walking, or people making short automobile trips. The contrast is often called traditional neighborhood design (TND) and draws from how neighborhoods and communities were built prior to the mid-20th Century.

Although some homeowners and residential developers prefer not to have any commercial, employment, or public facilities near their houses, ultimately there are community benefits to having housing in proximity to other uses like offices, schools, churches, and grocery stores, for example. Further, this traditional neighborhood design (TND) approach has been generally endorsed in Windsor during the community planning process and has been successfully implemented throughout the Front Range. Therefore a critical zoning and urban design challenge is creating a form-based environment that promotes strategic land use adjacency and compatibility while still maintaining a high residential quality-of-life. Windsor's existing urban form and projected growth areas position the Town well to achieve this goal.

The Future Land Use Map and Land Use Plan identify neighborhood commercial nodes, parks and open spaces, and community facilities in a manner that supports the distribution of these uses throughout Town. This approach creates the foundation to pursue compatibility between land uses through future Zoning Code revisions and form-based regulations. A transect-styled form-based zoning code could further this land use approach.

However, the Town must also address how land uses in close proximity are positioned as an asset—a local neighborhood business district and branch library location near a residential subdivision—rather than separate areas that must be robustly buffered from each other. This is partly achieved through urban design as well as citywide land use planning. Compatibility gets at making "horizontal mixed uses" more integrated together and strengthening these relationships, and less about addressing how to make them coexist in separate "silos."

There are two critical ways to emphasize land use compatibility: regulating urban design and built-form, and investing in connectivity through multi-modal infrastructure.

LAND USE PLAN UPDATES

The Comprehensive Plan is a dynamic document used to guide future growth and development. As such, it should reflect changes in economic forces, legislative action, development technologies, and community preferences. Plan updates and amendments should be made according to the following provisions:

1. The Land Use Plan Map should be reviewed on an annual basis by the Planning Commission and Town staff to determine what revisions, if any, may need to be made to the Map based upon changes in the land uses that the Planning Commission has determined should be made to different areas within either the GMA and/or community influence area (CIA) or because of zoning changes that have occurred in this interim period but are not reflected on the Map. It should be noted that the Land Use Plan Map is used to guide land use policy, and does not require separate updates or amendments for every parcel-specific zoning change.
2. A review of the entire Plan should be conducted within five years of the last update of the Plan in order to determine whether or not the goals, policies, and land use depictions outlined in the Plan are still current and are continuing to meet the needs of the community. Where it is determined that certain revisions to the Plan would prove to be beneficial to the Town's long-range planning and development, the Plan, and all related land use documents such as the zoning code, subdivision regulations, etc., should be revised to reflect the changing needs of Windsor. This review of the entire Plan should be performed as a collaborative effort involving the Plan. This update is one of two types of comprehensive plan amendments.
3. The Plan can be amended (the second of two types of Plan amendments) in order to (a) correct technical and/or legal errors in the Plan, (b) update the data in the Plan, or (c) make other necessary revisions which will cause the land use depictions in the Plan to be consistent with the development patterns in the community. In accordance with all respective public hearing requirements, and in consultation with the Town Board and Town staff, the Planning Commission shall be responsible for making amendments to the Plan. The Planning Commission shall consider the following criteria in regard to the approval or rejection of any proposed amendment to the Plan:
 - a. Conformance with the goals and policies outlined in the Plan;
 - b. Compatibility with existing and planned land uses;
 - c. Minimizing detrimental impacts to the existing or planned transportation system; and
 - d. Adequacy of existing or planned service capabilities.
4. Adoption of proposed amendments to the Plan shall be in full compliance with all requirements for such comprehensive plan amendments as outlined in the *Colorado Revised Statutes* and the *Windsor Municipal Code*.

Form

Form governs the design and orientation of not only future development but also the public infrastructure that serves those sites. While the Town of Windsor has not historically delved into urban design at this level of detail, it is an important policy direction going forward to see its community vision materialize. While some municipalities have thrown out their old zoning codes and adopted entirely form-based regulations to govern land use development in their communities, that approach is challenging and likely inappropriate in Windsor. However, a hybrid approach of adopting form-based regulations in targeted areas may work for Windsor.

The Town of Windsor needs to identify the types of built-form and urban design standards appropriate for the wide variety of existing development and extrapolate the desired elements into an adopted code to guide future construction. Form-based regulations and an application of a density transect approach will need to be customized to Windsor specifically. This will include providing urban design criteria not just for multi-story, mixed-use infill projects Downtown, but also for retail strip centers and single-family detached neighborhoods throughout the community. Further, it must also guide how adjacent land uses should transition and inter-relate between each other.

One important technique to evaluate is establishing a general form-based set of standards that offer more flexibility throughout the Town, and then target specificity through the use of overlay districts. In certain areas, such as primarily residential neighborhoods, Town officials may focus more on use type and less on precise urban design criteria, whereas in other parts of Windsor, such as the I-25 interchange district, the specific land use may be less important than the built-form. Overlay districts can be an effective tool to create a dynamic, hybrid zoning code.

Connectivity

Although virtually every property is connected in Windsor through the use of the automobile, the comprehensive planning process has endorsed investing in multi-modal options, primarily walking and bicycling as critical alternatives. This community desire aligns well with elevating the importance of urban design and integrated land uses as the Town considers zoning code revisions. Multi-modal connectivity between neighborhoods and parts of Town is fundamental to promoting many of Windsor's development goals.

Strategies such as "complete streets," which reposition existing right-of-way and public infrastructure found between "curb to curb," is an important policy element and is addressed in detail in Chapter 6: Transportation & Mobility. Further, Windsor's trail and sidewalk network is detailed in that chapter and critical gaps and potential extensions are identified. Windsor cannot focus squarely on the private property and architectural aspects of developing a community rooted in livable, traditional neighborhoods but must also address its public transportation infrastructure.

These transportation policy approaches culminate in creating a community designed around integrated areas where people can drive, walk, or ride from their homes to a wide variety of districts and neighborhoods for work, school, daily needs, or recreation. However, they still can quickly and efficiently access the greater Northern Colorado region via automobile. This transportation design needs to be retrofitted in existing areas and expanded as part of future development and new construction. The Town's zoning code and development regulations can address future private development while its budget, Capital Improvement Plan, and infrastructure programming can begin to invest in existing areas. Regardless of the implementation strategy, investing in improved multi-modal connectivity is a critical element to this design and development approach.

The Importance of Transit and Transit-Oriented Development (TOD)

The Town of Windsor does not currently have transit service and transit options in Northern Colorado are, in general, less robust and frequent than systems found in other metropolitan areas. Ultimately establishing and expanding well-designed transit service in Windsor, and throughout the region is critical to achieving many of the Town's urban design, land use development, and multi-modal transportation goals.

The Comprehensive Plan identifies the I-25 interchange and Downtown as key areas of density, employment, commercial activity, and a mix of land uses that may support transit ridership in the future. Further, both the 2008 Windsor-Fort Collins I-25/SH 392 Interchange Improvement Plan and the 2011 CDOT North I-25 Final Environmental Impact Statement identify the I-25/SH 392 interchange as one of 13 future express bus stations for service between Fort Collins and Greeley to downtown Denver and DIA. While a park-and-ride facility at the interchange will facilitate transit ridership, development should not be limited to the location of the existing park-and-ride or future transit facility. In fact, transit-oriented development (TOD) is successful within 1/4- to 1/2-mile of transit stations. As such, local transit connections and TOD should also be considered for the northeast and southeast quadrants of the intersection.

Other areas, such as the Great Western Industrial Park and the future Fairgrounds entertainment district, may emerge as critical transit destinations. The Town needs to address long-range transit service planning from a public program and community facility standpoint. Ultimately this is a regional transportation policy, but it carries implications for local land use planning in Windsor. The most immediate implication is guiding development to anticipate TOD.

Windsor will continue to grow rapidly and although there is not transit service in place today, it does not preclude the Town from anticipating transit service in the future. The most effective approach at this time would be using a zoning overlay that implements the principals of TOD in targeted areas such as the I-25 interchange and Downtown. Such overlay districts can provide development incentives and bonuses to encourage certain transit-supportive features like stations and bicycle racks to be included in new construction; these components can be built later as transit service is introduced, or as the area meets density and ridership targets, so the retrofitting aspect has been most efficiently planned and designed from the beginning. Further, the Town may want to consider promoting and incentivizing or requiring additional employment and residential density in TOD overlay areas to help support transit service demand in the interim.



Chapter 5b

GROWTH FRAMEWORK



Vision

This vision statement is written as a retrospective from 20 years into the future, looking back on Windsor's progress as a community.

Windsor is a community that has maintained a high quality of life while accommodating new growth and celebrating its agricultural heritage. It is known throughout the Front Range as a safe, community-oriented Town with a variety of cultural, recreational, and natural destinations. Growth within the community has occurred in an environmentally and fiscally sustainable manner, due to local leadership, local and regional partnerships, inter-jurisdictional cooperation, and community involvement. The Town has successfully balanced the growth sectors of housing, business, employment, education and cultural opportunities for present and future residents.

GOAL

Maintain the character of the community while accommodating future growth that is fiscally and environmentally responsible.

Objectives

1. Prioritize new growth in areas currently served by Town infrastructure and services.
2. Incentivize infill development to complete neighborhoods and leverage existing resources.
3. Develop new neighborhoods adjacent to the Town core.
4. Encourage the oil and gas industry to remediate, reclaim, and develop former oil and gas extraction and mining sites as they come offline.
5. Support maintenance and investment in existing neighborhood infrastructure and services as the Town grows.
6. Work cooperatively with adjacent municipalities to coordinate future land use and development within intergovernmental planning areas and amend intergovernmental agreements to meet evolving community needs and land use demand.



Introduction to the Growth Framework

Windsor's population has steadily increased since the late 1990s, and is anticipated to continue the aggressive growth pattern that mirrors the influx of residents throughout the Front Range. Analysis within the Town of Windsor Existing Conditions Report anticipates Windsor to grow by 14,723 people between 2015 and 2040. Similarly, the Windsor Demographics and Housing Opportunity Study estimates the population to increase by more than 14,000 persons between 2010 and 2040, with the number of housing units projected to increase by approximately 6,100 between 2015 and 2040. These numbers indicate the need for a strategic and well-managed growth strategy that accommodates future populations while limiting adverse impacts associated with growth.

Capacity

Windsor has more than 7,000 acres of potentially developable areas within its Growth Management Area. Developable areas include both infill development sites as well as greenfield sites. The Windsor Demographics and Housing Opportunity Study found that Windsor has the capacity to accommodate future growth projections for the next 25 years and more. Even if developing at the lowest density housing type (Estate Residential), new housing growth in Windsor is projected to consume less than 50% of the total developable area by 2040.

Taking a growth approach that incorporates a mix of housing types that includes both low and high density residential land uses, future housing development would consume no more than 30% of the developable area. Given the vast amount of developable land, the Town has an opportunity to both grow in size and population, while conserving resources and preserving rural areas. Recognizing an important growth management balance between preserving the health of its existing, older neighborhoods against new housing construction is critically important for Windsor's leadership over the next generation.

Limitations

Population and housing growth is driven by a combination of community character, accessibility, local community facilities and amenities, and market forces. Nevertheless, growth can be limited by environmental features such as rivers and steep slopes, as well as infrastructure capacity. Windsor's current water and wastewater infrastructure does not yet reach the boundaries of the Growth Management Area (GMA), with fewer lines that service the northern portion of the area. In order to ensure local infrastructure is extended to the boundaries of the Growth Management Area incrementally and in a fiscally responsible manner, future growth should be concentrated near existing urbanized areas. This approach both limits "leap frog" development as well as makes more efficient use of existing Town infrastructure and services.

In addition to environmental features and infrastructure resource, future growth may be limited at specific sites due to existing oil and gas extraction operations. Data is limited as to the lifecycle of oil and gas extraction sites, with some wells going offline within a year and others continuing to produce for more than 50 years. Generally, wells are plugged when production is no longer economical for the operator or the property owner chooses to develop the land for other purposes. As wells come offline, and following proper remediation, future development on former well sites should follow underlying land use designations. Ultimately these impacts must be evaluated on a case-by-case basis and represent an element of a continually moving target for land use planning, related to certain properties and parcels.



Growth Strategy

Windsor is a community with a unique landscape that is experiencing a surge in population growth and development. Maintaining its character while accommodating growth and protecting its environmental features will be one of the community's greatest challenges for the next 15–20 years. The following policies seek to address this challenge by managing growth and leveraging existing assets.

Primary Growth Area

The Primary Growth Area includes vacant infill properties, redevelopment opportunities, and underutilized agricultural parcels adjacent to urbanized areas. Parcels within the Primary Growth Area are limited to those that are within existing Town boundaries. Future development should be prioritized within the Primary Growth Area to utilize existing infrastructure and services.

Growth within the Primary Growth Area will include a mix of land uses. The Corridor Activity Center, at the interchange of SH 392 and I-25 should emerge as a regional commercial node, while the Great Western Industrial Park to the west should continue to expand, recruiting jobs and diversifying the local economy. Areas that lie between are suitable for additional residential subdivisions; however, residential growth within the Primary Growth Area should prioritize the completion of existing subdivisions. As development occurs, the Town should adhere to the land use plan, paying close attention to the protection of riparian corridors (Poudre River) and the scenic bluffs that contribute to the character of Windsor.

As new development occurs within the Primary Growth Area, the Town should ensure appropriate design and placement of residential and commercial uses. New residential areas near existing commercial nodes should be encouraged to include a mix of housing types, with an emphasis on higher density residential uses. Similarly, while new residential subdivisions will likely be predominantly single family detached homes, residential developments should include a variety of housing types while also siting new units to preserve environmental features and open space areas.

Committed Growth Area

The Committed Growth Area includes parcels that are within existing Town boundaries; however, they are often disconnected from existing urbanized areas. Land within the Committed Growth Area are part of annexed "islands" that are separated by large tracts of undeveloped land. Increased growth and development in the area will impact available capacity and stretch available resources and Town services. To prevent further leap frog development and premature expansion of infrastructure capacity to serve these areas, the Town should limit development within the Committed Growth Area in favor of sites within the Primary Growth Area, which are contiguous to urbanized districts.

GROWTH MANAGEMENT INCENTIVES & STRATEGIES

Prioritization of growth to specific areas of the community will require careful planning and coordination by Town staff and officials. Geographically- and financially-based incentives are effective tools to encourage efficient, and orderly growth patterns. The following list of incentives can be applied to drive growth within the Primary Growth Area as well as discourage premature development within the Secondary and Tertiary Growth Areas:

1. **Concurrency Ordinance.** Municipal ordinance requiring new development to be adjacent to existing developed areas. A concurrency, or adequate facilities ordinance, allows municipalities to deny preliminary plat approval and development proposals if a project does not meet defined public facility standards. This includes, but is not limited to, water infrastructure, wastewater infrastructure, adequate roadway capacity for vehicles, bicycles, and pedestrians, and others. Developers are free to make improvements at the expense of the developer; however, projects may still be denied because infrastructure projects must be constructed by the municipality or other service district. In this manner, infrastructure development is built incrementally as a function of local government funding and planning, not as a reaction to new development.
2. **Impact fees.** Reducing or waiving impact fees within the Primary Growth Area.
3. **Density awards and bonuses.** Decrease minimum lot area or dwelling units per acre for sites within the Primary Growth Area.
4. **Transfer of development rights.** Zoning tool to preserve rural, open space and agricultural areas (sending sites) through the purchase of development rights to be used to increase density, floor area allowances, and height limitations in other areas of a municipality or region (receiving sites).
5. **Tax abatement.** Reduction or elimination of property tax for new development or redevelopment projects.

Secondary Growth Area

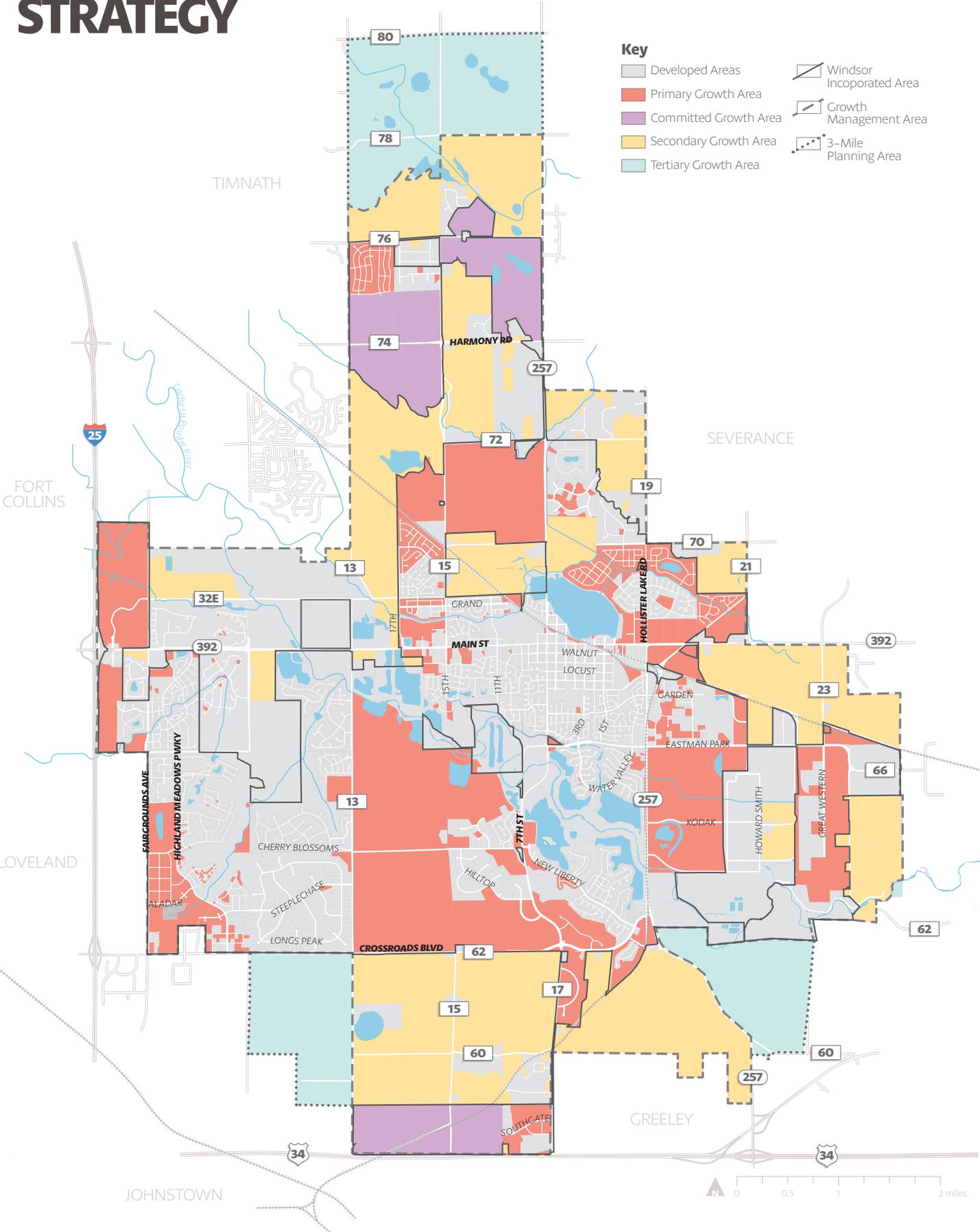
The Secondary Growth Area encompasses land that lies outside the Primary Growth Area. It includes areas within the town's boundaries and the GMA. Development of these sites will require careful planning to ensure newly annexed areas and expanded development in previously annexed areas can be serviced by town infrastructure.

Development within the Secondary Growth Area will primarily consist of residential land uses as well as expanded industrial uses to the east. Where possible, residential subdivisions should include a mix of housing types and densities to increase affordability and expand the range of housing options. In addition, all new development should utilize existing best practices with conservation design as well as stormwater management.

Tertiary Growth Area

The Tertiary Growth Area includes all land that lies outside of the GMA, but within the 3-mile Planning Area. Colorado State law requires a 3-mile planning area for future annexation; however, this 3-mile area, which comprises the Tertiary Growth Area, may also include the GMA of neighboring municipalities. Land within this area will require annexation as well as the extension of town services and infrastructure. Given the amount of land available for development within the Primary and Secondary Growth area, which can accommodate projected population growth for the next 25 years, the Town should discourage development within the Tertiary Growth Area. Should development reach the Tertiary Growth Area; however, the Town should consider reevaluating the Comprehensive Plan to analyze impacts to roadways, community facilities and services, and infrastructure.

GROWTH STRATEGY





Chapter 5c

RESIDENTIAL AREAS FRAMEWORK PLAN



Vision

This vision statement is written as a retrospective from 20 years into the future, looking back on Windsor's progress as a community.

Windsor has a diverse housing supply that meets the needs of the community. This includes a range of housing types from spacious single-family homes, to cozy small lot houses, to apartments and condominiums that cater to a range of incomes and family sizes. Neighborhoods have a high level of connectivity that promotes access and walkability. The Town has worked closely with developers and builders to ensure the architectural design and character of newly constructed homes maintain the Town's existing rustic, Front Range character through the use of natural materials and preservation of open space areas.

GOAL

Support diverse housing and residential neighborhoods to meet the needs of varying family sizes, lifestyles, and income levels.

Objectives

1. Promote multi-modal connectivity to increase neighborhood access and resident mobility.
2. Utilize conservation design and traditional neighborhood design for new residential growth areas and promote overall community livability.
3. Increase the number of affordable housing units that provide opportunities for working families and seniors.
4. Foster a diversity of housing types and sizes through coordinated land use planning and zoning.
5. Support high density residential development near Downtown, commercial centers, and mixed-use nodes.
6. Utilize cluster housing development and conservation design to conserve natural resources, particularly in proximity to the Poudre River and bluffs.
7. Maintain the character of existing residential neighborhoods and make investments that leverage their distinctiveness from newer parts of Town.
8. Discourage the use of dense residential developments as a buffer to industrial areas.
9. Foster a unified identity for Windsor's residential areas.

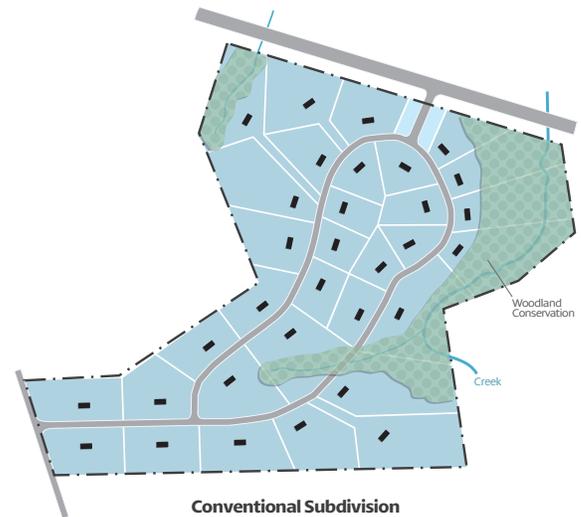


Introduction to the Residential Areas

The Residential Areas Framework Plan provides a foundation for future and existing residential neighborhoods within Windsor. The Framework seeks to identify and provide recommendations for the Town's various neighborhoods, which range in levels of density and site design. The Residential Areas Framework Plan uses the Land Use Plan as a foundation for more detailed strategies to organize existing and emerging residential areas that are compatible with the existing land use pattern of the Town, concentrating higher intensity areas near commercial areas and limiting impacts from industrial uses.

Residential Character Areas

While each of Windsor's residential neighborhoods have unique designs that contribute to the overall image of the Town, several have similar attributes and characteristics.

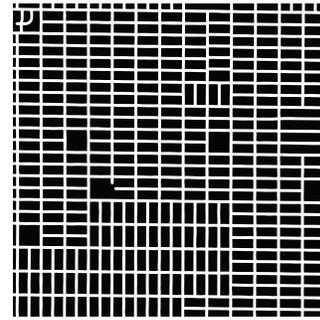


Estate Residential

The Estate Residential Character Area features single-family homes set on large lots. Infrastructure within these areas do not include curb and gutter and many homes utilize septic systems; they are generally located in corridors that use the rural transportation design standards. While this character area reinforces the rural nature of Windsor, large-lot single family homes require the same Town services and infrastructure as those in higher density areas. As such, existing areas should be maintained; however, the Town should not permit the construction of new Estate Residential areas.



Conservation Design Subdivision



Traditional urban grid

Conservation Design

This character area includes a mix of single family homes that are arranged in clusters to preserve open space areas such as the Highland Meadows and Belmont Ridge (Fossil Ridge) subdivisions. The overall effect is a low density neighborhood that utilizes parcel sizes between 8,000 – 15,000 SF, and provides large expanses of open space that lend to the Town's image and environmental character. Further, this design is typically more efficient with infrastructure maintenance and water conservation. To maintain the integrity of these neighborhoods, the Town should implement the following strategies:

1. Ensure open space areas are well-managed and landscaping is maintained. The Town should consider evaluating maintenance and investment partnerships with homeowner associations and other private property owners.
2. Regularly engage neighborhood groups and homeowners associations to review and discuss projects that may impact their area, report and communicate on code and law enforcement issues in the neighborhood, and stay informed about any other issues affecting the various neighborhoods.
3. Ensure homeowner renovations and updates reflect the scale and character of existing residential neighborhoods. The Town should consider creating an existing home remodeling and expansion pattern book that demonstrates appropriate styles and approaches to such reinvestment in a manner that is consistent with zoning and building codes.
4. Consider reducing the minimum residential lot size to incentivize larger areas of open space preservation.

Traditional Neighborhoods

These character areas include the oldest portions of Windsor near Downtown including the Town of Windsor 1st, 2nd, Bowman's Addition, and Kern neighborhoods, as well as the Brunner farm neighborhood. Typical features includes a grid street pattern that utilize parkways and alleys. Lot sizes are approximately 6,000 SF set on street blocks between 400 and 700 feet. This traditional neighborhood design not only makes Windsor unique, but also promotes neighborhood connectivity and walkability.

Also included in this category are neighborhoods built within the late 1970s through 1990s. They include the Mountain View, Governor's Farm, and Windsor Village neighborhoods, among others, and differ from the oldest neighborhoods by curvilinear streets and cul-de-sacs. These areas transition well from older Downtown areas by maintaining some of the original street grid.

Though not a significant issue currently, it is important that property maintenance standards and housing stock quality be maintained within Windsor's established residential areas. To allow these neighborhoods to remain competitive in the market as newer housing comes online, the Town should consider the following actions:

1. Promote walkability through streetscape improvements that include high-visibility pedestrian crossings, curb bump-outs, and/or landscaped medians on wide residential roadways.
2. Require street connections to new subdivisions to maintain the street grid where possible and improve overall connectivity between established neighborhoods.
3. Prioritize streetscape and infrastructure improvements to increase the marketability of older neighborhoods, such as street lighting, sidewalks, and gateway monuments.
4. Evaluate district standards including setback, offset, and open space requirements to ensure that older homes remain in compliance.
5. Permit infill development to include single-family attached homes that mimic the existing character of the neighborhood. Given the proximity to Downtown, a small increase in land use intensity within Late-Century Ranch neighborhoods would have minimal impacts and help meet the need for affordable housing options.
6. Consider the use of form-based code regulations to maintain and enhance the desired design of the neighborhood while permitting increased density.

A Neighborhood & Community Development Approach

The Town of Windsor is a diverse community largely defined by a series of established neighborhoods and newer subdivisions. Many of these residential enclaves have their own identities and are tightly knit. Residents have often bought into the identity, brand, and benefits of a specific residential development, more so than they have identified with the Town of Windsor itself.

Throughout public engagement and outreach many residents expressed a desire to strengthen bonds across Windsor as a small town that brings everyone together, particularly between the eastern and western sides. To ensure the existing neighborhoods in Windsor feel connected to each other and the Windsor community, and to reinforce interconnection across the Town as it grows and expands with new housing construction, the Town should consider the following actions:

1. The Town should consider working with existing homeowners' associations and neighborhood groups and engage residents in Town activities and service delivery.
2. The Town should consider partnering with local businesses and neighborhood groups to establish block parties in each residential area of town and promote a "Tour of Neighborhoods" series of events that invites residents into new parts of the community and promotes "getting to know" your Windsor neighbors across Town.
3. The Town should consider codification of a requirement to add "Town of Windsor" signage and branding to any future subdivision and other residential monument and/or signage to reinforce that neighborhood's tie to the larger community.
4. The Town should evaluate a customized, uniform street sign and other infrastructure design standards that marks residential areas that are within the Town of Windsor, distinguishing them from unincorporated areas and other municipalities.

Residential Growth & Infill Areas

Windsor has a strong desire to maintain the existing neighborhood fabric, while promoting new growth that accommodates affordable and senior housing options. This approach will require the Town to utilize a combination of Traditional Neighborhood and Conservation Design characteristics that permit multiple housing types and foster multi-modal connectivity.

Neighborhood Connectivity

The Town is divided into nearly 70 neighborhoods and subdivisions. While Traditional Neighborhood areas' compact, gridded street network facilitates safe and convenient travel within and between residential areas, Windsor's newer subdivisions such as Highpointe, and others to the north and southwest, tend to include more curvilinear layouts with larger blocks, limited through-connections, and fewer access points to the major street network. This approach to residential development exacerbates the need for residents to use major roadways to make local trips and increases congestion with traffic that could otherwise be accommodated on local routes.

The need for greater neighborhood connectivity will only increase as Windsor continues to grow and dozens more subdivisions are developed. A high degree of connectivity should be encouraged between residential areas to limit congestion and promote healthy lifestyles. Enhanced connectivity between adjacent neighborhoods can also foster greater community identity wherein residents begin to identify more with Windsor than their particular subdivision.

Moving forward, the traditional grid of the Town center should be echoed by new development. Dead-end streets and cul-de-sacs should be limited in favor of a more complete network of streets and sidewalks that shorten travel distances between residents and nearby parks, schools, and commercial centers. The Town should work with developers to plan for future local roadway connections and require the establishment of and connections to stub streets.

Similar to the Water Valley and Highland Meadows neighborhoods, the Town should also work with the development community to integrate trails within new neighborhoods. Additional discussion of local and regional trails that could be extended and incorporated into future development is included in **Chapter 6: Transportation and Mobility**.

Low Impact Design – Water Resource Management and Open Space Preservation

While traditional, compact residential neighborhood and commercial district development should be encouraged throughout much of Windsor's growth areas, the use of low impact design (LID) practices should be encouraged for areas where significant natural features exist.

LID is an approach to residential development that preserves contiguous areas of open space and natural areas by clustering smaller residential parcels on select areas of the site. The overall housing density remains the same, but the site design allows for larger areas of common open space that can be used as neighborhood or community parkland. This approach to development also provides for naturalized stormwater management while minimizing the amount of roadway and utility infrastructure needed to serve a given development. Examples of this can be seen in the Conservation Design Character Areas.

Low impact design should be strongly encouraged in Windsor's growth areas where critical sensitive areas (CSAs) such as the Poudre River, floodplains, wetlands, areas of high slope, and wooded areas could be impacted by typical subdivision development. CSAs should be preserved and integrated within the development and the existing topography should be used to dictate the design of new development, preserving an area's natural drainage. This approach would promote the integration of green infrastructure as a community asset, work to leverage open space to establish physical connections between neighboring residential areas, and provide a more sustainable policy for water resource management.

Effective low impact design can reduce the use of water for irrigation. The Town should also consider undertaking a comprehensive ecological assessment to identify areas where low impact design and other conservation strategies should be a priority.

Designing Infill Development

The Town could consider establishing overlay zoning districts, which could be form-based, to help promote and guide the type of infill construction and development the community seeks to achieve. Such codes need to balance between existing, adjacent buildings and the established character of the neighborhood, alongside a desire to elevate the quality of the infill development project.

Affordable Housing

The planning process revealed the need to support the construction of affordable housing options that cater to working class families and seniors. Affordable housing can vary based on market conditions, available housing stock and housing types, and is a function of household income. In order to provide a housing that caters to a range of incomes and households, the Town should consider the following actions, which reinforce recommendations within the **2015 Demographics and Housing Opportunities Study**:

1. Revise the Economic Incentives Resolution 2004–39 by decreasing the set-aside requirement from 20 to 10% to be better aligned with available incentives and promote more construction.
2. Increase the housing unit density bonus to serve as an economically valuable tool for housing growth.
3. Strengthen the revised Economic Incentives Resolution 2004–39 by codifying it within the Town's zoning code.
4. Revise existing zoning to reduce the minimum lot area size to allow for greater density within central areas of Town and provide additional density bonuses in key mixed-use areas, such as Downtown and near the I-25 interchange.
5. Consider reducing the minimum lot area per dwelling unit and open space requirements for the single family residential districts in exchange for affordable housing unit construction as part of these master planned subdivisions.
6. Promote the construction of accessory dwelling units (ADU) that increase housing diversity and allow seniors to age in place with smaller, more affordable housing types (Windsor Town Charter and Municipal Code ARTICLE XXXIII – Accessory Dwelling Units).

Housing Diversity

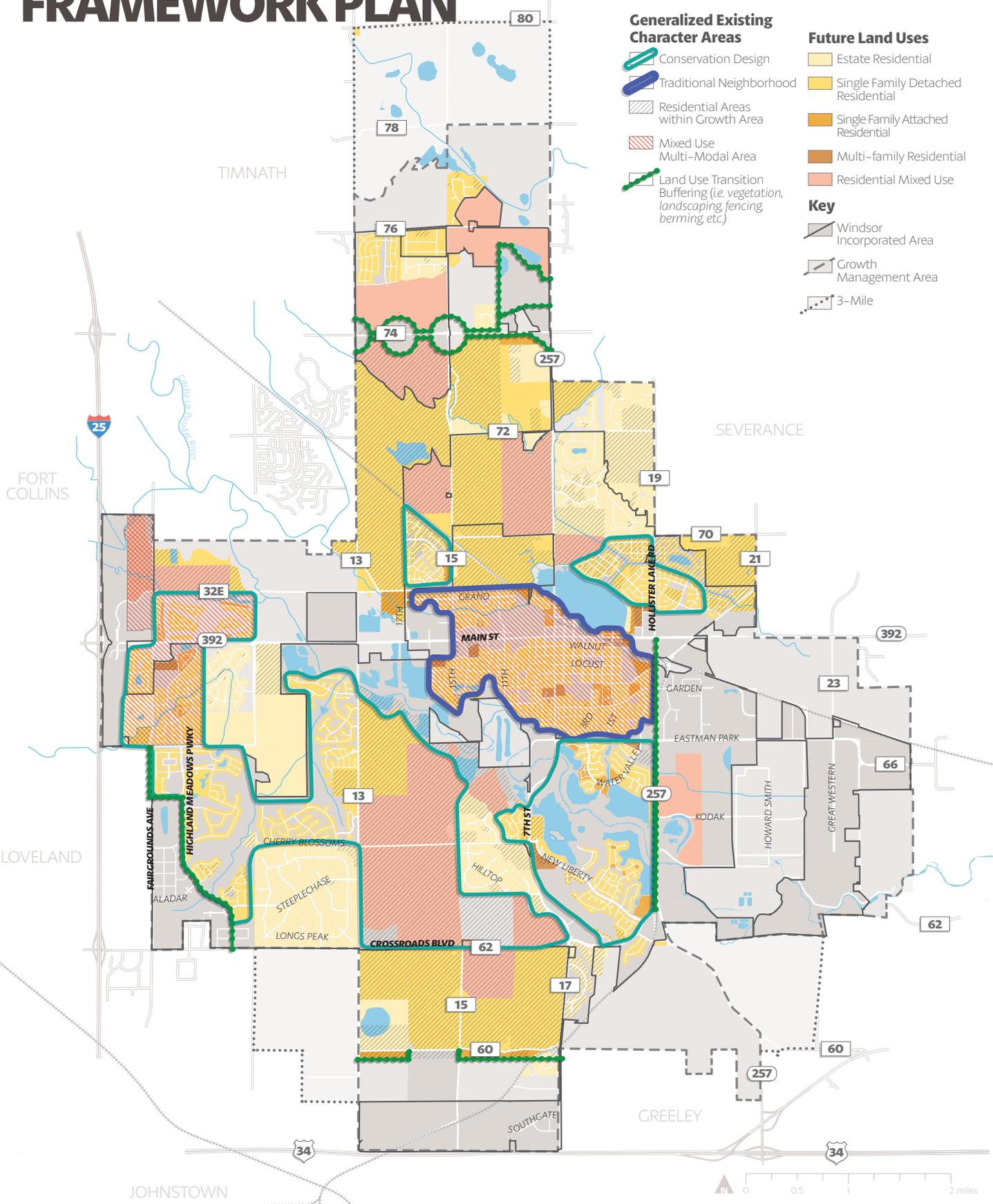
The majority of Windsor's housing stock is comprised of single family detached homes. While this housing type largely defines the community and will likely remain the predominant housing type, the Town should encourage the development of a more diverse housing stock.

This includes the development of townhomes, multi-family, and mixed-use products that are both owner- and renter-occupied. These uses are best placed near commercial areas to encourage walkability and serve as a land use transition to single-family residential neighborhoods. These housing product options will appeal to young families, downsizing retirees, senior citizens, and others that do not desire large single-family homes on large, maintenance-intensive lots.

Further, as the Town continues to grow, it should be mindful of the placement of higher density uses, ensuring higher density and multi-family projects are not used as a buffer for more intense and potential hazardous land uses such as emerging industrial areas to the east.

To promote a mix of housing types, the Town should consider amending its zoning ordinance to include a housing diversity requirement. Such an ordinance would apply to specific residential zoning districts and mandate a specified variety of housing types (duplex, townhouse, apartment, etc.) depending upon the size of development (i.e., the more acres included within a project, the greater number of housing types required).

RESIDENTIAL AREAS FRAMEWORK PLAN





Chapter 5d

COMMERCIAL & INDUSTRIAL AREAS FRAMEWORK PLAN



Vision

This vision statement is written as a retrospective from 20 years into the future, looking back on Windsor's progress as a community.

New residential growth has helped to support Windsor's historic downtown and emerging commercial areas. Downtown remains the heart of Windsor, serving as a civic and cultural hub. Its streets and businesses are teeming with activity, which are supported through mixed-use and multi-family housing, increased connections to Windsor Lake, and a new library facility. In the future, the Town has successfully diverted heavy truck traffic from Main Street, making a safer, pedestrian-oriented neighborhood that is easily accessible through trails and sidewalks. Similarly at the I-25 interchange, the area has developed into a bustling commercial and employment district that draws visitors from the north Front Range region and is further supported by integrated and adjacent high-density housing. Windsor has developed a strong employment center, with a diverse range of businesses that lend to a dynamic and resilient local economy. The Fairgrounds District is a regional attraction while the Great Western Industrial Park has seen tremendous growth due to its access to rail and designated truck routes.

GOAL

Maintain the character of the community while accommodating future growth that is fiscally and environmentally responsible.

Objectives

1. Prioritize new growth in areas currently served by town infrastructure and services.
2. Incentivize infill development to complete neighborhoods and leverage existing resources.
3. Develop new neighborhoods adjacent to existing neighborhoods and urbanized areas.
4. Encourage the oil and gas industry to remediate and develop former oil and gas extraction sites as they come offline.
5. Support maintenance and investment of existing neighborhood infrastructure and services as the Town grows.
6. Work cooperatively with adjacent municipalities to coordinate future land use and development within Intergovernmental Planning Areas and amend intergovernmental agreements to meet evolving community needs and land use demand.
7. Create an up-to-date action plan for the Downtown area by developing a new Downtown plan or identifying and implementing applicable components of past downtown planning initiatives.
8. Create a distinct sense of place for the Town's commercial and industrial districts.
9. Pursue the use of zoning and form-based development tools that promote and encourage the type of mixed-use character the community prefers.



Introduction to the Commercial and Industrial Areas

Windsor's commercial and industrial areas provide a wide range of goods and services, as well as employment opportunities, and play an important role in Northern Colorado's economy. From local small businesses to global corporations and major manufacturing centers, the Town's commercial corridors and industrial activity areas provide a meaningful part of Windsor's community character and contribute to a strategic balance of land uses. Further, Windsor features commercial and industrial areas distributed throughout the community, which creates the need to carefully manage residential growth alongside these zones in a way that appropriately buffers and transitions between land uses. The Commercial and Industrial Areas Framework Plan provides recommendations and strategies for the varied districts throughout Windsor.

Commercial Areas

Windsor's commercial areas include the Downtown, areas along key corridors, I-25 interchange area, and designated Intergovernmental Planning Areas located nearer the edge of the community. While the Downtown, corridors, and interchange areas all provide existing commercial development and a wide range of uses, there is tremendous opportunity for new commercial growth and development within each of these areas, as well as within the designated Intergovernmental Planning Areas. This section of the Plan focuses on the different commercial areas of the community and identifies recommendations as growth and investment in each of these areas is considered.

I-25 Interchange

One of the most important opportunities for the Town of Windsor over the life of this plan is the likely build-out of the I-25 interchange area on SH 392/Main Street. The interchange acts as the primary gateway into the Town of Windsor and directly links the community with not only the Northern Colorado region, but the entire Front Range economy. Recent investments have elevated the prominence of the area through physical improvements to the interchange including landscaping, signage, gateway monuments, and streetscaping. However, there has been substantial recent regional retail development at the exits to the north and south, such as Centerra in Loveland, and Walmart and Costco in Timnath, leaving Windsor to find its niche in the market.

The Vision

The vision for the area is to serve as a new neighborhood or urban center for Windsor, and the Northern Colorado area more broadly, rather than a low-density, suburban-styled retail interchange that mainly caters to bedroom community commuters and transient interstate traffic. To a certain degree, the development and design approach could reflect the concept of an “activity center” node, or “edge city”, for the Northern Colorado region, with a strong relationship to the existing historic cores in Fort Collins and Windsor, but also to the entire Front Range. The district would function as a self-supporting, compact neighborhood, while also featuring direct multi-modal connectivity to these existing mixed-use centers.

The area carries significant potential to develop in a more complete, mixed-use manner than other exits off I-25. Through the existing IGA and Corridor Activity Center with the City of Fort Collins a specific set of uses are approved and outlined. The vision for the district is to minimize the presence of automotive-related and auto-oriented highway uses and develop a mixed-use center or node within Windsor that will function, in effect, as a contemporary “uptown” styled district that complements the Town’s historic Downtown, or other mixed-use neighborhoods like Water Valley.

A Role for Retail Development

A segment of the community has expressed some concern that the “major retail exits” have already been established in the corridor and that the existing mix of hotels, fast food, and light industrial uses at the SH 392 interchange represents the full potential of Windsor’s only direct frontage on I-25. Although the retail environment is competitive throughout Northern Colorado there are clear opportunities for future retail development at SH 392 and I-25, but likely as part of a larger mixed-use district.

Site Design & Development Strategy Recommendations

The Town should actively pursue the development of the community’s vision for the area, including recruiting developers and coordinating private property owners. The Town should consider proactively constructing a roadway network to frame out the area’s preferred design and begin to help shape “shovel ready” development sites. These sites should already be served by all required utilities and infrastructure and help expedite the development of a master-planned dis-

trict. The Town should deliberate on a pre-approved toolbox of incentives to help promote the area and position the municipality as an active part of a broader development effort for the area.

Both the interstate and SH 392’s frontages should be positioned for major, regional commercial and mixed-use development, and real estate setback from these corridors should be promoted for higher density residential development. Although the district will have a variety of “horizontal” mixed-uses, developed in a compact, highly connected, multi-modal neighborhood, there will also be opportunities for “vertical” mixed-use projects, such as multi-story towers. The area carries the potential for hotels, office buildings, entertainment venues, retail and restaurants, as well as housing.

Leveraging Transit and Transit-Oriented Development (TOD)

The potential exists to leverage commuting patterns and future transit, such as the Bustang or even light rail, to connect the neighborhood to the I-25 corridor and points throughout Colorado. There should be strong connectivity between this district and Downtown Windsor, and the Town should evaluate the establishment of frequent bus service, perhaps in an “Arterial Rapid Transit (ART)” design, along Main Street between the interchange district and the heart of historic Downtown. Such a design approach would reinforce Main Street as Windsor’s central corridor, even as it expands north and south, and strengthen its historic urban core by leveraging its proximity to I-25 while still providing distinct urban form and character between the different parts of the community.

In order fully capitalize on the advantages presented by TOD, the Town should require both minimum residential densities in the area and institute a high level of design standards. Studies have shown a minimum residential density of 14 units per acre is needed to support transit, so the Town should institute a similar minimum residential density in the area. Additionally, design standards should be utilized to ensure a high quality built environment that allows for comfortable and safe pedestrian connections to potential transit stops. Design standards to consider include build-to lines, required parking behind buildings, short block faces, and a connected grid system, as well as site design which envisions a future of efficient adaptive reuse of buildings and sites.

Harmony Road Corridor

The Harmony Road corridor is one of the main growth areas in Town and will develop as the central business area that serves the northern portions of Windsor. The corridor also serves an important role moving traffic east-and-west throughout Northern Colorado. Harmony extends from established commercial districts and residential neighborhoods in Fort Collins across the communities of Timnath, Windsor, and Severance, as well as serves commuters from Eaton. The corridor is generally anchored by a recently constructed interchange at I-25, but the portion that most directly impacts the Town of Windsor is located in-between the interstate and SH 257. The Town has an existing IGA with Severance at the intersection of WCR 74 and SH 257 that frames a vision for that area.

The Vision

Harmony Road will develop a series of commercial nodes at major intersections that provide neighborhood retail and service businesses for local residents, and establishes a significant part of northern Windsor's character. The interchange district already features regional retail destinations, such as Walmart and Costco, and most of that type of commercial development will occur in the Town of Timnath. However there is clear potential to develop a series of commercial properties that blend with surrounding neighborhoods and provide the types of key informal community centers, like coffeeshops, restaurants, grocery stores, and preschools, that define daily life in a neighborhood.

The Nodes

Development in the Harmony Road corridor will be largely defined by three nodes, located at the major intersections, which can be classified two ways. First, the intersection at SH 257 will serve a larger trade area and feature larger foot print buildings and more intense uses. Secondly, the intersections at 13 and 15 will be primarily anchored on the corners themselves and more neighborhood-oriented in scale.

SH 257

Windsor has previously planned for the most substantial commercial development to occur at the intersection with SH 257, leveraging the high traffic volume and state highway infrastructure; this strategy has been formalized in the IGA with Severance. A potential future development could be a grocery store anchored shopping center with a variety of out lots and this intersection is well positioned to serve the market in all three communities.

WRC 13 & WCR 15

The Town of Windsor should promote additional commercial develop at the intersections of WCR 13 (Colorado Boulevard) and WCR 15, which will be small in scale and clustered tightly around those corners. There are some stormwater management issues to address in the area, however, based on available information it appears the sites could be developed, albeit some commercial construction will be located more towards a mid-block orientation. Potential uses could include gas station and convenience stores, restaurants, banks, and neighborhood service centers.

Managing Corridor Growth & Build-Out

The Town should manage potential commercial growth in the area to emphasize larger, more intense development at the SH 257 intersection, and ensuring adequate existing demand can support further business expansion in the corridor over time. Such development is ideally timed with the long-range build-out of the residential areas slated for northern Windsor, and balanced against the continued reinvestment and sustained occupancy of its existing business districts. Further, it is important that the Town ensure future commercial development is built in a manner that complements surrounding residential areas, including implementing high-quality construction materials and site design, buffering, screening, and robust multi-modal connectivity to the neighborhoods.

Establishing Traditional Neighborhoods in Northern Windsor

This approach will develop these business nodes in a manner consistent with traditional neighborhood design best practices where local commercial districts support residential areas and elevate the overall quality-of-life for local citizens. Simply, such a land use strategy will develop complete neighborhoods, rather than a series of adjacent districts and zones that carry little relationship to each other, anchored on a high-speed, high traffic volume highway. Harmony Road represents the best opportunity to establish a neighborhood business district in the northern part of Windsor and should act as a critical link between future subdivisions.

Fairgrounds Entertainment District

The far southwestern portion of Windsor is adjacent to Loveland and is generally anchored by the I-25 interchange at Crossroads Boulevard, which is in close proximity to the signalized intersection at Crossroads and Fairgrounds Avenue. Due to its robust roadway network and direct interstate access this area lends itself to commercial development that serves as a regional destination. Existing development includes such uses, including The Ranch: Larimer County Fairgrounds, the Budweiser Events Center, and The Summit. The area also includes a number of restaurants and hotels, and further south Fairgrounds Avenue becomes Centerra Parkway, providing direct access to the large shopping development at the U.S. 34 interchange.

Although the general area has established itself as a destination for these activities for Northern Colorado, the Town of Windsor has not fully leveraged its undeveloped real estate and immediate proximity to this area. There is currently some business park and light industrial structures and uses in the area within Windsor, however, the vision for this commercial area is to develop with uses that cater to and enhance this district as a major Northern Colorado entertainment, dining, and hospitality cluster, which can act as an extension of the Centerra development to the south.

The Town of Windsor should work with local private property owners and existing businesses, as well as the City of Loveland, to coordinate investment strategies for the area and its corridors to manage and brand the district as an identifiable destination in the region. The potential may exist to establish shared service models as well as jointly coordinate infrastructure projects, including partnering with the business community in the area.

Eastman Corridor at Great Western

Eastman Park Drive travels east of Water Valley and becomes a local business district that serves residents in the eastern portions of Windsor, including Downtown and the Town's established residential neighborhoods located along the 1st and 3rd street corridors. The intersection between Eastman and SH 257 has already developed as a commercial node and the Eastman Park Drive corridor carries the potential to further grow east building-out as one of the Town's main business districts.

Existing Development Context

The northeastern corner was recently developed with the Community Banks of Colorado property, and the opposite side of the intersection features the Water Valley Village development. The southeast corner is an important part of the full development and build-out of the Great Western Industrial Park, which is covered in additional detail later in this section, under the Industrial Areas Framework Plan.

Future Development Approach

The Eastman corridor carries the potential to expand and extend east to approximately the Law Ditch flood control project. The real estate in closest proximity to the intersection with SH 257 should be prioritized for retail, restaurant, and neighborhood service uses and leverage the highway frontage, and as the district expands east it can transition into office and business park type uses. The recent development along Diamond Valley Drive can serve as a model for the continued expansion of this business district.

Multi-Modal Connectivity & Infrastructure Investment

There should be an emphasis on multi-modal connectivity and pedestrian improvements as the area develops, particularly in terms of access across Eastman Park Drive and SH 257. The intersection will be a critically important crossing and designing around the parallel railroad corridor will require creative solutions. The Town should consider coordinating such infrastructure improvements as private commercial development occurs and emphasize the Eastman corridor as a defined business district through such physical infrastructure improvements, like a streetscape, as well as through signage and branding installations.



SH 392 Corridor East

Main Street (SH 392) exits Downtown traveling to the east and the corridor quickly transitions to a rural, agricultural character. The district has the potential to expand east beyond Great Western Drive, acting as a key gateway corridor into the Town of Windsor, albeit mostly located on the south side of the street due to the IGA with the Town of Severance. A portion of the area is currently located within the floodplain; however recent engineering and site analysis has preliminarily deemed the area as potentially developable with certain mitigation investments. Current uses, like Pioneer Sand & Landscape Supplies, will likely transition to denser commercial developments that serve future residential growth in the vicinity.

An Eastern Anchor for Main

The Town should produce a corridor development strategy that evaluates a more precise business mix, establishes an infrastructure improvement plan, and addresses floodplain development issues. The intersection of SH 392 and SH 257 is catalyst opportunity for the corridor and there is very little existing development on those sites. Recent development proposals have evaluated auto-oriented restaurants and other strip center and out lot styled retail development, which likely represents the business mix and potential of the SH 392 corridor.

The SH 392 and SH 257 area could materialize in a similar manner to the Main Street and 7th business district, which largely serves the west side of Windsor, but develop in a manner that serves the eastern part of Windsor, as well as Severance. Part of the district may be most effectively positioned for business and employment park development, including Class B office uses that would provide another cluster of jobs within Windsor.

Lakeview Cemetery

The historic Lakeview Cemetery sits prominently on the intersection and is the major, existing development consideration for the area's future. The Town adopted the *Design Concept for Lakeview Cemetery Master Plan* to manage the site in the future; the plan called for a series of investments and improvements, including gateway and placemaking projects, parkland facilities, a visitor and information center, a courtyard, markers and historical walking tours, and a Columbarium plaza with a 30' high obelisk sculpture. Development on the other corners of this intersection should complement the cemetery and not detract from its existing character.



Greeley U.S. 34 IGA

There is a substantial amount of undeveloped real estate north of U.S. 34 that is addressed by an IGA between Windsor and the City of Greeley. Agricultural lands and properties used for mining south of WCR 60 currently dominate the landscape, which is generally east of the Centerra development in Loveland. The main existing commercial development is the Iron Mountain Autoplex. The corridor is a high-speed, high traffic volume expressway character, linking Greeley's urban core with I-25, and the roadway features 4 lanes and a major, divided median.

The IGA expresses a broad vision for the area, including a mix of commercial and light industrial land uses. The corridor will likely be a mix of businesses, with some being more retail and consumer-spending oriented and leveraging U.S. 34's frontage, and others being more light industrial in nature. With the potential extension of Crossroads Boulevard as well as Great Western Drive, it is forecasted that a significant amount of truck traffic, hauling, and logistics activities will access U.S. 34 in route to I-25. There is also active railroad freight through the heart of the district.

The district has the potential to include some restaurant and retail uses, particularly at intersections like WCR 17, but the Town should work with the City of Greeley to plan for the area to develop as a major employment node for Northern Colorado. Real estate located away from highway frontage presents the most competitive opportunity for business park development.

The Walmart distribution center to the north on Crossroads serves as a potential model for future land uses and business types. The Town should evaluate making physical improvements and coordinating with private property owners to brand the area as a defined, regional business park and work to recruit a master developer. As part of that approach, the Town should seek to elevate the quality of this type of light industrial and business park development to better address site design, building material quality, the frontage-oriented parking lots, and the lack of screening, buffering, and landscaping. This could be achieved through a set of industrial and office park development urban design standards as part of a form-based code.

Downtown

Downtown Windsor is the heart of the Town, serving as a civic and cultural hub. The neighborhood is generally considered to include areas east of 7th Street, west of 2nd Street, south of Windsor Lake, and north of Walnut Street. Residents and stakeholders would like Downtown to develop as a vibrant, central commercial area, increasing the number of local retail shops and dining establishments. This vision is supported by market analyses; however, Downtown Windsor requires key improvements and incentives to help spur development and redevelopment.

Historical Character

Main Street includes building facades that reflect original architecture from the early 20th century, as well as German Old-World facades that were installed in the early 1970s. While the German Old-World buildings are not eligible for historic status, Downtown is home to two buildings that are listed on the National Register of Historic Place, as well as includes five buildings that may be eligible for the National Register, and an additional eight that could qualify as local landmarks. These structures contribute to the historical character of Downtown Windsor and lend to its charm and small-town feel. The Town should work with the Downtown Development Authority (DDA) and enlist the assistance of the Windsor-Severance Historical Society to list eligible properties on the National Register of Historic Places. This not only provides recognition of historic structures, but makes the properties eligible for federal grants and tax credits.

In order to improve and potentially create a more uniform streetwall, the DDA launched its Façade Improvement Program. This program grants building owners up to 25% of the total cost of the façade renovation to a maximum of \$20,000 per project in accordance with the project funding guidelines. The Town should continue to support the DDA and work with property owners to restore buildings facades, which will create a more unified Downtown character.

Placemaking

Placemaking is an urban design and cultural strategy that focuses on the interaction of people with public spaces to form meaningful physical, social, environmental, and economic connections. The DDA is working to brand Downtown as well as beautify the district to give it a sense of place, following recommendations within the 2010 *Downtown Windsor Design Guidelines and Financing Plan* to make downtown a destination in and of itself through land use, public art, streetscape design, and signage. In addition to physical improvements, regular community events and festivals, and more diverse, mixed land uses will be key elements to making the district a distinct place that stands out within Northern Colorado.

Community Events

The Town should coordinate with the DDA, the Chamber of Commerce, and other community groups and organizations to consider strategic Downtown festivals and special events. Community events are one of the most effective methods of promoting the community, establishing and reinforcing a unique local identity, and attracting visitors and new consumers to the area. Downtown Windsor is a near ideal location for such events and a frequent series of activities would help drive demand and interest for the adjacent residential neighborhoods. The Town could be a sponsor for a community competition, open to the public, and perhaps coordinated through local schools, to propose Windsor's next big festival. Contest submissions and entries could be narrowed to finalists and their proposals could be presented to a panel marketed as a unique community event in its own right; such an effort could be an effective method of bringing event sponsors and funders into Downtown Windsor for the first time, drawing from throughout Northern Colorado.



Downtown Parking

The Downtown Development Authority (DDA) commissioned a study in 2012 to understand the existing parking supply in downtown Windsor, as well as future parking needs. The study found 798 parking spaces within the DDA study area boundary, 70% of which consisted of off-street parking. Key findings of the study indicated that existing levels of parking fall short of meeting current land use requirements with a 20% shortage; however, the existing supply is 40% underutilized during peak hours of non-event days.

Given this information, parking shortages may be more of a perception than a reality. The Town should continue to implement both short- and long-term recommendations within the Downtown Windsor Parking Study, which include time restrictions, wayfinding, and signage, among others. The Town did create a downtown parking district in 2015 that both reduced parking mandatory minimum requirements as well as introduced new flexibility.

Windsor could also consider adjusting its Municipal Code to accommodate a PILOT program as a long-term parking management strategy.

Payment-in-lieu of parking (PILOT)

Parking in Windsor's historic downtown is guided by Windsor Municipal Code 16-10-30(b), which outlines specific requirements for uses within the Downtown Parking District. While the code makes several exceptions for changes in building use and expansion, the requirements may increase the number of off-street parking, which may be difficult to accommodate given the small downtown lots and available developable areas. Payment-in-lieu of parking (PILOT) programs are a strategy that allows developers and building owners to pay a set fee instead of developing new parking spaces. These fees are then used for parking management programs and Town-sponsored land acquisition and construction of a shared parking structure or surface lot.

PILOT programs offer several advantages. The in-lieu fees provide an alternative to meeting strict off-street parking requirements, which can both spark development and potentially reducing overall development costs. Having an option to pay for parking reduces the number of requested variances, which are often related to parking requirements. Urban design quality is increased with fewer surface parking lots, and district parking facilities allow for shared parking among various sites and uses. Finally, the integrity of historical buildings can be maintained, without the need to change or demolish buildings to accommodate parking for changes in use or building size. The Town should consider implementing a PILOT program in Downtown.



Development & Improvement Opportunities

Vibrant downtown areas generally have a mix of land uses to provide a lively atmosphere and 24/7 activity. The Town of Windsor has the potential to create a downtown with a greater mix of commercial and residential uses and continue to establish and elevate Downtown Windsor as a destination district that contributes considerably to the Town's community image throughout Northern Colorado. In 2011, the Windsor Downtown Development Authority (DDA) was formed to revitalize Downtown and support the growth and maintenance of the district. The DDA has made certain efforts to provide a foundation for future development and growth in Downtown.

Infill Development

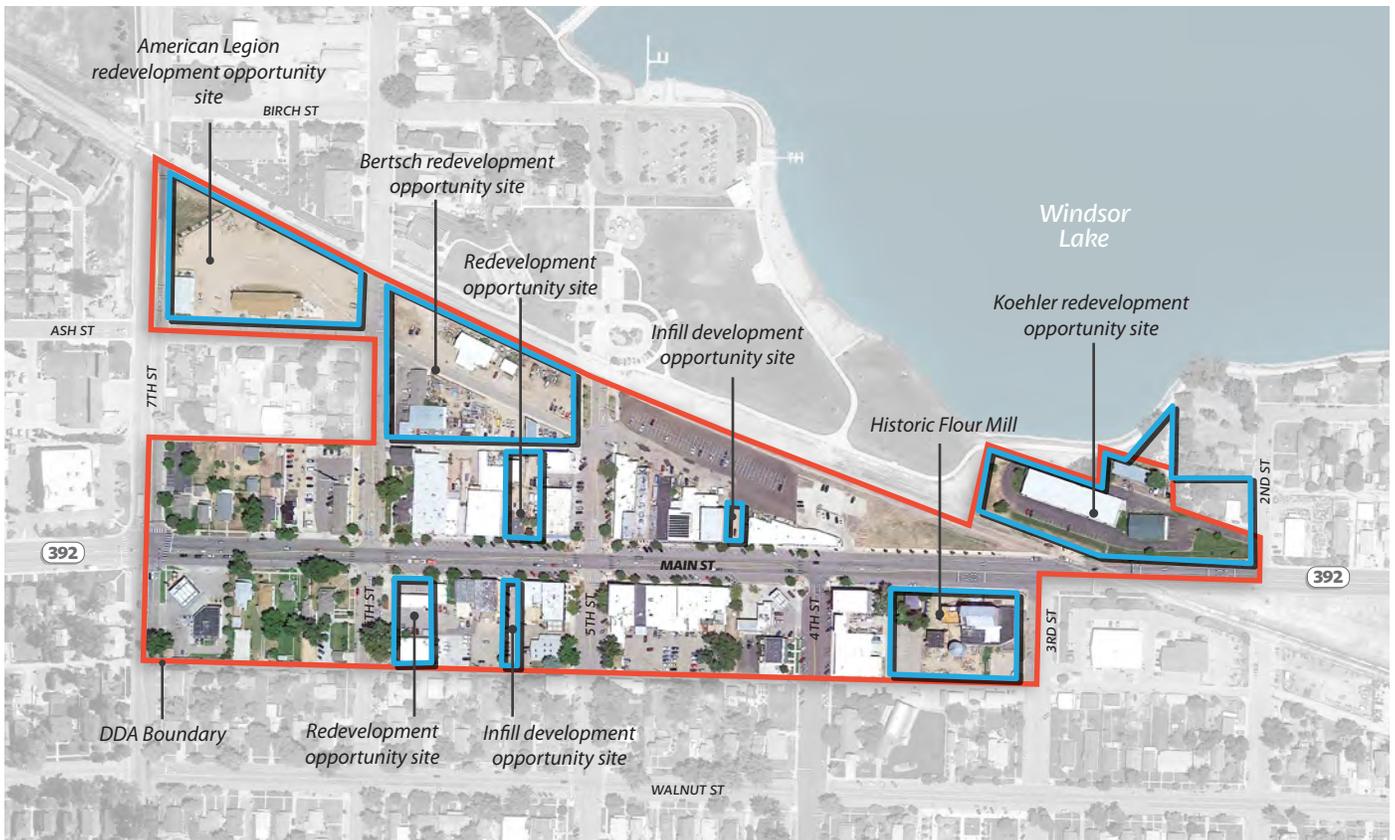
Downtown has a few parcels that serve as infill development opportunities. These parcels provide opportunities for mixed-use development that completes the street wall and increases density. New construction should follow the *Windsor Downtown Corridor Design Guidelines*; however, the Town should consider amending the guidelines to permit increased building heights. Currently, the guidelines state buildings in the Old Town Windsor "shall be no taller than two stories or thirty feet, whichever is less." This height restriction may prohibit future infill development. As such, the Town should permit construction up to 75-feet, as prescribed in the zoning regulations, so long as the building exhibits the corridor's architectural character.

Redevelopment

Downtown Windsor has several sites that present redevelopment opportunities to enhance the character of downtown and promote economic development. Several of the sites provide ideal locations for a new Clearview Library District facility, as well as other substantial mixed-use developments.

Bertsch Opportunity Site

This site has the potential to bring significant change to Downtown Windsor. Currently consisting of legacy industrial uses, the site includes seven parcels and three owners. A redevelopment project will not only require parcel consolidation, but also the closing of a stretch of Ash Street. Should all parcels be consolidated, the 2.1 acre site has the potential to serve as a mixed use development that includes a municipal parking lot and/or parking ramp. Development of the site may require alley modifications to improve access and circulation, while buildings should be encouraged to have ground-level commercial or civic uses that front 5th Street and 6th Street.



American Legion Opportunity Site

This site has the potential to bring significant change to Downtown Windsor. The site is highly visible and accessible via SH 257 and encompasses more than one acre. This allows the site to accommodate a mix of retail and dense residential uses, as well as potential institutional uses. Redevelopment of this site will require streetscape improvements to tie it to Downtown and Boardwalk Park, as well as a significant amount of pedestrian crossing improvements to provide safe access across SH 257, Ash Street, and the railroad tracks.

Koehler Opportunity Site

This 2-2.7 acre site serves as the eastern gateway into Downtown. Development of this site could leverage its location adjacent to Windsor Lake and include retail and service programming that caters to recreational and leisure uses. With its location next to the rail tracks; however, future development must consider potential impacts of train traffic and ensure safe pedestrian crossing from the site to Downtown.

Historic Flour Mill

The Historic Flour Mill is an iconic Windsor structure that anchors the eastern end of Downtown. Constructed in 1899, the Mill served as a flour and grain elevator, and was later used as a livestock feed storage facility. The 2008 Windsor tornado severely damaged portions of the structure. Although much of the rehabilitation work remains, there has been reinvestment in the structure, particularly on the interior.

The Feasibility Study of the Historic Windsor Milling and Elevator Company Building, released in 2014, provides a structural analysis and gathered community input.

The mill site is both an opportunity and challenge, with the potential to act as a catalyst for more Downtown reinvestment and the creation of a destination in Windsor. The historic nature of the site, combined with its current condition and desired future uses will require significant investment and creative funding solutions. As such, the Town should work with the DDA to identify funding sources and development partners. The Town should also consider the use of incentives to encourage new investment in a public-private partnership.



Industrial Areas

Windsor was originally founded and established as a major agricultural-industrial town and from the Eastman-Kodak years of the past to the present day, the community remains a major center of industry and manufacturing in the Mountain West. Because of the property tax benefits, the local supply of jobs, the presence of major corporations in the community, and other considerations, the Town of Windsor should maintain the health and competitiveness of its core industrial districts in close partnership with private property owners, businesses, and potential developers.

Great Western Industrial Park

The Great Western Industrial Park is one of the major centers of employment and manufacturing activity not only in Northern Colorado but throughout the Front Range. It represents one of the largest districts in the Town of Windsor and has historically played an important role in the community's development. The park features direct access to Class 1 railroad service as well as large developable tracts of land. Existing tenants include Cargill, Front Range Energy, Halliburton, Owens-Illinois, and Vestas Blades America, which represent some of the largest manufacturing entities in the world as well as a diverse mix of local facilities.

Great Western Represents a Unique Opportunity

Although there has been a considerable amount of recent growth, the Great Western Industrial Park represents one of the Town of Windsor's best opportunities for future development. The Town should continue regular dialogue with the park's developer, The Broe Group, and ensure the long-term occupancy and competitiveness of the area. The park represents one of Windsor's best opportunities for additional job creation, property value, and new investment over the next 10 to 15 years.



Evaluating Build-Out Scenarios

The original development plan for the Great Western Industrial Park included a substantial mix of general commercial and mixed-use residential sites along SH 257, as well as some open space and parkland at the intersection of Crossroads Boulevard. However, the Town should work with The Broe Group to evaluate the merit of expanding the core industrial park further west. There are a limited number of available locations in Colorado for major manufacturing development with access to Class 1 railroad service – and this mix of site assets presents a considerable competitive advantage for Windsor.

Ultimately the park will build out and consume its existing railroad-fed sites, but that infrastructure could be expanded and extended west of the existing Kodak facilities to create new sites. Further, Windsor presents a number of other potential locations for a wide range of residential, commercial, mixed-use, light industrial, and other uses, but the potential to identify another site for major manufacturing growth is challenging.

If potential Great Western real estate is used for residential and retail projects, it effectively displaces the potential for industrial growth not only within Great Western, but from the Town of Windsor more generally. Further, manufacturing and industrial development is ideally located in the Great Western Industrial Park and the area should be fully leveraged for that potential.

Effectively Transitioning between Land Uses

The shared SH 257, Poudre River Trail, and the railroad alignment creates a substantial barrier and transition from Great Western into Water Valley. While land immediately east of SH 257 has been proposed as transitional residential uses, the physical barriers of highway, trail, and rail create the potential to re-evaluate land uses just east of SH 257.

Ultimately it will be difficult to include residential development in the area, which would be effectively “shoehorned” in-between a major highway corridor, railroad tracks, and a manufacturing district, and represents a less-than-ideal site for both low- and high-density housing. The Town should have concerns about the long-term health and competitiveness of any potential housing development and the far western parts of the area, along SH 257, are probably better positioned as a smaller footprint light industrial area, such as a Class B office park.

However, to further emphasize the transition between commercial-industrial businesses and the Water Valley residential neighborhood, the Town should work with future private developers as well as with their own capital improvement funds to install substantial landscape berms along SH 257 to create a clear buffer between districts. This design approach could accommodate the expansion of Great Western’s core manufacturing footprint.

The commercial and industrial land use designations on the eastern side of the intersection of SH 257 and Eastman Park Drive should remain commercial, as indicated on the original Great Western Industrial Park Master Plan.

Poudre River Area

Historically the Town of Windsor has classified mining activities as industrial but converted their land use to floodplain when they occur in proximity to a waterway. The real estate adjacent to the Poudre River and SH 392 has experienced a variety of mining activity, such as the Bestway Concrete Company, which has resulted in a series of gravel pits now used for water retention (of which the Town of Windsor owns one). Some activity has ceased in the area but active mining remains and it is forecasted it will continue for the majority of the duration of this comprehensive plan. The vision for the area is to incrementally convert the corridor to open space with the installation of some recreational facilities and structures in the area. Ultimately industrial and mining activity in the area will be phased out and the land use and zoning modified as appropriate in the future.

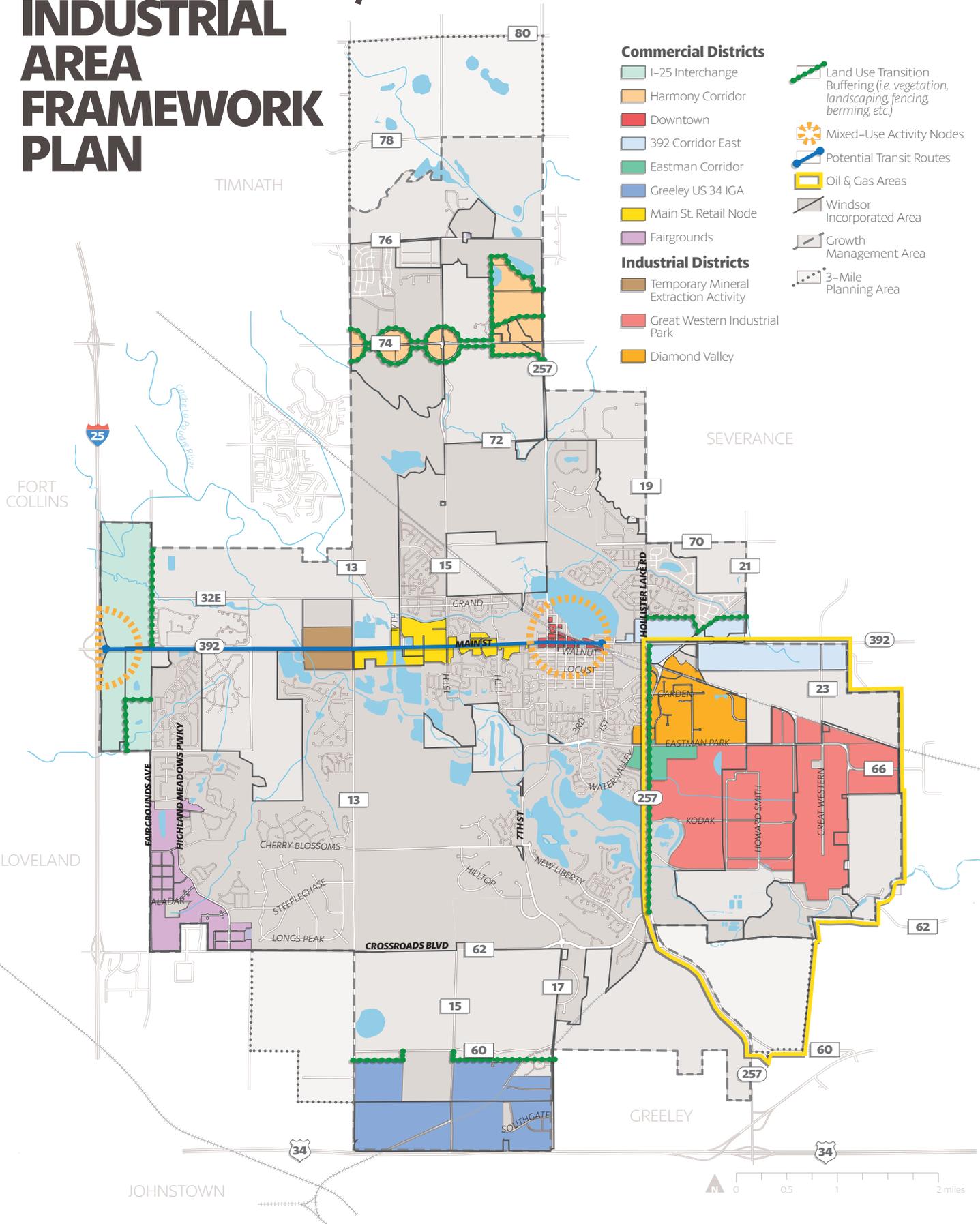
Oil & Gas Extraction Activity

There are a number of both capped and active wellheads in the Town of Windsor that extract oil and gas on private property. As covered in *Chapter 7: Community Facilities* in this Comprehensive Plan, there is limited opportunity for the Town to regulate and review the installation of these wells. Ultimately, oil and gas activity has an industrial land use impact to the transportation network and surrounding residential and commercial areas, particularly as the wells are built.

Although existing wells are not classified as industrial properties due to their unique nature, the Town should continue to track the location and placement of these sites and evaluate any impacts inconsistent with state and federal law that should be discussed with the operator and private property owners.

The Town of Windsor has identified it anticipates new oil and gas wells east of SH 257 and south of SH 392, as indicated on the Land Use Plan map. Further, within the statutory framework, the Town could consider conditions regarding buffers and expedited reclamation of oil and gas sites that can be required as part of the conditional use process.

COMMERCIAL & INDUSTRIAL AREA FRAMEWORK PLAN





RAILROAD
CROSSING

CROSSING
ROAD

REPORT PROBLEMS
OR EMERGENCIES
TO 800-533-9416
CROSSING ID:
934006W



Chapter 6

TRANSPORTATION & MOBILITY

The Town of Windsor is served by a traditional, rural county grid pattern that has incrementally urbanized over time, including the addition of direct access to the U.S. interstate system. Truck hauling and freight rail traffic are increasingly important parts of the transportation and economic environment in Windsor and add complexity to the overall multi-modal network. Further, multi-modal transportation is an increasingly important part of a community's transportation network, as more and more residents desire alternatives to the automobile. The Transportation & Mobility Chapter provides a framework for the roadways, trails, and sidewalk networks that comprise the Town's transportation network.

The Town of Windsor is served by a traditional, rural county grid pattern that has incrementally urbanized over time alongside its rapid population growth. Coordinating the final build-out of Windsor's transportation network should be closely coordinated with its long-range land use goals as they will largely represent the Town's defining features in the future.



Vision

This vision statement is written as a retrospective from 20 years into the future, looking back on Windsor's progress as a community.

Windsor has transformed into a regional model for multi-modal transportation access and mobility, with its highly connected neighborhoods that are accessible by all forms of transportation. As development has occurred, the Town has managed automobile traffic through roadway capacity projects and improvements while integrating pedestrian and bicycle facilities. The highly-connected roadway network is made more walkable through maximum block lengths and return to a grid roadway system.

GOAL

Develop a multi-modal transportation system that accommodates new and existing development, provides safe and efficient access for all ages and abilities, and promotes public health and quality of life.

Objectives

1. Extend roadways as development occurs to enhance the connectivity for all users and increase the capacity and mobility of the transportation network.
2. Require construction of new roadways using cross sections that reflect the rural or urban context in which they are located while also optimizing long-term maintenance and multi-mobility.
3. Work with regional transportation providers to monitor demand and design roadways to accommodate and support future transit service.
4. Adopt a Complete Streets policy.
5. Promote multi-modal connectivity and efficiency through roadway extension, sidewalk construction, and trail expansion projects.
6. Provide congestion relief on SH 392 through area roadway improvements and the extension of Crossroads Boulevard.
7. Work with CDOT, Weld County, Larimer County, and property owners to implement the Windsor Trails Master Plan.
8. Consider the use of impact fees for accelerated State Highway improvements.
9. Manage off-street parking to limit the construction of excessive parking spaces to support better development, promote multi-modal transportation, and improve environmental outcomes.
10. Revise street standards to incorporate increased focus on multi-modal design, such as reduced lane widths, sidewalks on all rural streets, detached sidewalks, and landscaped medians on arterial roadways.
11. Consider the development of a transportation plan that provides highly detailed multi-modal project implementation and can be updated regularly to reflect changing traffic conditions.

Roadway Network

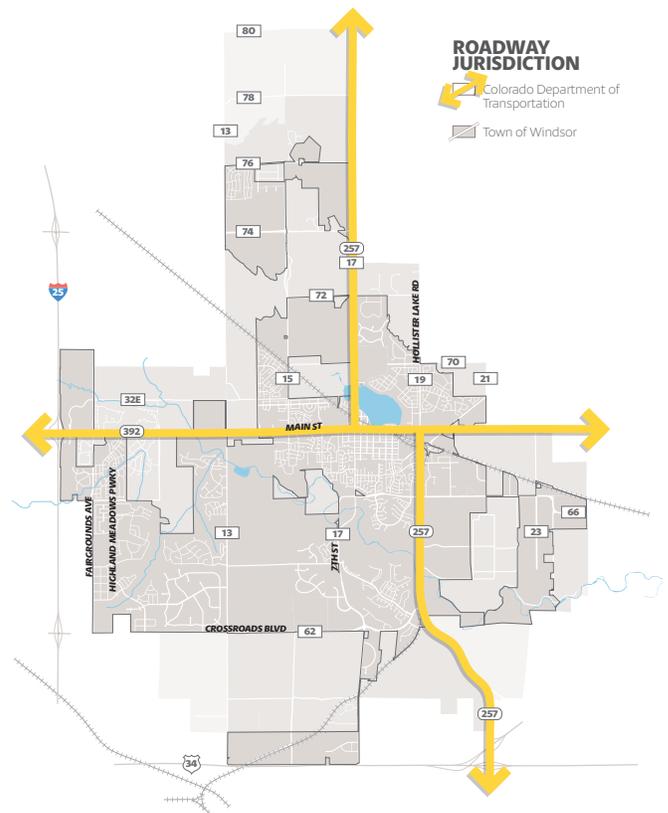
Windsor's roadway network is the primary transportation infrastructure carrying travelers to and throughout the community, and several key corridors are essential to the daily function of the Town. Main Street (State Highway 392) not only serves Downtown, but is also a key east-west arterial roadway for the larger region.

The primary north-south routes through Windsor include SH 257, 7th Street (WCR 17), County Line Road (WCR 13), and Fairgrounds Avenue. SH 257 is an important regional route, providing connectivity between SH 14 to the north and US 34, Johnstown, and Milliken to the south. The Windsor planning area features one at-grade intersection of US 34 at WCR 17, while the interchange of US 34 at SH 257 lies just outside the planning area.

Other important east-west routes include Harmony Road (WCR 74), Eastman Park Drive, and Crossroads Blvd. Windsor utilizes three interchanges on Interstate 25 (I-25) which play an important role in accessing the community. Interchanges are provided at Crossroad Blvd., SH 392, and Harmony Road. The I-25 interchanges at Crossroads Blvd. and Harmony Road are located in Loveland and Timnath respectively. Wayfinding guide signage referencing "Windsor" is currently only provided at the SH 392 interchange.

Jurisdiction

Certain roadways within Windsor fall under the purview of either the Town, Weld County, Larimer County, or the Colorado Department of Transportation (CDOT), and infrastructure projects involving these roads require close coordination among agencies. The Town's design and management influence on state highways and interstates are limited by the policies, requirements, regulations, and recommendations established by CDOT. Once the Town annexes an arterial roadway, the street design is completely under the Town's purview, with the possible exception of state highways and points of transition between jurisdictions. Roadways that have not been annexed will remain under Weld or Larimer County jurisdiction.



Functional Classification

All streets within the Town of Windsor are classified according to a hierarchical system that is based on elements such as the number of travel lanes, traffic volumes, level of access, and mobility. The Town has roadways broken into the following functional classifications: Arterial, Collector or Local streets.

These classifications relate to the function of the streets. Lower order streets function primarily as access to individual lots, and higher order streets function primarily for the purpose of mobility (expeditious movement of people and goods). The Town of Windsor Growth Management Area (GMA) includes both urban and rural areas and, thus, minimum street standards are defined that are appropriate for each area type.

The following typical cross sections are covered by the Urban Street standards:

1. Urban Local – Residential
2. Urban Local – Commercial/Industrial
3. Urban Minor Collector
4. Urban Major Collector
5. Urban Minor Arterial
6. Urban Major Arterial

The following typical cross sections are covered by the Rural Street standards:

1. Rural Local – Residential
2. Rural Collector
3. Rural Minor Arterial
4. Rural Major Arterial

The Town has expressed concerns about the ramifications of adding more rural streets that spread very low density developments along streets that will be burdensome for the Town to maintain long-term. In addition, multi-modal transportation networks are better accommodated by urban cross-sections. While the aesthetics of rural roadways contribute to the agricultural identity of Windsor, the lack of bicycle and pedestrian facilities limits multi-modal mobility. As roadways continue to be constructed and improved, the Town should consider either limiting the use of rural street standards, or alternatively, revising them to integrate safe bicycle and pedestrian facilities.

Road Diets

As noted previously, the Town designs roadway cross sections according to designated roadway classifications. Several roads within Windsor's older areas; however, were constructed prior to the cross section designs and include roadways that are much wider than necessary for their given traffic volumes. Wide roadways not only lengthen crossing distances for pedestrians, but also contribute to higher driving speeds. Potential roadway improvements for wide streets include roadway reconstruction and restriping. In the short-term, restriping can have a significant impact to the overall image and use of the road. Reconstruction will require a more significant investment, as well as coordination with utilities to address the following:

1. Drainage inlet reconstruction
2. Assessing manholes and water valves in conflict with new curb line
3. Existing driveway reconstruction
4. Street light relocation
5. Little cross slope on new tree lawns
6. Impacts of longer vehicle queues at intersections

Future roadways should be constructed to utilize cross sections that reflect the rural or urban context in which they are located. This will require evaluation of traffic conditions, adjacent land uses, and integration of pedestrian and non-motorized facilities to ensure "right-sizing" of new roadways.

Short-Term Recommendations

In general, Windsor's road network appears to be acceptable, but with significant opportunities for improving traffic capacity and flow. The following recommendations represent projects and actions that will have the greatest impacts to the transportation network given the existing conditions and anticipated traffic projections. The planning horizon for short-term recommendations is five years or less.

SH 392 Congestion

Based on the analysis and conclusions presented in the "SH 392 Alternatives Review" by Felsburg, Holt, and Ullevig (FHU) in 2006, the Town should continue to work with CDOT to plan for the implementation of four lanes on SH 392 from the western edge of downtown to I-25. To address the concerns of the downtown businesses and the issues related to potential bypass around downtown, an outline of potential planning strategies to deal with travel demand in the SH 392 corridor in the downtown area has been prepared for the Town to consider. Roadway improvements to provide most direct relief to SH 392 through downtown include the following:

1. WCR 70 between Hollister Lake Road (WCR 19) and SH 257, which should be developed as a 2-lane minor arterial street.
2. Enhancements to Hollister Lake Road (WCR 19) north of SH 392. Further evaluations may be needed to formulate a Town policy concerning potential shifting of the SH 257 designation north of SH 392 from the WCR 17 alignment to the WCR 19 alignment.
3. Improve Harmony Road (WCR 74) to 4-lane arterial standards between I-25 and SH 257, in coordination with Larimer and Weld Counties and Timnath.

Traffic forecasting has shown substantial benefits to the SH 392 corridor through Windsor from improvements to Crossroads Blvd. Windsor should continue cooperation among the Town, Larimer and Weld Counties, and adjacent development to complete improvements to create a continuous 4-lane arterial street between I-25 and SH 257. The Town has expressed that the 2-mile segment of WCR 70 from WCR 15 to Hollister Lake Road (WCR 19) is an important roadway connection for mobility because the Town has very few continuous east/west arterial roadways. The enhancements to WCR 70 and Hollister Lake Road (WCR 19) also have the potential to reroute some truck traffic out of downtown. Missing connections along WCR 70 include the following:

1. County Line Road (WCR 13) to WCR 15
2. A segment to the east, which has been platted with the name Guardian Drive, is not yet constructed.
3. WCR 15 to SH 257
4. A dirt road segment in the middle of the WCR 70 alignment
5. SH 257 to Clydesdale Lane
6. The segment exists from Clydesdale Lane to Hollister Lake Road (WCR 19).

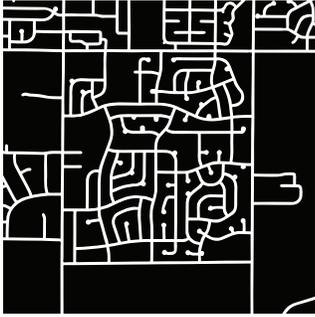
It is recommended that a follow-up traffic study be conducted, as the original study was completed in 2006 and is approximately 10 years old. The study should utilize any potential signal timing studies that CDOT is currently completing along SH 392.

Other Roadway Projects

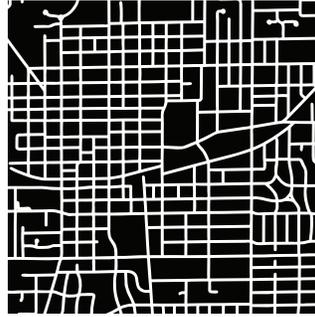
Other recommended short-term roadway projects include the following:

1. Straighten alignment of WCR 13 to the north of LCR 32E (will require cooperation and coordination with the Weld County Department of Public Works).
2. Provide lane geometry improvements for truck turning movements at SH 257 and Eastman Park Drive.
3. Extension of New Liberty Road to WCR 13.
4. Signalization of the Crossroads Boulevard and WCR 13 intersection.
5. Roundabout at Eastman Park Drive and 7th Street.

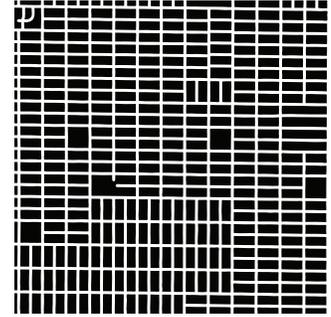
Types of Grid Network



Contemporary suburban or rural grid



Traditional suburban grid



Traditional urban grid

Parking

Parking is an essential element of successful commercial, employment, and residential areas. Nevertheless, current off-street parking requirements (Windsor Municipal Code 16-10-30) may lead to an overabundance of surface parking, which can impact the character of the community, in addition to creating issues regarding stormwater management, sprawl, and overall walkability. The Town should consider the use of parking maximums to limit oversized parking lots and unneeded parking spaces. In addition, the Town should consider amending the off-street parking requirements to include incentives that reduce the overall parking requirements while increasing multi-mobility. Potential incentives may include a reduction of required off-street parking in return for additional bicycle parking facilities, trail facilities, carpooling, shared parking facilities, and/or on-street parking.

Connectivity

Crossroads Boulevard Extension

Traffic forecasting has shown substantial benefits to the SH 392 corridor through Windsor from improvements to Crossroads Blvd. Windsor should continue cooperation among the Town, Larimer and Weld Counties, and adjacent development to complete improvements to create a continuous 4-lane arterial street between I-25 and SH 257. The extension of Crossroads Blvd. farther east to connect with O Street in Greeley appears to be a beneficial project for regional mobility, but it is not as directly tied to SH 392 relief as is the section between I-25 and SH 257.

There are likely three phases for the Crossroads Blvd. extension from SH 257 to Great Western Drive. Phase 1 would include improving the existing Poudre River Trail Drive to a 2-lane minor arterial street from SH 257 to Howard Smith Avenue. Phase 2 would include the extension of Poudre River Trail Drive from Howard Smith Avenue to Great Western Drive. Phase 3 would include the extension of Crossroads Blvd. from SH 257 to Poudre River Trail Drive, and this phase would include a new bridge across the Poudre River. The extension of Crossroads Blvd. farther east to connect with O Street in Greeley is a long-term recommendation and appears to be a beneficial project for regional mobility.

Grid Network

New residential and commercial development have altered the traditional grid pattern that can be seen in older portions of Windsor. Smaller block sizes and a lack of cul-de-sacs in older areas support increased multi-modal mobility, impacting access as well as neighborhood character. As new roadways are built out with new development, the Town should seek to reestablish a more traditional grid pattern. Where possible, the layout of lots and blocks should be designed to continue the Town's existing block pattern. The grid can be modified to adapt to topography, natural features and environmental features, but should ultimately promote roadway connectivity. To further support connectivity, the Town should consider amending its street design criteria to include maximum block lengths. While cul-de-sacs should be discouraged, should they occur due to environmental constraints, pedestrian pathways should be used to connect cul-de-sacs to nearby neighborhoods and roadways.



Complete Streets

Complete Streets is a form of right-of-way design that accommodates all users in street design, beyond the primary consideration of vehicle movement. A “complete street” contains a sidewalk, buffer/terrace, bicycle infrastructure whether either shared or separated, and lane(s) for other vehicles, including dedicated mass transit. When these techniques are implemented network-wide, bicyclists and pedestrians enjoy increased connectivity across the grid. Complete Streets policies offer benefits such as increasing public health and safety, increasing citizen opportunity through enhanced mobility and accessibility, and also help mitigate congestion and air pollution.

The Town of Windsor has expressed interest in incorporating more complete streets design in the community, but has not yet adopted a formal policy. Complete streets implementation may be one of the best transportation investments a community can make, offering an often low-cost solution to transportation goals while supporting broader community initiatives. Most importantly, they can reduce injurious crashes for all users. By making the most of small investments, supporting economic development, and encouraging multi-modal travel, communities across the country have seen decent returns for their investments in complete streets.

The following elements are recommended for consideration when drafting a complete street policy:

1. Implementing complete streets in Windsor either Town-wide or case-by-case basis
2. Incorporating complete streets in planning and design processes
3. Understanding context and designing for all users including vehicles, pedestrians, bicycles, and transit
4. Planning and design elements for roadways
5. An alternative element could include using flexible lane widths to create more space for bicycle lanes and wider sidewalks.
6. Planning and designing complete intersections
7. Designing for transit in complete streets
8. Accommodating pedestrians and bicyclists on structures
9. Implementing complete streets in maintenance and operations
10. Opportunities to assign lane widths on a roadway or street do not have to occur with new construction or reconstruction projects.
11. Routine maintenance projects, such as overlays and resurfacing projects, also allow for changes to the width allocations, usually with little or no cost by shifting the lane markings.

Adopting a complete streets policy may require the Town to revise its existing roadway cross sections. As such, the Town should consider consulting the NACTO Urban Street Design Guide and NACTO Urban Bikeway Design Guide for best practices in street design that safely and effectively accommodates bicycle, transit, and pedestrian facilities.

Sidewalks & Pedestrian Network

Sidewalks typically reside on public property but are the responsibility of the adjacent landowner. On some neighborhood or local levels, the sidewalk networks can be found to be complete and well connected. The Town has an existing policy to incrementally replace aging sidewalk infrastructure with new ADA compliant improvements. Priority has been given to improving sidewalks in older neighborhoods as well as near schools, including the safe routes to school connection from Water Valley South to the Poudre Trail. Nevertheless, with the variety in age of housing stock and sporadic development pattern, there are portions of Windsor's sidewalk network that are incomplete. Separated by spans of rural roadway sections, the Town lacks continuity for a pedestrian traveler to traverse all of its reaches. Windsor's sidewalk network is also incomplete across many of the at-grade railroad crossings.

The most significant pedestrian gap is the 2.7-mile stretch of SH 392 between 17th Street and Westgate Drive. Pedestrian infrastructure, in the form of a sidewalk or trail, on this stretch of roadway would connect Downtown with the Poudre River Trail, residential areas surrounding the Ptarmigan Country Club, and emerging commercial areas at the SH 392/I-25 interchange. The Town should prioritize pedestrian infrastructure on SH 392 as part of the capacity improvement project. Similarly, a 2.3-mile pedestrian infrastructure gap on County Line Road (WCR 13) between Steeplechase Drive and SH 392 limits connectivity from several residential subdivisions. As roadway improvements are made along this corridor, the Town should construct sidewalks and/or trails. The existing bridge over the Poudre River will be a critical issue to completing this connection. In addition, it is recommended to complete the sidewalk connections across the following crossings along the Great Western Railroad Greeley Line:

1. 7th Street (SH 257)
2. 6th Street
3. Main Street (SH 392)
4. 1st Street

Trail Network

Windsor is traversed by a vast trail network that includes the Poudre River trail, Belmont Ridge Open Space, Great Western Trail, Greeley No. 2 Canal, and Windsor Lake Trail. The trail system also includes sidepath routes, such as those along Eastman Park Drive and Steeplechase Drive, which provide critical connections within the overall network, as well as non-motorized paths within residential subdivisions. Future trail improvements and expansion of the trail network is guided by the **Windsor Trails Master Plan**. The Town should implement the Plan's high priority trail projects to improve the safety and connectivity of the existing trail network.

Windsor's existing trail network is highlighted by the Poudre River trail. It is recommended that a safety study be conducted at the following at-grade crossings along the Poudre River Trail:

1. Poudre River trail and SH 257 crossing
2. Poudre River trail and WCR 13 crossing

It is understood that a pedestrian underpass is proposed at the Poudre River trail and SH 257 crossing, which would potentially be constructed by adjacent development. Spring river flooding, high groundwater levels, and the location of the railroad tracks will be critical issues to the design of an underpass.



Rail Crossings

There are two rail corridors within the Town of Windsor, both of which are owned by the Great Western Railway of Colorado (GWR). The Greeley Subdivision Main Line is oriented east-west through the community and the Longmont Subdivision Main Line runs north-south. The lines intersect just southeast of the intersection of SH 392 with SH 257 on the east side of town. The GWR Longmont Subdivision Main Line corridor consists of the nine highway-rail grade crossings from WCR 13 south of US 34 to Garden Drive. The GWR Greeley Subdivision Main Line corridor consists of the twelve highway-rail grade crossings from WCR 13 to WCR 23.75.

The Town's railroad Quiet Zone project is scheduled to begin construction in the fall of 2015, and construction is anticipated to be completed in 2016. The first phase of construction work will begin at Eastman Park Drive and SH 257.

Great Western Railway (GWR) is working to implement some rerouting projects that will take more rail traffic east rather than west through the heart of Windsor. Other recommended improvements include installation of lights and gates at WCR 17 & WCR 60 on the GWR Main Line.

It is recommended that the Town conduct a follow-up highway rail crossing safety study after the above improvements have been completed. This will identify the efficacy of past efforts as well as identify remaining or emerging deficiencies at the crossings throughout the Town.

Public Transportation

Windsor should continue to participate in regional transit planning efforts along with other municipal, county, and regional jurisdictions. Transit service requires a combination of land use activity and density as well as roadway design. The general threshold to support transit use and show a decrease in automobile dependence is approximately 14 residents/jobs per acre (Newman and Kenworthy). The Land Use Plan outlines increased density and employment in Downtown as well as the I-25/SH 392 Corridor Activity Center, which may reach densities to support future transit service. As roadways are improved, the designs should incorporate elements which would support transit services along the potential transit-serving roadways such as SH 392. This includes ensuring arterial rights-of-way have sufficient room for bus turnouts, shelters, and other transit-amenities.

The Town participated in the "Johnstown, Milliken and Windsor Short-Range Transit Plan." Three of the five routes identified in the preferred alternative would provide service to the Windsor area. The first route would travel from Milliken to Johnstown, then to Windsor and finally into Fort Collins. This route would be made three times per week. The second route would originate at I-25 and US 34 in Loveland and then travel to downtown Windsor along I-25 and SH 392. This route would be made once a week. The third route would originate at US 34 and SH 257 in Greeley, then serve downtown Windsor and travel to SH 392 and WCR 13 in Windsor. This route would operate twice a week. Given the future land use planning, these routes are likely to support future transit and population densities in Downtown, along SH 392, and within the Corridor Activity Center.

Bustang is the new interregional Express Bus service from CDOT, and the closest stops are located at the I-25/Harmony and I-25/US 34 interchanges. It is recommended to study if the Short-Range Transit Plan routes can provide a stop at the I-25/SH 392 interchange for riders to transfer to the Bustang service.

** Peter Newman and Jeffrey Kenworthy (2006) "Urban Design to Reduce Automobile Dependence", Opolis: An International Journal of Suburban and Metropolitan Studies: Vol. 2: No. 1, Article 3.*

Long-Term Recommendations

The long-term recommendations address transportation needs that should be met following completion of the short-term recommendations. They carry a planning horizon of greater than five years or following the completion of previous short-term projects. These recommendations are also constrained by future development projects and should be implemented as development occurs. Given the pace of growth and development within Windsor, the Town should also consider developing a dedicated transportation plan that can be updated on a regular basis to reflect changing land uses and traffic impacts, and includes specific criteria for roadway capacity improvements, signalization, and multi-modal connections and design specifications, and detailed traffic analysis and projections, among other elements.

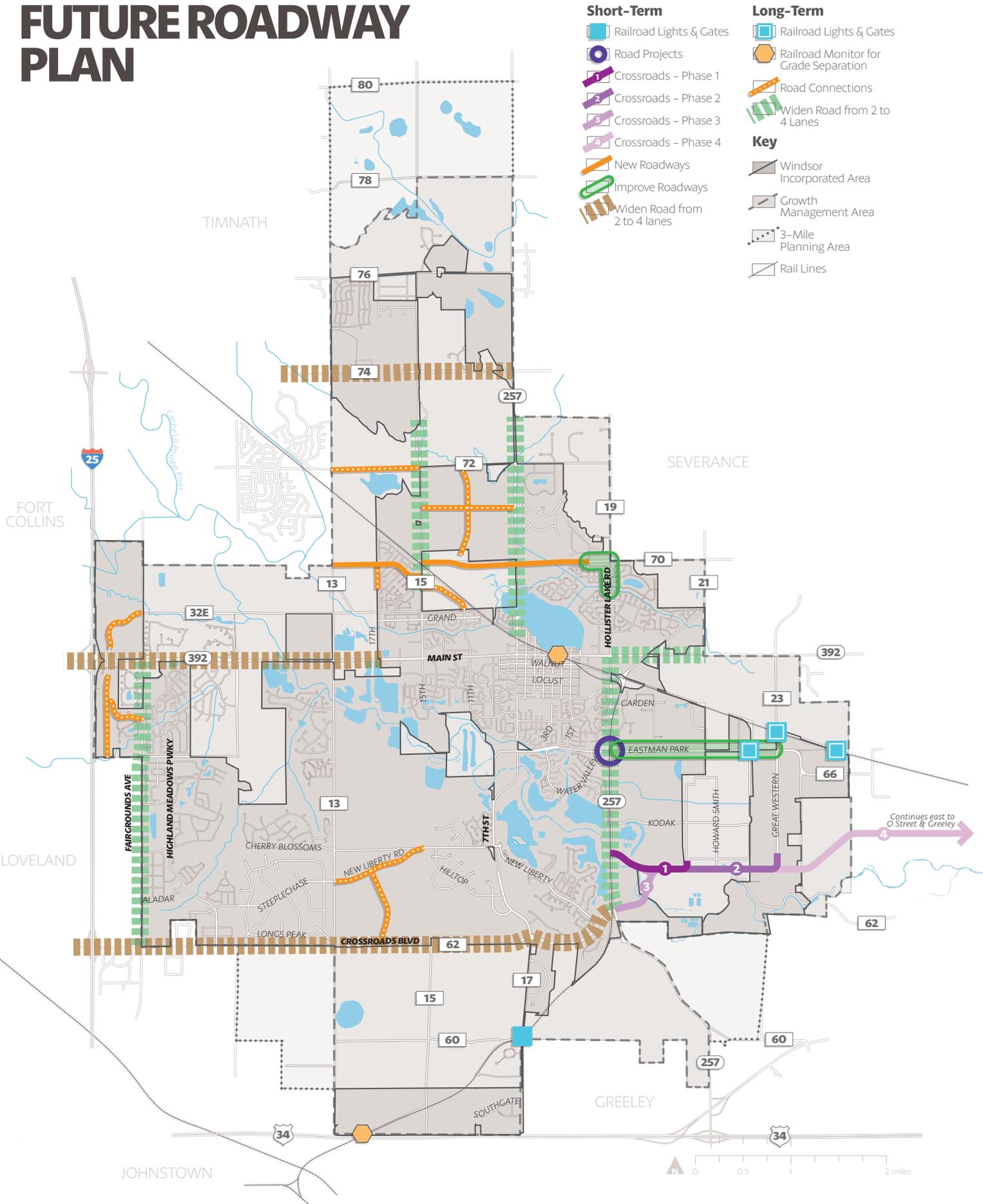
Widening Existing Rural Arterials

As Windsor continues to develop, increased traffic volumes will require capacity improvements on several rural roads. The Town should continue to monitor traffic conditions and conduct traffic studies to determine priority improvement projects. Roadways proposed for widening from two to four lanes consist of the following sections:

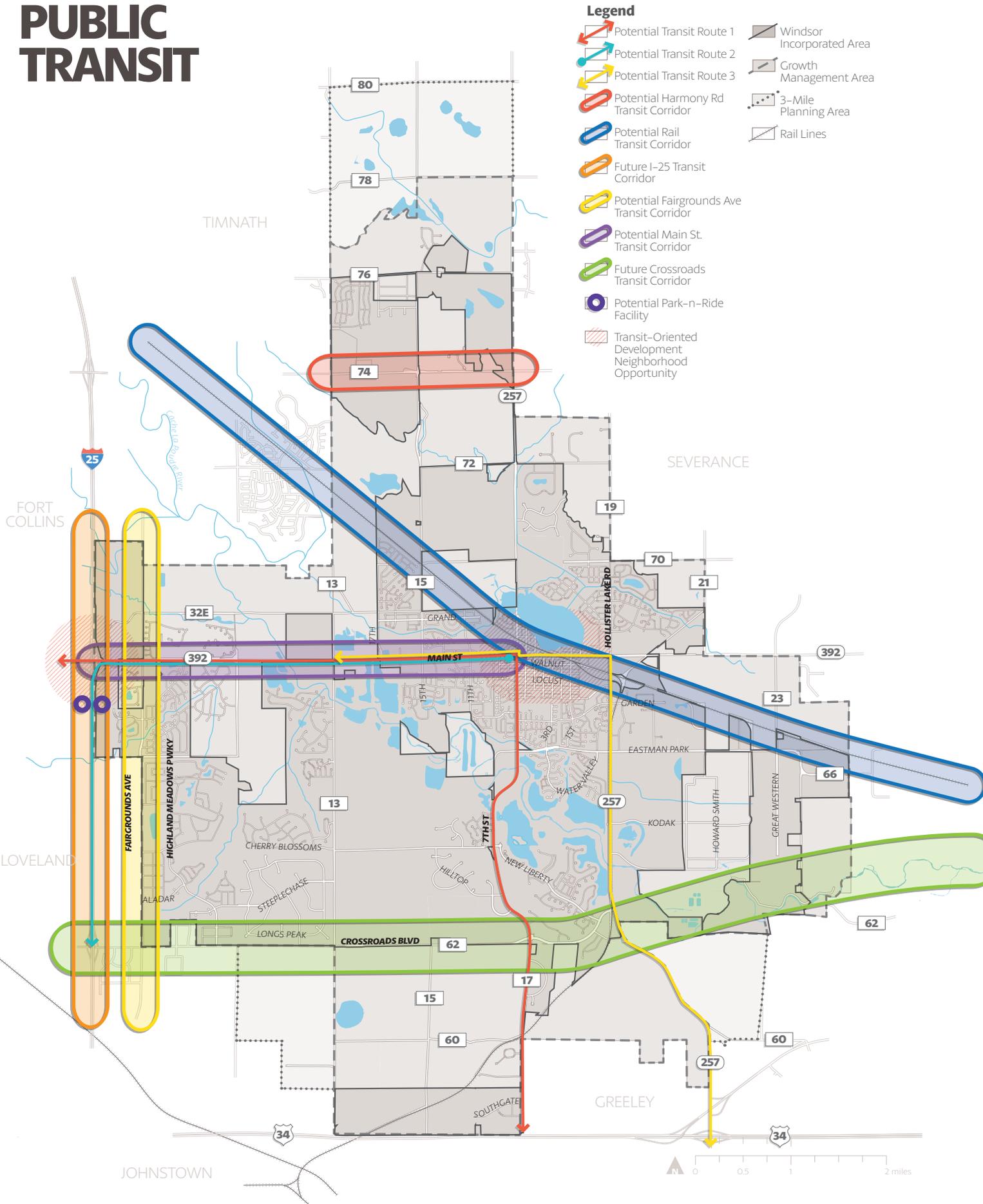
1. Widen SH 257 (WCR 19 alignment) from Crossroads Blvd. to SH 392
2. Widen SH 257 (WCR 17 alignment) from SH 392 to Harmony Road (WCR 74)
3. Widen Harmony Road (WCR 74) from SH 257 to WCR 13
4. Widen Crossroads Blvd. from Fairgrounds Avenue to 7th Street (WCR 17)
5. Widen 15th Street (WCR 15) from Windshire Drive to Harmony Road
6. Widen SH 392 from SH 257 (WCR 19 alignment) to WCR 21
7. Widen Fairgrounds Avenue from Rodeo Drive to SH 392 in coordination with Loveland and Larimer County (Urban Section)

As traffic increases, portions of rural roads will need to be widened. Adjacent development should participate in this process by providing necessary improvements along their property. As roadways are constructed, they should integrate facilities that safely accommodate bicyclists and pedestrians. Windsor should continue to conduct periodic studies that analyze funding mechanisms so that future growth will also help pay for required public improvements throughout the community.

FUTURE ROADWAY PLAN

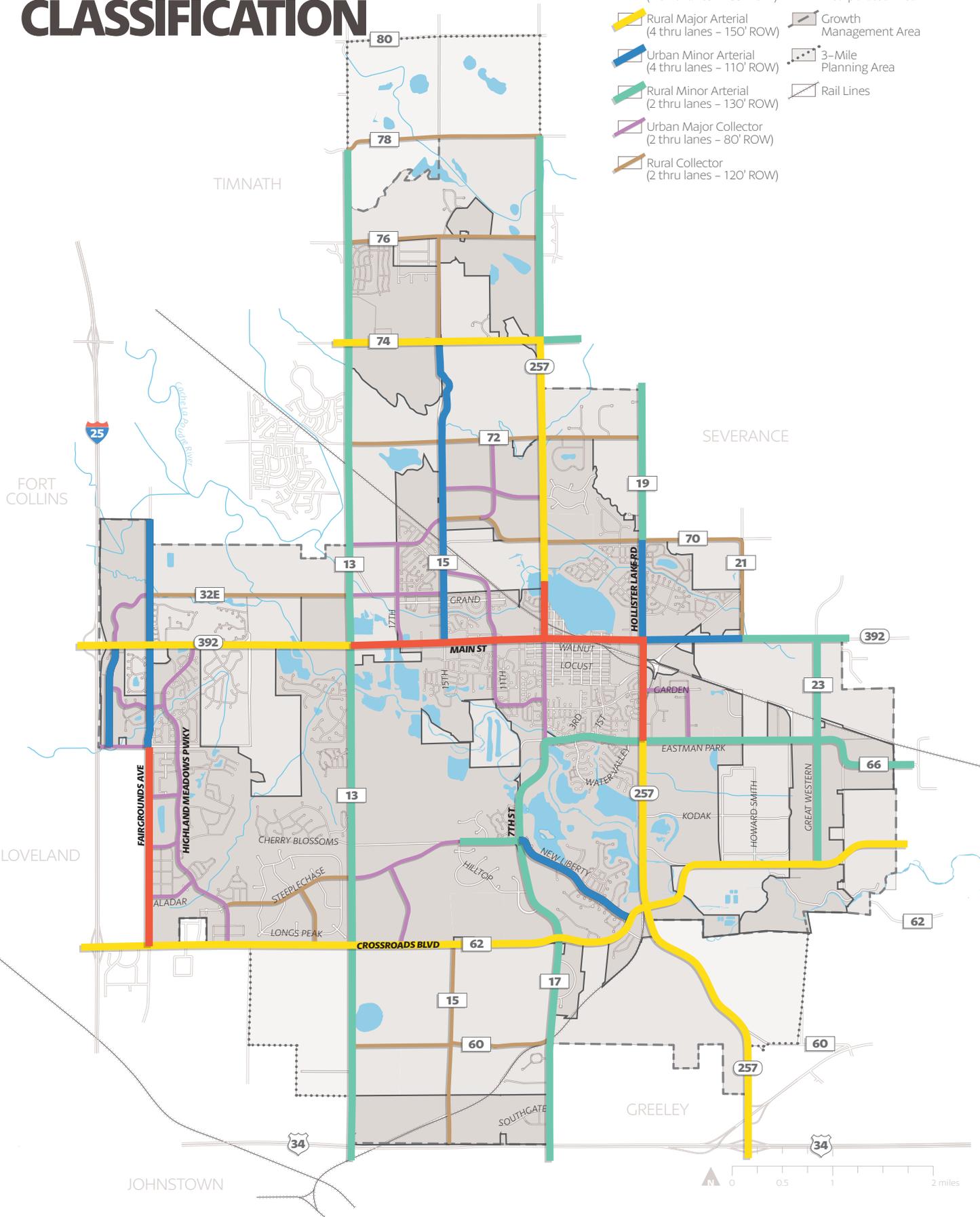


PUBLIC TRANSIT



FUNCTIONAL CLASSIFICATION

- Key**
-  Urban Major Arterial (4 thru lanes - 135' ROW)
 -  Rural Major Arterial (4 thru lanes - 150' ROW)
 -  Urban Minor Arterial (4 thru lanes - 110' ROW)
 -  Rural Minor Arterial (2 thru lanes - 130' ROW)
 -  Urban Major Collector (2 thru lanes - 80' ROW)
 -  Rural Collector (2 thru lanes - 120' ROW)
 -  Windsor Incorporated Area
 -  Growth Management Area
 -  3-Mile Planning Area
 -  Rail Lines





Roadway Connectivity

Roadway Connections by Development

The need for the following roadway connections will likely be determined as development occurs in the respective areas. The adjacent development should participate in this process by providing necessary improvements along their property.

1. Extend New Liberty Road west to intersection of County Line Road (WCR 13) and Steeplechase Drive
2. 17th Street from Crossroads Blvd. to New Liberty Road
3. Westgate Drive from SH 392 to Larimer County Road (LCR) 32E
4. Country Farms Drive from Loudon Circle to Westgate Drive
5. WCR 72 from County Line Road (WCR 13) to WCR 15
6. 11th Street from Fairfield Avenue to WCR 15
7. 11th Street from WCR 70 to WCR 72
8. 17th Street from Dartford Drive to WCR 70
9. WCR 70.5 from WCR 15 to SH 257

Intersection Control

The State currently controls the existing traffic signals along SH 392 and SH 257 through Windsor. The Town has no signalized intersections that it maintains, and the Town's intersections are predominately stop-controlled or roundabouts. Two town-maintained traffic signals are proposed to be installed and should be operational by 2017. The Town conducts traffic counts and warrant analyses as necessary to determine if roundabouts, signals, or all-way stop signs should be installed for intersections within their jurisdiction. Due to ever-changing traffic patterns in the area, the Town should work with CDOT to perform signal timing optimization on an annual basis to ensure efficient traffic flow and use of the existing facilities.



Rail Crossings

The “Windsor Highway–Rail Crossing Safety Study” was completed by FHU in 2008, which recommended the following improvements:

1. Install lights and gates at Eastman Park Drive on the Greeley line
2. Install lights and gates at WCR 23 on the Greeley line
3. Install lights and gates at WCR 23.75 and Eastman Park Drive on the Greeley line
4. Monitor traffic and train volumes to determine if grade separated crossings are needed at the Main Street (SH 392) and US 34 crossings

It is recommended that the Town conduct a follow-up highway rail crossing safety study after the short-term improvements have been completed. The above long-term recommendations may need to be modified after the follow-up study has been conducted.

Public Transportation

As discussed in the short-term recommendations, Windsor should continue to participate in regional transit planning efforts along with other municipal, county, and regional jurisdictions such as Loveland, Fort Collins and Greeley. As roadways are improved, the designs should incorporate elements which would support transit services along the roadways. Primary transit corridors will likely include SH 392, SH 257, and 7th Street.

The North I-25 Environmental Impact Statement (EIS) Preferred Alternative included commuter rail service between Fort Collins and downtown Denver. On the south end, this service would utilize RTD’s planned North Metro commuter rail. The recently completed North I-25 Commuter Rail Update proposed commuter rail stations along US 287 in Loveland and Fort Collins.



Roadway Maintenance & Impact Fees

Windsor's most recent impact fee study was completed in 2008, and the study behind that fee should be periodically updated. The 2008 study updated two options developed in the 2001 study for the Town's road impact fees. The first option used the impact fees only to address the growth-related capacity needs of the major roadway system that are the responsibility of the Town. The second option (which the Town adopted at the maximum rate in 2001) was to use the impact fees to also pay some portion of the cost of improvements to State highways that traverse the community. That portion of the cost of State highway improvements could be funded with the Town's road impact fee in order to encourage the Colorado Department of Transportation (CDOT) to improve State highways within the Town at a more accelerated schedule than they would otherwise. In the 2008 study, the road impact fee also included a component for railroad crossing treatments.

In addition, developments should continue to be required to prepare traffic impact studies for their projects so that the requirements for internal roadways, impacts to the surrounding roadway system, and the impact fees that are appropriate for these improvements can be evaluated. Future roadways should also be evaluated for long-term maintenance needs to ensure adequate budgeting for roadway improvements and maintenance.

Sidewalks

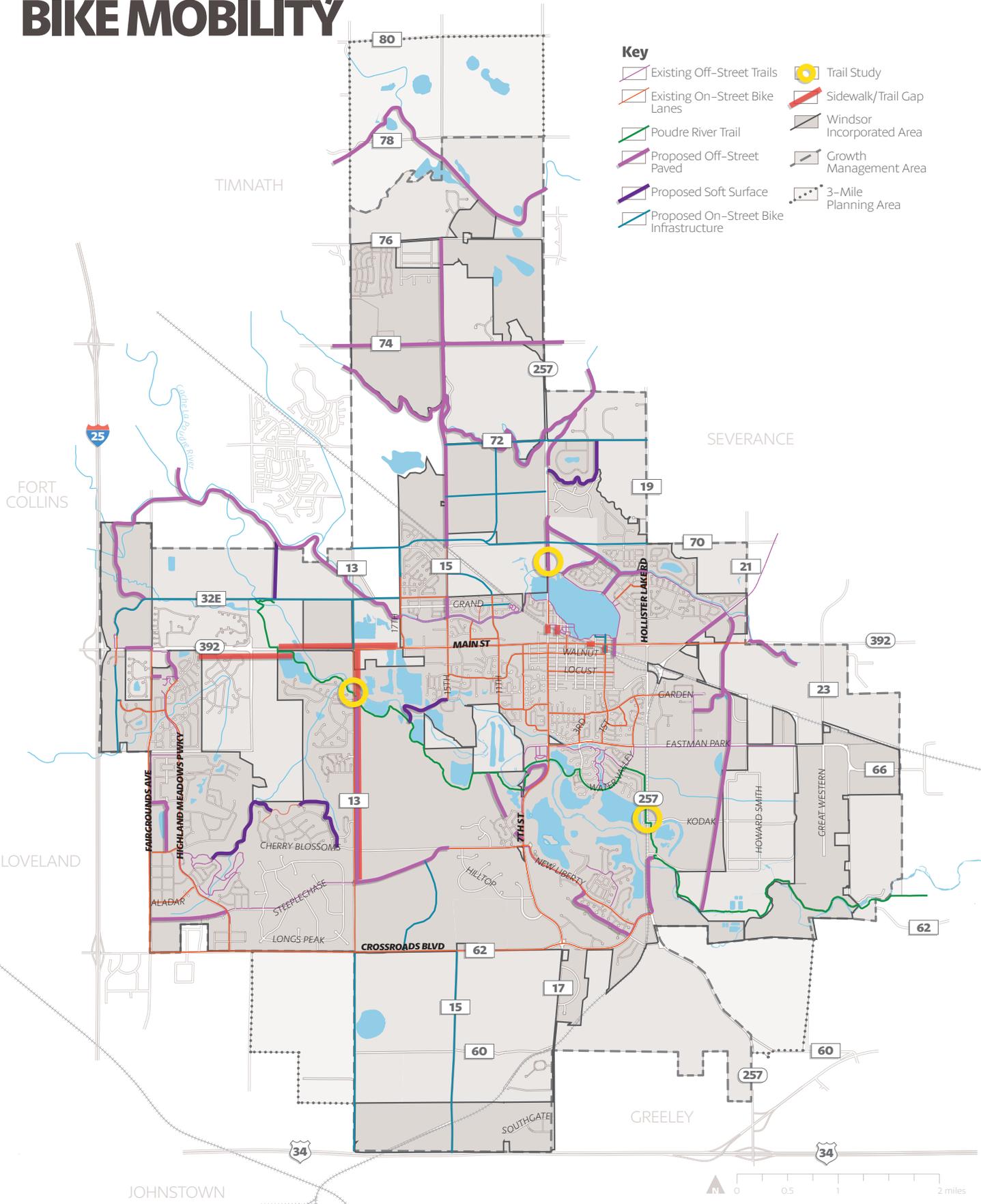
As with the variety in age of housing stock and sporadic development, there are portions of Windsor's sidewalk network that are incomplete. Separated by spans of rural roadway sections, the Town lacks continuity for a pedestrian traveler to traverse all of its reaches.

The GMA encompasses many areas that are now very rural in character. Current zoning also designates large areas of very low density single family residential use. The land use goals are to preserve much of the rural character of these areas and, thus, Rural street standards have been established. However, rural street standards do not include sidewalks, creating a critical gap in pedestrian facilities. The Town should revise the rural street standards to include sidewalks and/or sidepaths.

Trail Network

Windsor is traversed by a vast existing trail network, highlighted by the Poudre River trail. Critical connections to complete the Poudre River Trail include extending the Poudre River trail north from existing termini at LCR 32E to Harmony Road (WCR 74). In addition, the Town should work with Weld County, Larimer County, and CDOT to complete the trail projects identified in the *Windsor Trails Master Plan* throughout the GMA to create a comprehensive, regionally connected trail system.

PEDESTRIAN & BIKE MOBILITY





Chapter 7

COMMUNITY FACILITIES & INFRASTRUCTURE

Community facilities and service providers are essential elements to the function of Windsor and are key contributors to the quality of life enjoyed by residents. They include public safety, water, sewer, educational institutions, the public library, and others. The **Community Facilities & Infrastructure Plan** highlights the Town's community facilities, infrastructure, and service providers and presents recommendations to help ensure that high-quality facilities and services are available and maintained throughout Windsor. The majority of community facility providers; however, are not under the purview of the Town of Windsor. As such, this chapter of the Comprehensive Plan places heavy emphasis on intergovernmental and organizational cooperation.

Community facilities and service providers are essential elements to the function of Windsor and are key contributors to the quality of life enjoyed by residents. They include public safety, water, sewer, educational institutions, the public library, and others.

Vision

This vision statement is written as a retrospective from 20 years into the future, looking back on Windsor's progress as a community.

Windsor residents and visitors have access to first-rate community facilities and services. It is considered one of the safest communities in the northern Front Range, due in large part to the efforts of the Windsor Police Department and Windsor Severance Fire Rescue. Local schools continue to provide quality education to Town residents and bolster Windsor's image as a desirable place to raise a family. Town Hall and the new Public Library are the "civic heart" and cultural center of the community, while local partnerships and cooperative relationships continue to elevate local services, amenities, and quality of life.

GOAL

Maintain and enhance Windsor as a safe and healthy community that is served by quality facilities and infrastructure that support a high quality of life.

Objectives

1. Coordinate annexation and development plans with community service and utility providers to ensure adequate levels of service are extended to new growth areas and maintained in existing service areas.
2. Work with the Clearview Library District to ensure library facilities, including the new library, are highly accessible, well positioned within the community, and provide multiple community benefits.
3. Coordinate with the Weld RE-4 School District as it develops a new high school in Severance, and support efforts to update the District's existing high school in Windsor.
4. Work with the Windsor Police Department and Windsor-Severance Fire Rescue to maintain and enhance Windsor as a safe community.
5. Work with other public agencies throughout the community to maintain adequate and appropriate sites and facilities for the provision of public services.
6. Support the growth of local healthcare facilities to improve access to medical care and to serve as key partners in community and economic development.
7. Maintain interagency communication and partnerships to ensure cooperative use and distribution of services and facilities.
8. Conduct a feasibility study to determine the costs, benefits, and process for water independence.
9. Utilize stormwater best management practices in addition to required design elements to prevent flooding and increase groundwater infiltration.
10. Coordinate with private utility providers to identify coordinated/synergistic project opportunities.
11. Continue to provide public education regarding oil and gas regulations and work with new permit applicants to properly buffer and screen oil and gas operations.
12. As part of the Town's existing asset management plan, conduct a life cycle assessment for Town buildings, equipment, vehicles, facilities, and properties and develop/revise a multi-year maintenance plan and on-going maintenance program.
13. Increase efforts to identify alternative sources of funds such as grants to fund a wide range of public projects including, but not limited to Town facilities, parks and recreation enhancements, transportation improvements, economic development related projects, and social services.
14. Ensure the Town provides the services and amenities that allow seniors to age in place.



Education

Windsor is home to local public grade schools and includes higher education opportunities. The Town is spread among three separate public school districts: Weld School District RE-4, Thompson School District R2-J, and the Poudre School District R-1. Given the tremendous growth of the Front Range, each of the school districts that serve Windsor anticipate enrollment to continue to increase. The Town should regularly communicate with school district officials to stay informed about plans for growth and facility expansion, as well as to prepare local schools for additional enrollment as new development occurs. The Town should also serve as a facilitator to bridge students with local business partners to explore career educational opportunities for students through shadow programs, job site visitation, and internships.

New High School Facility

Windsor High School, which is within the Weld School District, is reaching capacity and will require expansion into a new high school facility. The Weld School District RE-4 is evaluating options for a new high school facility in Severance and upgrades to Windsor High.

This opportunity would improve the existing facility as well as construct a state-of-the-art facility to serve Windsor students. In addition, the new and existing high schools can serve dual roles as community centers to meet the needs of the Windsor and Severance communities as well as senior services. An emerging best practice is to couple high schools with senior centers. This model not only provides opportunities for shared facility space, but is a mutually advantageous model that allows teens and seniors to interact, forming valuable social bonds and opening opportunities for volunteerism and to learn about new experiences and skills from both ends of the spectrum. Should voters approve the bond referendum, the Town should facilitate discussions between the school district and the community to ensure the new facility and upgrades to Windsor High School meet the needs of students and the community.



School Land Dedication

In order to provide adequate school facilities to serve new residential developments, the Town of Windsor entered into individual IGAs with the Thompson School District, Weld School District RE-4, and Poudre School District (Windsor Ordinance No. 2000-1071, Resolution No. 2000-15, Ordinance No. 2007-1280, Ordinance No. 2007-1281, Ordinance No. 2007-1282) that requires new development to dedicate land or provide a fee-in-lieu of dedication. The Town should work with local school districts to ensure current fees and land use calculation provide adequate resources for local school growth.

Aims Community College

Aims Community College has a satellite campus located near the intersection of US 34 and WCR 17 in Windsor, which is home to Aims Automotive and Technology Center (existing) and Public Safety Institute (opening in Spring 2016). Having a higher education institution is an immense asset to the Windsor community, as it has the potential to be a significant economic development generator and community partner. The Town should promote partnerships between Aims Community College, local schools, workforce training programs, and local businesses. These partnerships can facilitate beneficial relationships, which may include adjusting and modeling curricula to meet the needs of local employers.

Clearview Library District

The Clearview Library District includes one facility, the Windsor Severance Library, located just south of downtown Windsor. The Windsor Severance Library has a print circulation of more than 100,000 volumes and offers after-school programs that are both educational and entertaining, as well as a variety of children's activities. Although the facility is in good condition, increases in population and demand have rendered the existing Windsor Severance Library facility unable to meet the needs of the community.

With its limited size and increased demand for community programming, the Clearview Library District will need to construct a new facility. As the Library considers potential sites for a new, expanded facility, it should work closely with the Town to select a site within Downtown that serves to anchor the community and promote economic development while offering access to information and promoting literacy.



Downtown Windsor offers the ideal location for a new library facility. Pedestrian access from surrounding neighborhoods and opportunities to partner with the Town with Boardwalk Park, the Art and Heritage Center and downtown businesses are just a few of the advantages to a downtown location. As more residents have access to online books and resources, the role of libraries is changing. While they still support reading and research, they have also become community centers and places of activity. Libraries across the country are starting to embrace their new role as neighborhood anchors that foster an inside/outside approach, which entails traditional services, while also being actively involved with the community through events and activities. Regardless of site, a new or expanded facility should seek creative parking management solutions, which may include time limits and shared parking facilities with adjacent businesses and neighborhoods. In addition, the library should be easily and safely accessible for non-motorized forms of transportation.

MUNICIPAL SUSTAINABILITY

Sustainability and energy conservation in the Windsor Community should start at the municipal level. Town Hall serves as an example of historic rehabilitation, which is a sustainable practice in and of itself. Town Hall also utilizes solar power and the Windsor Police Department utilizes geothermal heating. In addition, as has already been done with the Poudre Valley Electric Association, the Town is working with Xcel Energy to replace existing street lighting with LED lighting, which is more energy-efficient and has a longer lifecycle. The Town of Windsor should continue to be a community leader through additional sustainability initiatives. Sustainable municipal strategies include:

1. **Sustainable Landscaping**. Replace turf grass with xeriscaping at Town Hall as a demonstration project. The Town can quantify the cost of installation as well as amount of water saved by using native, and drought-tolerant plantings. Xeriscaping should also be considered for existing facilities and required for new Town facilities.
2. **Energy efficiency improvements**. Update existing municipal buildings through higher efficiency building lighting, restoration of native vegetation, and installation of low-flow water fixtures.
3. **Municipal building standards**. Adopt a policy that requires a baseline energy efficiency standard for all new construction and renovations of municipal buildings. The Town should consider using the ratings in the United States Green Building Council (USGBC) Leadership in Energy and Environmental Design (LEED) as a benchmark.



Public Safety

The Town of Windsor receives excellent first response and public safety service from the Windsor Police Department and Windsor-Severance Fire Rescue. The Police Department is located at 200 North 11st Street, while the Fire Rescue operates out of three facilities, two of which are located in Windsor and the third being located in Severance. The Windsor Severance Fire Rescue has an Insurance Service Office (ISO) classification of 4, which is a rating of the level fire safety response on a scale of 1-10. This rating is similar to those of surrounding communities and indicates that Fire Rescue has an effective fire suppression program. To maintain a high level of service, the Town should regularly meet with the Windsor Police Department and Windsor-Severance Fire Rescue during the development approval process to ensure new developments adequately accommodate emergency equipment and personnel. Regular communication will allow both departments to better prepare and manage staffing and operations to accommodate future growth and expanded service areas. In addition, the Town should regularly review the Windsor Emergency Plan, as well as the Weld County 2016 Multi-Jurisdictional Hazard Mitigation Plan to ensure public safety and Town staff and officials maintain high levels of emergency preparedness.

Healthcare

Windsor residents have access to three regional healthcare systems: Colorado Health (UC Health), Banner Health Center, and Columbine Health Systems. UC Health has several clinics and offices, including the Clinical Education and Innovation Center (CEIC) at the Marina Health Campus. Banner Fort Collins Medical Center is a full-service health care facility including emergency care. Columbine Health Systems is a senior care service and has two facilities on Main Street.

As providers of desirable employment opportunities as well as providers of essential healthcare, the Town should encourage the expansion of medical facilities. The Town should work with healthcare officials to coordinate with local neighborhoods to ensure that new development respects the scale and character of adjacent areas and provides buffers and screening where appropriate. In addition, healthcare facilities should include on-site pedestrian access from the right-of-way to building entrances as well as bicycle parking.

Aging-in-Place

Windsor as an Age-Supportive Community

As indicated by the demographic analysis within *Chapter 2: Community Profile*, the population in Windsor is not only aging, but has a slightly larger share of older adults than the Metropolitan Planning Organization (MPO). In fact, according to the 2015 Windsor Demographic and Housing Opportunities Study, residents over 65 years old will triple by 2040 from 2010 levels. As such, the Town of Windsor should take proactive steps to support its aging population. This approach means providing leadership and identifying private providers, and not necessarily Town-managed or funded programs and facilities. The Town should consider the following strategies to promote an age-supportive community:

Community Services

1. Work with public safety providers to ensure they are attentive to the needs and issues affecting older adults (identifying senior abuse and neglect, performing well-being checks, etc.).
2. Foster social capital and inclusion while leveraging existing assets by finding opportunities for the joint use of community facilities, such as a new library and/or high school.
3. Continue to work with the Weld County Area Agency on Aging to provide senior lunches and other senior health, wellness, and assistance programs.
4. Continue the Active Adults program to provide opportunities for social inclusion and active recreation.

Transportation

1. Increase pedestrian safety through the use of shorter crossing distances, high-visibility crosswalks and signalization, and crossing signal timing that accommodate the slower rate of travel of older adults.
2. Adopt a complete streets policy to increase mobility for people of all ages, abilities, and transportation modes.
3. Ensure roadways and walkways are well-maintained to promote safety.
4. Continue to provide the Senior Ride Program to ensure older adults have access to healthcare, goods, and services.

Housing

1. Support housing diversity and affordability through increased density in the Town's core and permitting a variety of housing types through zoning.
2. Review and amend building and related codes to ensure they adequately address universal design principles.
3. Locate senior housing near commercial areas and institutional uses to increase access to goods and services.

UNIVERSAL DESIGN

Universal design describes the design of the built environment to ensure buildings and facilities accommodate all users, regardless of physical ability. It builds upon the Americans with Disabilities Act of 1990 to focus on both the design of buildings and facilities, as well as everyday household objects and products. As the population of Windsor ages, the principles of universal design should be considered as new housing and public facilities are constructed. The seven principles of universal design include:

1. Equitable Use. Giving all users equal access to the built and urban environments.
2. Flexibility in use. Providing design that offers a range of choices and accommodates different abilities and preferences.
3. Simple and intuitive use. Making objects and spaces usable and navigable through simple and understandable guidance or markers
4. Perceptible information. Communicating information that is understandable to a range of sensory abilities and in a range of ambient conditions.
5. Tolerance for error. Designing to minimize hazards through accidental or unintended actions.
6. Low physical effort. Developing designs that can be used efficiently and comfortably and that cause a minimum amount of fatigue.
7. Size and shape for approach and use. Allowing for use by users with different spatial and physical needs.

Preiser, Wolfgang. FE. 2007. "The Seven Principles of Universal Design into Planning Practice." In Universal Design and Visitability: From Accessibility to Zoning, edited by Jack Nasar and Jennifer Evans-Cowley, 11-30. Columbus, Ohio: The John Glenn School of Public Affairs.
qtd. in
Jaffe, Martin. Bradley H. Winick. "Planning Aging Supportive Communities." PAS Report 579 (2015): 29-30. Print.

Infrastructure

Infrastructure includes the fundamental facilities and structures that serve the Town of Windsor. This includes water, wastewater, stormwater, and utilities. Roadways are also critical infrastructure, which is covered in **Chapter 6: Transportation & Mobility**.

Water

Water is the most pressing issue facing the Windsor community. The Town receives water from the North Weld County Water District (NWCWD), Fort Collins–Loveland Water District (FCLWD), and City of Greeley. The section of Windsor located in Weld County is primarily served by the Town's municipal delivery system, while FCLWD serves areas in Larimer County and NWCWD serves northern areas of the Town. Windsor owns a water storage "pit" at SH 392 and CR 13/County Line Road, which increases storage capacity and allows the Town to regulate the water level of Windsor Lake. As the Town expands, communication and coordination between Windsor and water providers will be essential to prepare for future growth.

While Windsor delivers water to residents, there is a broad foundation of stakeholders who are interested in Windsor pursuing its own water utility and being able to exert more control over pricing, quality, supply, and even the opportunity to leverage it as a development tool. The topic of "water independence" will be a driving issue as Windsor continues to grow. Given concerns regarding the long-term cost of water as well as the negative impact it could have in slowing future growth, the Town should initiate a detailed feasibility study regarding the potential administration, water treatment and storage facilities, and other resources required for an independent municipal water utility.

Sanitary Sewer

The Town of Windsor provides wastewater service for the majority of the sections of Windsor located in Weld County. Windsor also serves portions of the Town of Severance per intergovernmental agreement. The South Fort Collins Sanitation District (SFCSD) provides wastewater service to most of Windsor west of County Line Road. A third entity, the Boxelder Sanitation District, will provide service in the future for the area between WCR 15 and WCR 13, north of Harmony Road. Several subdivisions with estate-sized lots utilize individual septic systems for wastewater treatment.

The majority of the future developments will be serviced by the Town of Windsor. As such, the Town should incentivize growth within the Primary Growth Area to discourage leapfrog development that would require the extension of service to far-reaching parts of Windsor. Additional information about growth management can be found in **Chapter 5: Land Use & Development Plan**.

Stormwater

The Town of Windsor watershed encompasses approximately 120 square miles. The primary land use is agricultural, ranching, and open space that comprises nearly 67,000 acres or approximately 87% of the watershed. The watershed is divided into ten major drainage basins:

1. Law Basin
2. Windsor Basin
3. High School Basin
4. Jacoby Basin
5. Timnath Reservoir Basin
6. Ptarmigan Basin
7. River Ridge Basin
8. Bluff Basin
9. Oklahoma Basin
10. South SH 257 Basin

The Poudre River, which defines the southern boundary of the Law, Windsor, High School, Jacoby, and Timnath Basins and the northern boundary of the River Ridge, Bluff, Oklahoma, and South SH 257 Basins, represents the most notable drainage feature in the watershed. Fossil Creek represents the northern boundary and receiving watercourse for the Ptarmigan Basin. All stormwater runoff generated within the watershed is ultimately conveyed to the Poudre River. The 100-year floodplain associated with the Poudre River encompasses less than five percent of the total drainage area within the watershed.

The irrigation facilities that traverse the ten major basins include:

1. Greeley No. 2 Canal
2. Lake Canal
3. Law Ditch
4. Whitney Ditch
5. Windsor Reservoir Outlet
6. Timnath Reservoir Outlet
7. Louden Ditch
8. Eaton Ditch

These ditches convey irrigation flows within the basin but generally offer limited value as drainage features that will convey stormwater runoff out of the basin. Due to the limited capacity of the ditch systems, coupled with the magnitude of the stormwater flows, these irrigation ditches do not appear to represent major drainage boundaries within the watershed. As such, the Town has made several improvements to better manage stormwater, including the B.H. Eaton Ditch Flood Gate project and John Law Floodplain Residential Flood Risk Reduction project (anticipated construction in 2015–2016).

To further reduce the risks of flooding and better manage stormwater, the Town should implement stormwater best management practices for new and existing developments. These strategies are further discussed in **Chapter 8: Open Space, Recreation & Environmental Features**.

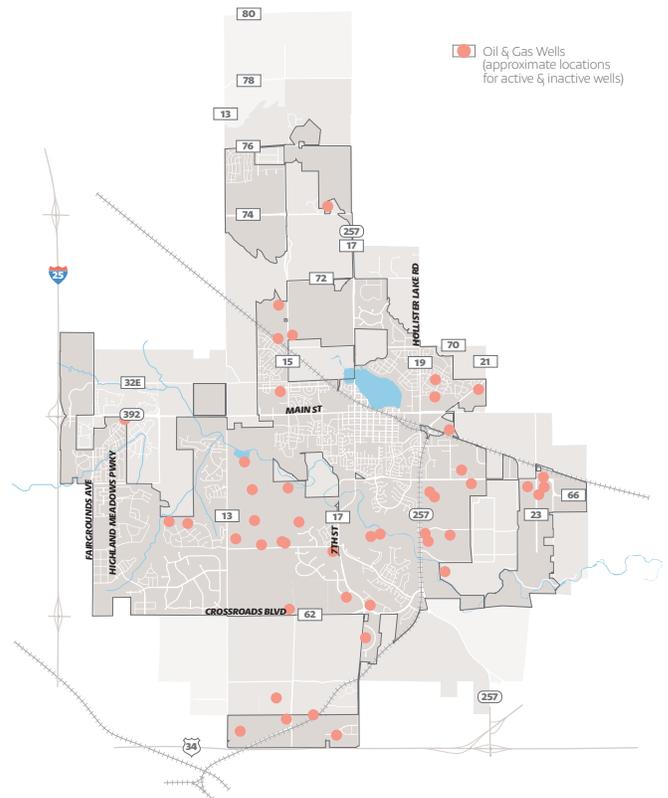
Private Utilities

Xcel Energy and Poudre Valley Rural Electric Association (REA) provide electric services to the Town of Windsor. Each of these electric utilities serves specific service areas within Windsor. Natural gas is provided by Xcel Energy and others. Cable television is provided by Comcast, and internet is provided by Comcast, Century Link and Front Range Internet. The Town should regularly communicate with utility providers to coordinate projects and improvements. The Town previously coordinated with PVREA to upgrade streetlights to LED lighting and is currently working with Xcel to upgrade street lighting with LED lighting. The Town should identify additional opportunities for coordinated projects. For example, utility work near a roadway may be an opportunity to make scheduled roadway improvements, which can improve the efficiency of multiple entities by avoiding the delay and expense of project construction conflicts.

Oil & Gas Extraction

Weld County is one of the highest producing counties in the State of Colorado, producing more than 80% of the State's total crude oil in 2013. Oil and gas extraction operations are heavier industrial uses and present new challenges for land use and development. These operations are regulated by the Colorado Oil and Gas Conservation Commission (COGCC) and mineral rights holders in Windsor wishing to extract oil and gas must also first obtain a conditional use grant (CUG) from the Town. The CUG regulates site aesthetics and can, to an extent, address mitigation for noise and visual impacts through screening and buffering, so long as these measures do not conflict with State regulations. The Town also requires new development meet minimum setback requirements from existing oil and gas facilities. The State of Colorado regulates the minimum setback required between new oil and gas facilities and existing structures.

Windsor community members have expressed concern regarding the visual and potential health impacts of oil and gas extraction processes. The Town has consistently maintained that, under the current state of the law, local governments have limited power to regulate the location and operations of oil drilling sites. Local ordinances prohibiting hydraulic fracturing ("fracking") and prohibiting oil and gas activity within municipalities have been struck down by the courts. These types of measures in Fort Collins and Longmont are undergoing review by the Colorado Supreme Court. Windsor should watch the outcome of these cases and continue employing emerging local government best practices, including screening, buffering and voluntary agreements with operators. The State of Colorado is currently conducting a public input process and considering rule changes that could enable local jurisdictions to address more aspects of extraction activities. Windsor residents and community stakeholders should continue to participate in that process.



COMMUNITY FACILITIES

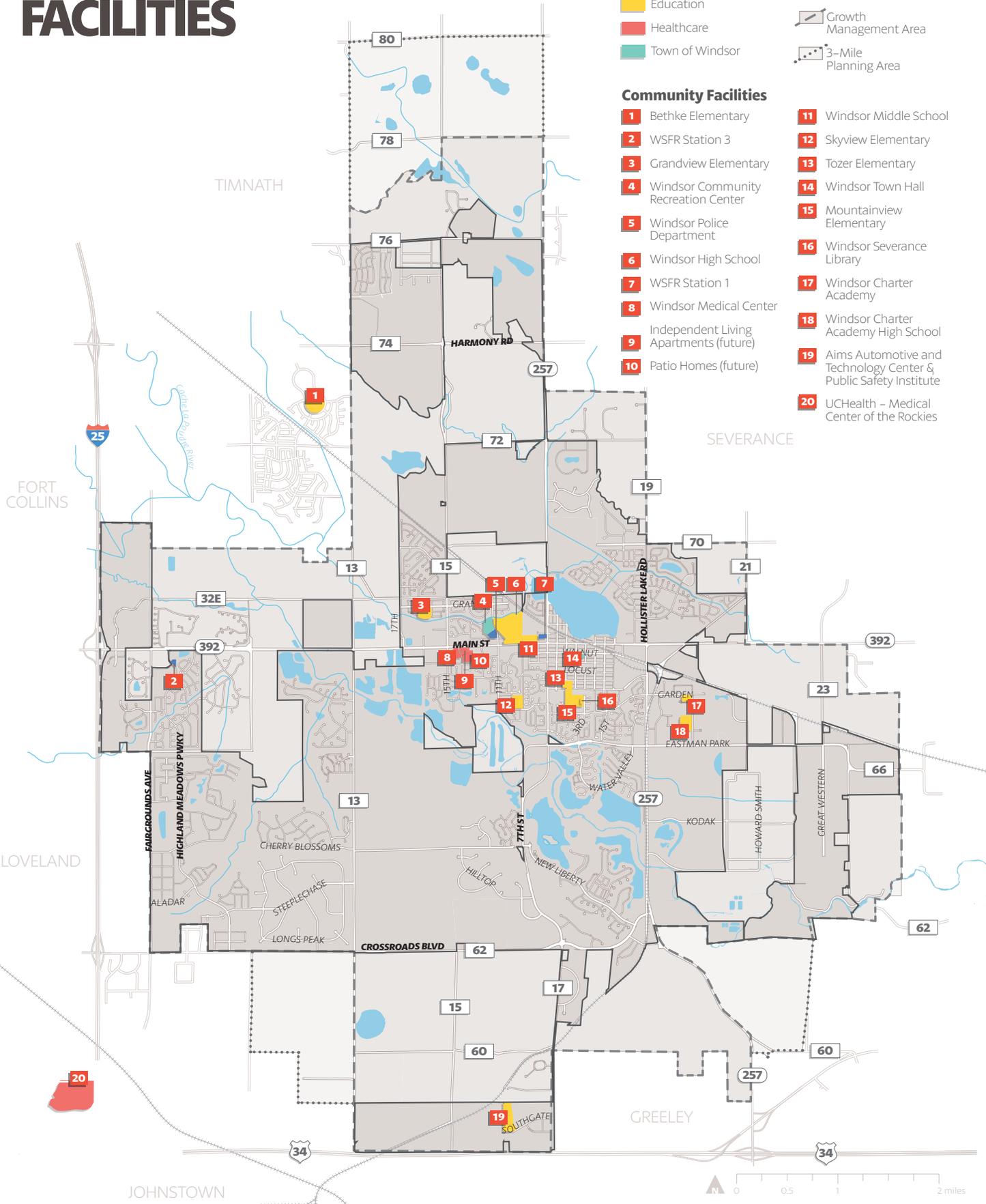
Key

- Public Safety
- Education
- Healthcare
- Town of Windsor

- Windsor Incorporated Area
- Growth Management Area
- 3-Mile Planning Area

Community Facilities

- | | |
|---|---|
| 1 Bethke Elementary | 11 Windsor Middle School |
| 2 WSFR Station 3 | 12 Skyview Elementary |
| 3 Grandview Elementary | 13 Tozer Elementary |
| 4 Windsor Community Recreation Center | 14 Windsor Town Hall |
| 5 Windsor Police Department | 15 Mountainview Elementary |
| 6 Windsor High School | 16 Windsor Severance Library |
| 7 WSFR Station 1 | 17 Windsor Charter Academy |
| 8 Windsor Medical Center | 18 Windsor Charter Academy High School |
| 9 Independent Living Apartments (future) | 19 Aims Automotive and Technology Center & Public Safety Institute |
| 10 Patio Homes (future) | 20 UCHealth – Medical Center of the Rockies |





Chapter 8

OPEN SPACE, RECREATION & ENVIRONMENTAL FEATURES

Windsor is home to a range of environmental and recreational amenities that help to define its identity and contribute to the community's high quality of life. The Poudre River, bluffs and arroyos, and large expanses of open space make a significant contribution to the character of Windsor and are critical to both local and regional ecologies. These environmental features, coupled with the Town's parks and recreational amenities, support healthy lifestyle choices for all residents. These characteristics are critical components of Windsor's appeal as a community and helps differentiate it from other Northern Colorado cities.

This chapter presents policies and recommendations aimed at preserving important and sensitive environmental features throughout the Windsor community, while also expanding recreational opportunities. The proactive protection and enhancement of important environmental assets is a priority for the community, as is the commitment to increase access to parks and recreational facilities. Maintaining and expanding Windsor's extensive parks and open space network will not only serve to enhance the community's overall image, identity, and health, but also protect valuable natural resources.

Windsor is home to a range of environmental and recreational amenities that help to define its identity and contribute to the community's high quality of life. The Poudre River, bluffs and arroyos, and large expanses of open space make a significant contribution to the character of Windsor and are critical to both local and regional ecologies.



Vision

This vision statement is written as a retrospective from 20 years into the future, looking back on Windsor's progress as a community.

Windsor residents have access to an extensive park system that provides a range of recreational opportunities. The Community Recreation Center continues to draw thousands of visitors dedicated to health and wellness, swimmers splash at Windsor Lake, while local parks offer opportunities for both passive and active recreational opportunities. The park system is complemented by a vast trail network that allows users to interact with nature and visit neighboring communities. Town has preserved and protected key environmental features that contribute to its rural character. Residents and visitors alike can enjoy Windsor's scenic bluffs and meander along the banks of the Cache la Poudre River. The Town has proactively worked with property owners to establish conservation easements and transferred development rights to create large expanses of natural open space. Use of stormwater best management strategies and sustainable landscaping and construction practices has made the Town a leader in local sustainability and environmental protection.

GOAL

Support a comprehensive park and recreation system that provides active and passive recreational opportunities while preserving Windsor's natural assets.

Objectives

1. Maintain an adequate level of service to ensure the park and recreation system meets the changing needs of the community.
2. Prioritize the development of new parks in underserved areas. Ensure the Comprehensive Plan aligns with the **Parks, Recreation & Culture Master Plan**.
3. Develop community partnerships to expand recreational programming and services.
4. Protect open space areas through acquisition and conservation easements.
5. Incentivize the use of stormwater best management practices to improve local water quality.



Windsor Parks, Recreation & Culture Department

The Windsor Parks, Recreation & Culture Department is responsible for the maintenance and operations of more than 200 acres that include 16 town parks, Lakeview Cemetery, the Town of Windsor Museum, Windsor Community Recreation Center, several natural areas, and more than 40 miles of trails. In addition, public transit is a function of the Department, which includes the Senior Ride Program.

The Department actively referenced and used the ***Parks, Recreation, Trails and Open Lands Master Plan – 2007 Update*** to guide and prioritize park planning, expansion, and programs, and will continue to see it through its completion. In 2015, in an effort to look towards future parkland needs, the Town received requests for proposals to create a new master plan, as the goals and objectives identified in the existing plan had been successfully completed or were underway. The proposed ***Parks, Recreation & Culture Master Plan*** will not serve as an update to the ***Parks, Recreation, Trails and Open Lands Master Plan – 2007 Update***, rather, it is planned to be a sustainable program that provides guidance for the next 15–20 years. As the ***Parks, Recreation & Culture Master Plan*** is completed, this chapter of the Comprehensive Plan should be amended to reflect the vision set forth within the updated plan.

WINDSOR PARKS, RECREATION & CULTURE DEPARTMENT FACILITY	CLASSIFICATION	SIZE (AC)
Aberdour	Neighborhood	4
Bison Ridge	Neighborhood	2
Boardwalk	Community	12
Brunner Farm	Neighborhood	4.5
Chimney	Community	20
Covenant	Neighborhood	3.5
Coyote Gulch	Neighborhood	6
Diamond Valley	Community	85
Eastman	Community	25
Founders Green	Neighborhood	2
Main Park	Community	9.2
Northern Lights	Neighborhood	5.6
Poudre Heights	Neighborhood	5.2
Windsor Highlands	Neighborhood	7.5
Windsor Village	Neighborhood	2
Windsor West	Neighborhood	2.7
Poudre Natural Area	Open Space	14
Poudre Pooch Park	Special Use	1
Riverbend Natural Area	Open Space	10
Windshire Park (Design phase)	Neighborhood	8.5
Art & Heritage Center	Special Use	0.1
Lakeview Cemetery	Special Use	16
Eastman Park Oxbow	Open Space	18
Windsor Community Recreation Center	Special Use	8
Total Size		271.8



WATER CONSERVATION & PARK DESIGN

Parks provide natural relief within urbanized area; however, maintaining lush green space can be taxing on water resources. Coyote Gulch Park is an example of emerging park design that maintain native plantings while providing useable lawn space. As the Town develops new parkland, it should decrease water use, which may include implementing the following strategies:

- › Implement xeriscaping to include low maintenance and drought-tolerant, native plants;
- › Limit the use of turf grass;
- › Apply mulch to landscaped areas to suppress weed growth, cool soil, and reduce water loss through evaporation;
- › Install quality irrigation systems for efficient distribution of water.

Parkland Accessibility

The Windsor Parks, Recreation & Culture Department measures the effectiveness of its park system through the Geo-Referenced Amenities Standards Program (GRASP®). Since the GRASP® analysis performed for the **Parks, Recreation, Trails and Open Lands Master Plan - 2007 Update**, the Town has constructed several new parks and has additional parks within the design phase. The accessibility of the current park system will be analyzed using GRASP® within the **Parks, Recreation & Culture Master Plan**. The analysis takes into account the quantity, quality, and distribution of parks, amenities, and components. Given the results of that analysis, the Town should utilize impact fees and parkland dedications and/or parkland fee-in-lieu of dedication to develop new parks to fill remaining gaps within the park system.



Planned Projects

The Parks, Recreation & Culture Department has actively implemented the ***Parks, Recreation, Trails and Open Lands Master Plan – 2007 Update***. Coyote Gulch Park officially opened to the public in 2015 and Windshire Park, a new neighborhood park located in the Windshire Park subdivision is scheduled to open in 2016. In addition to neighborhood parks, the Town plans to construct a new community park in conjunction with a Public Works Department facility at WCR 15. Addition details with regard to park programming and layout will be addressed in the ***Parks, Recreation & Culture Master Plan***. Further, Department plans include future trail construction as well as the development of the Eaton House master plan and renovation. Long-term projects included continued park construction and trail construction. As new park and recreation facilities develop, Windsor should ensure surrounding neighborhoods have multi-modal access to new facilities. This includes prioritizing trail and sidewalk development to new sites from adjacent residential areas, as well as installing safe roadway crossings and traffic controls to increase safety and mitigate impacts from increased traffic to new park sites.

Community Recreation Center

The Community Recreation Center is undergoing an extensive project to upgrade, improve, and expand the facility. The \$16.1 million project broke ground in July 2015, and will include an aquatics facility complete with lap pool and lazy river, expanded locker rooms, and additional fitness equipment, studios, and support space.

Park Expansion & Maintenance

The Town of Windsor utilizes a variety of mechanisms for the acquisition, construction, and expansion of its park system. These include parkland dedication requirements, impact fees, and a local sales taxes.

Parkland Dedication Ordinance

Windsor's park system is expanded through development land acquisition. According to Windsor Municipal Code Sec. 18-1-40, property owners that create new residential dwelling units must dedicate land at a ratio of 5.5 acres per 1,000 residents. Alternatively, should a developer opt to not dedicate parkland, the Town permits fee-in-lieu of dedication. This allows the Town the financial capacity to acquire parkland through means other than dedication.

As the park system continues to expand, it should consider opting for fee-in-lieu of dedication for areas that fall within existing park service areas. In addition, the Town should periodically amend the Municipal Code to ensure the monetary amount for fee-in-lieu of dedication is adjusted for inflation and other economic shifts that may significantly alter the cost of parkland acquisition. This monitoring and review activity can be formalized through the Town Board by adopting an official policy.

Impact Fees

The Town of Windsor imposes a Neighborhood Park Development Fee (Windsor Municipal Code Sec. 18-1-80) and Community Park Development Fee (Windsor Municipal Code Sec. 18-1-90) as a contingency to obtaining a building permit. The fees are assessed based on the number of new residential dwelling units and are required to be used for new park construction. As the park system is built out, there will be less need to construct new parks and increased emphasis on park system maintenance. The Town should consider amending the Municipal Code to permit the use of impact fees for park maintenance in areas that are located within existing park service areas.

Sales Tax

Windsor residents and visitors contribute to the parks system through three separate sales taxes. Windsor voters approved a 0.75% sales tax increase to an existing 0.2% sales tax in 2014 to finance the expansion of the Windsor Community Recreation Center. Larimer County residents approved a 0.25% sales tax dedicated to the acquisition, operations, and maintenance of open space areas in Larimer County. This Larimer County tax is a powerful mechanism for Windsor to improve and expand trails, as well as acquire and preserve natural areas on the Larimer County side of the Town.

The Town of Windsor should establish an annual reporting function to communicate what investments were made locally in Windsor that were funded by these revenue sources, including the County-managed sales tax. The Town should work with Larimer County to ensure future updates to the *County Parks Master Plan* and the *Our Lands – Our Future: Recreation and Conservation Choices For Northern Colorado* plans coordinate and align with the Town of Windsor's local community goals. Potential funding and financial partnerships to implement the Town's parks and open space goals should be further developed as part of these coordinated planning efforts.

Partnerships

Consistently funding desired programming and facility space continues to be a challenge for the Parks, Recreation & Culture Department. While the Department has had great success procuring grants, donations, and sponsorships in recent years, partnerships provide an additional means to manage scarce resources. Existing partnerships include an intergovernmental agreement with Weld RE-4 School District for use of Windsor school gyms and the high school swimming pool. The Town should pursue additional partnerships to include the Clearview Library District, local athletic teams and clubs, and corporate partnerships that can sustain programming and expand use of existing facilities for a set period of time.

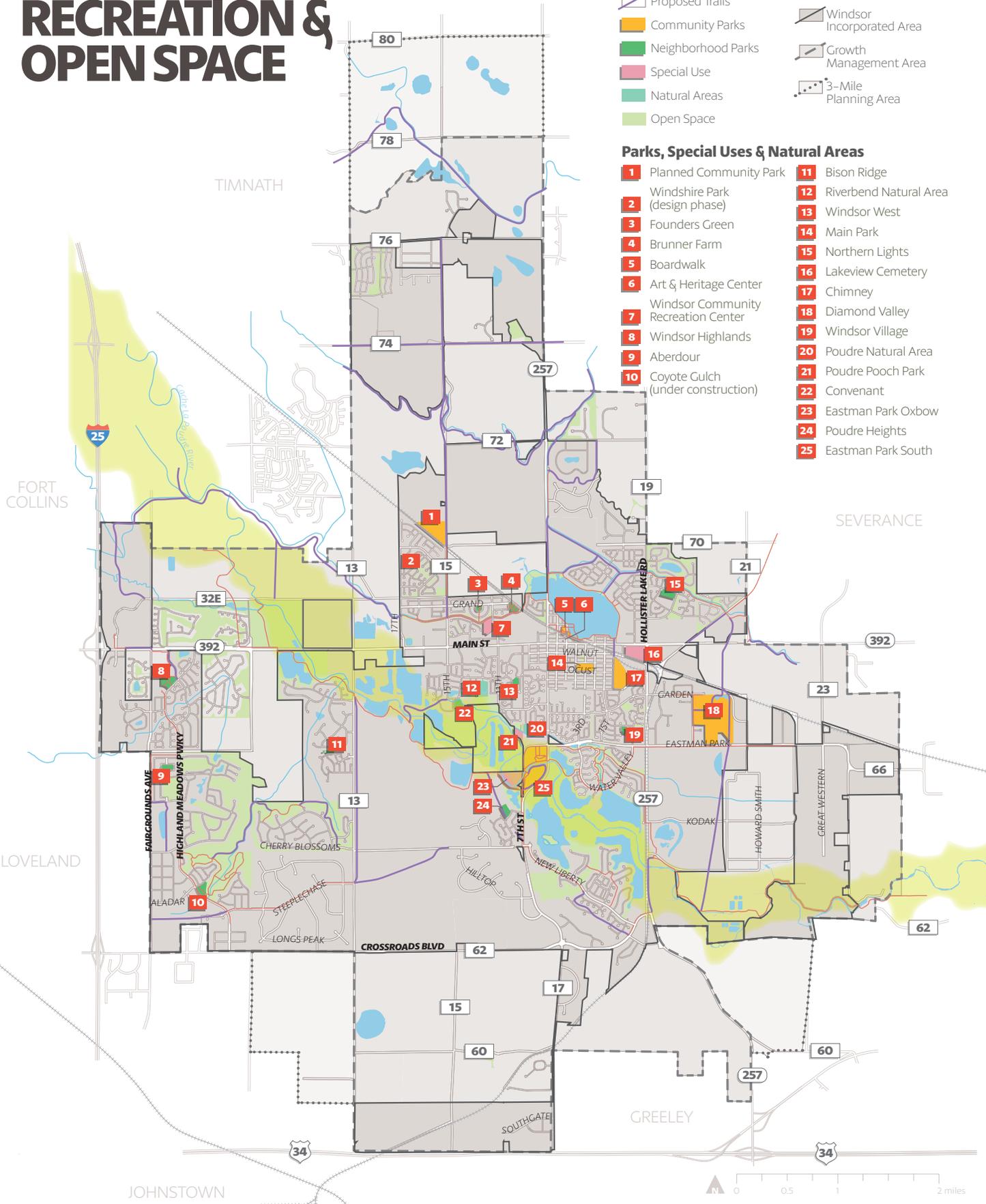
PARKS, RECREATION & OPEN SPACE

Key

-  Existing Trails
-  Proposed Trails
-  Community Parks
-  Neighborhood Parks
-  Special Use
-  Natural Areas
-  Open Space
-  Cache La Poudre River National Heritage Area
-  Windsor Incorporated Area
-  Growth Management Area
-  3-Mile Planning Area

Parks, Special Uses & Natural Areas

- | | |
|--|----------------------------------|
| 1 Planned Community Park | 11 Bison Ridge |
| 2 Windshire Park (design phase) | 12 Riverbend Natural Area |
| 3 Founders Green | 13 Windsor West |
| 4 Brunner Farm | 14 Main Park |
| 5 Boardwalk | 15 Northern Lights |
| 6 Art & Heritage Center | 16 Lakeview Cemetery |
| 7 Windsor Community Recreation Center | 17 Chimney |
| 8 Windsor Highlands | 18 Diamond Valley |
| 9 Aberdour | 19 Windsor Village |
| 10 Coyote Gulch (under construction) | 20 Poudre Natural Area |
| | 21 Poudre Pooch Park |
| | 22 Covenant |
| | 23 Eastman Park Oxbow |
| | 24 Poudre Heights |
| | 25 Eastman Park South |





Water Resources

Windsor sits within the South Platte Basin, which is impacted by many of the water supply problems that affect the mountain west and desert southwest within North America. According to the Colorado Water Conservation Board, the South Platte Basin is expected to almost double in size from 1.9 to 2.6 million people by 2050, further impacting water resources. Water management represents one of the main, critical policy challenges for Windsor, and Northern Colorado more generally, over the next generation.

Water shortages, limited storage capacity, and increases in demand and consumption has impacted the cost of water for users in the Town of Windsor, which has increased significantly over the past several years. Furthermore, because Windsor does not operate its own water treatment plant and purchases water from other sources, the Town has limited ability to manage the fees and rates passed onto the consumer by current water providers. The Town purchases water from the North Weld County Water District, Fort Collins-Loveland Water District, and City of Greeley.

Northern Integrated Supply Project

The Northern Integrated Supply Project (NISP) is a proposed new water storage facility that would supply 40,000 acre-feet to 15 Northern Front Range water partners, including Windsor. The proposed Glade Reservoir would be located northwest of Fort Collins and divert water from the Cache la Poudre River into a 170,000 acre-foot reservoir. The U.S. Army Corps of Engineers released a Supplemental Draft Environmental Impact Statement in the summer of 2015, which updated the 2007 Draft EIS. Following public comment, the Corps will release the Final EIS in 2016 and expect a final permit decision in 2017. The Town should continue to support efforts such as NISP to implement alternative storage facilities and solutions to issues regarding regional water supply.

Water Conservation

The Town of Windsor encourages water conservation throughout the community. The Town utilizes water-conserving appliances at all its facilities, restricts lawn watering during specific hours of the day, days of the week (during water shortage occurrences), and offers free water conservation kits for homeowners. In addition, Windsor provides plentiful information about xeriscaping with drought-resistance and native landscaping. Given ongoing water supply issues, the Town should work to further incentivize the use of water conservation strategies. This includes working with the water utilities to offer rebates for replacing turf grass with xeriscaping, which according to the Colorado Water Conservation Board, save 35 to 50 percent of water consumption in residential developments. The Town should codify the use of native plants within the landscaping requirements of the Windsor Municipal Code. Lastly, the Colorado Water Conservation Board has published findings from a study showing that higher residential densities also conserve water. This further ties into policies within the Residential Areas Plan to promote density near the urbanized core of Windsor and encourage cluster development.

Floodplains

Windsor includes areas that lie within the 100-year and 500-year floodplain. Localized flooding occurs in areas within the floodplain, which generally follow the Cache La Poudre River and John Law Ditch. The Town has undertaken capital improvements to alleviate flooding, receiving financial assistance through the Colorado Division of Emergency Management to implement mitigation measures to reduce the Law Ditch flood hazard. To prevent future flood hazards, development should be limited within the floodplain. In addition, the Town should continue to seek funding to mitigate flood hazards in developed areas through capital improvements and the application of stormwater management strategies. These strategies are consistent with those outlined within the Weld County 2016 Multi-Jurisdictional Hazard Mitigation Plan.



Cache la Poudre River

The Cache la Poudre River is a defining feature of the Windsor community, and is highlighted by the Poudre River Trail. The river originates in Rocky Mountain National Park, flows for 140 miles through Fort Collins, Windsor, and Greeley, and eventually joins with the South Platte River east of Greeley. The health and viability of this environmental feature is compromised by agricultural runoff, stormwater runoff, oil spills, and development throughout the region.

These impacts have resulted in water quality that requires the river basin to be listed on Colorado's 303(D) list of impaired waters, which indicates that river water quality does not meet the minimum standards of the state. Improving the health of the Cache la Poudre River will require significant regional effort. The Town should continue partnering with the City of Fort Collins, the City of Greeley, Poudre Heritage Alliance, and other organizations for the purpose of protecting the Poudre River, providing a variety of educational opportunities and outreach about the importance of water quality, wildlife, and management.

STORMWATER MANAGEMENT

Stormwater management strategies not only serve to reduce flood risks, but also improve local water quality while potentially saving local government agencies maintenance and operations dollars. While Colorado has unique water laws that limit the storage of water, thus eliminating some potential stormwater best management practices (BMPs), the following strategies serve to reduce the amount of impermeable surface and aid in stormwater filtration:

1. Conservation Design for new projects to ensure proper drainage and maximum use of existing open space;
2. Erosion and sediment control best management practices to reduce pollutants and sedimentation in stormwater runoff from construction sites;
3. Rain gardens to attenuate peak flows and provide stormwater treatment and filtration;
4. Infiltration islands and strips in parking lots;
5. Permeable paving in parking lots, driveways, and walkways to decrease stormwater runoff rates;
6. Swales or "bioswales" for stormwater detention and filtration.

To encourage the use of stormwater BMPs, the Town should continue to offer educational seminars, materials, and/or rebates for reducing the volume of stormwater released from residential properties. In addition, it should consider adopting a stormwater ordinance that requires a minimum amount of stormwater to be managed on site. Further, the Town could set a policy to incorporate such design elements into municipal and public projects in the community to provide model examples in the community.

Open Space, Bluffs & Wooded Areas

Natural areas within and around Windsor generally consist of shrubland and grassland with pockets of wooded areas. These features play an important role in the local environmental system, providing natural flood control measures. Large tree-stands and wooded areas are generally located near the Cache La Poudre River, while much of the rest of Windsor includes open space and agricultural areas. The generally flat landscape is punctuated by relatively steep bluffs that are visually and environmentally sensitive, providing scenic and appealing views of the Poudre River valley. These undeveloped areas are valued by the community as they provide visual relief from urbanized areas and lend to the natural identity of Windsor.

TRANSFER OF DEVELOPMENT RIGHTS

Transfer of development rights (TDR) is a zoning tool that can be used for both growth management and to preserve rural, open space and agricultural areas. TDR preserves a landowner's asset value by moving the right to develop from a location where development is prohibited or discouraged, such as Windsor's bluff areas, Secondary Growth Areas, and Tertiary Growth Areas (also known as sending sites), to where development is encouraged, such as the Primary Growth Area and Downtown (considered receiving sites). In this manner, a property owner can be compensated for not building on his/her land, thus preserving open space and agricultural areas while increasing density in the Town's core. Implementation of TDR requires the Town to establish sending and receiving areas, as well as determine the number of TDRs allocated to land owners in sending sites (generally one TDR equals one housing unit). Furthermore, the density of potential developments within the receiving area should be increased to an amount that would incentivize the purchase of TDRs.

Conservation Easement Level of Service

Maintaining open space areas for environmental and recreational use continues to be a key priority for the Town of Windsor and Windsor community. The Town of Windsor established a conservation easement program to preserve significant natural, historical, and cultural resources. Conservation easements are legal agreements between the conservation easement holder (Town of Windsor) and private property owners that place permanent restrictions on the development or use of land for the purpose of preservation.

Once an easement is established, property owners must abide by certain rules and restrictions and the easement holder must ensure the property meets the conditions of the agreement. The State of Colorado requires yearly certification to be a Conservation Easement Holder where tax credits are claimed. The Town is currently in the process of becoming a certified Conservation Easement Holder. Following certification, the Town should prioritize key sites for conservation, the focus of which should be environmentally-sensitive areas and scenic bluffs. The Town should also consider acquiring key sites that are threatened by future development and prioritizing areas where municipally-owned land may be the most effective strategy.

Agricultural & Rural Land Preservation

Active agricultural operations within the Windsor region lends to the rural identity of Windsor as well as serves as an integral part of the regional economy. As urban development continues to expand into rural areas, Windsor should encourage adequate buffers and screening from agricultural uses. Similar to buffer requirements for industrial uses and oil and gas facilities, the Town should consider amending the Municipal Code to include a transfer of development rights (TDR) ordinance and require buffers between new residential subdivisions and existing agricultural land to mitigate potential impacts from agricultural operations. Such an approach can meet the expectations of residents and businesses locating in new development, while also preserving quality agricultural lands in certain portions of the Windsor area.



TOWN HALL

Windsor
Town Hall

Windsor
Town Hall

Windsor
Town Hall

Chapter 9

IMAGE, IDENTITY & COMMUNITY CHARACTER

Once a small railroad town with a sugar beet industry, Windsor now boasts a population of more than 20,000 and is celebrating being 125 years old. Despite rapid growth and development, the Town of Windsor recognizes the importance of preserving the history of the town and maintaining its small town character. The Town has done so by preserving historic buildings, implementing landscaping and design standards, and offering cultural programming that all contribute to Windsor's community character and sense of place.

The *Image, Identity, & Community Character Plan* recognizes that local identity is a compilation of land use, design, built-form, history and community culture. It provides a variety of tools that can be used to attract and retain investment, tourism, employers, and residents.

Once a small railroad town with a sugar beet industry, Windsor now boasts a population of more than 20,000 and is celebrating being 125 years old. Despite rapid growth and development, the Town of Windsor recognizes the importance of preserving the history of the town and maintaining its small town character.



Vision

This vision statement is written as a retrospective from 20 years into the future, looking back on Windsor's progress as a community.

The Town of Windsor has demonstrated the ability to successfully combine growth and small-town character. It has leveraged its historic sites, natural amenities, and well-designed commercial centers to become a regional destination. Downtown has a distinct sense of place created by development regulations as well as the rehabilitation of the Old Mill. This balance of heritage and innovation is what has made Windsor stand out as a desirable place to live, work, and recreate in the northern Front Range.

GOAL

Establish the Town of Windsor as the most desirable, vibrant community of its type in Northern Colorado and expand its reputation as one of the best overall communities in Colorado, serving as a model for the Mountain West.

Objectives

1. Utilize gateways and wayfinding signage to strengthen Windsor's presence in the Northern Colorado region and reinforce its distinctive character in contrast to neighboring cities, particularly as a part of corridor streetscaping efforts.
2. Consider the use of a variety of development regulations and zoning techniques to generate the desired built form of the Town, particularly as part of the Town's zoning update in future years.
3. Evaluate the creation of a detailed tourism development strategic plan to guide investments and Town economic development activities, in coordination with Go NoCo.
4. Leverage the Town's history and invest in projects that reinforce the community's tight-knit, small town character.
5. Support the acquisition and installation of public art to enhance the character of Windsor.
6. Develop a coordinated branding and marketing strategy to broadcast the image of Windsor in partnership with the local business community and Chamber of Commerce.



Distinctive Community Signage

Prominent Gateways

Gateways identify entry into a community, help to visually define boundaries, and welcome visitors into Town. Gateways should reflect the character and spirit of a community, often incorporating components such as signage, landscaping, lighting, and more. The gateway sign placed in the median at the SH 392 and I-25 interchange stands as a well-designed example of proper gateway execution that is highly visible and reflective of the character of the Windsor community. The Town should install similar gateways at additional points of entry and key intersections, possibly including SH 392 east of Downtown near the railroad crossing, WCR 74 & WCR 13, WCR 74 & SH 257, Crossroads Boulevard & Fairgrounds Avenue, Crossroads & SH 257, and US 34 at WCR 17 and WCR 13.

In addition to community gateways that identify the Town of Windsor, gateways are also used throughout the community to identify neighborhood subdivisions. Similar to residential neighborhoods, the Town should consider using gateways to brand and identify existing and emerging commercial areas. This includes Downtown, the Corridor Activity Center, and entertainment district at Crossroads Boulevard and Fairgrounds Avenue. Signs should be uniquely designed to fit these commercial areas, but incorporate design elements of the community gateway to ensure they continue to be associated with the Town of Windsor.

Strategic Wayfinding

Wayfinding signs are used to direct motorists, cyclists, and pedestrians to points of interest throughout the community. Effective wayfinding signs are sited for easy legibility and vary in size and scale depending on the speed of travel, with smaller pedestrian-oriented signage in Downtown and larger, auto-oriented signage in busier corridor areas. The Town should implement a wayfinding program, utilizing a uniform sign design that is similar to the Town's community gateways. An important location for wayfinding is along the corridors leading from the I-25 interchange, as these roadways bring visitors into Windsor from throughout Northern Colorado. This continuity strengthens the identity and overall character of the community.



The Built Environment Character

The image and character of Windsor is largely shaped by the scale, placement, and design of its built environment. This includes commercial, industrial, and residential areas, and the roadways and trails that connect them.

Building & Site Design

Several plans and IGAs include provisions for architectural design, landscaping, lot coverage, and signage, among other design considerations, for commercial areas within the Town. These plans and IGAs include:

1. 2010 Commercial Corridor Plan
2. Development Design Standards for the I-25 Corridor (2001)
3. Downtown Design Guidelines
4. Downtown Corridor Plan (1999)
5. Windsor-Severance Development Plan/East SH 392 (2004)
6. Windsor-Greeley IGA for US 34 between WCR 13 and SH 257 (2004)
7. Corridor Activity Center IGA at I-25 and SH 392 (2011)
8. Windsor-Severance IGA at SG 257 and WCR 74 (2008)

The design standards within the various plans and IGAs are generally consistent. While districts may have specific height and setback requirements, they generally require the use of natural materials, façade articulation, use of architectural features to prevent monotony, and provisions for landscaping and screening. As such, the existing design standards allow for flexibility to accommodate multiple types of development within emerging commercial corridors and districts.

The Town should continue to use existing development standards, although some amendments may be needed, to allow by-right development along commercial corridors, as well as PUDs to provide greater flexibility and a wider range of development types and uses while maintaining a consistent community character. Downtown Windsor, however, may be a candidate for form-based developed regulations. A form-based approach to Downtown will require future development to follow a distinct built form that blends harmoniously with the existing historic district, while accommodating architectural variety. The Town should evaluate opportunities to use overlay districts and other form-based codes as part of a future evaluation and update of its zoning code and development regulations.



Street Design

Street design and function have a significant impact on the overall character of a community. Windsor's roadway system consists of five types of urban cross sections and four types of rural cross sections. Within urban cross sections, the Town should consider implementing specific landscaping requirements for each cross section. This may include reestablishing a traditional grid network, applying maximum block length requirements (addressed in **Chapter 7: Transportation & Mobility**), utilizing landscaping specifications for major and minor arterial medians, and defining parkway areas to increase the buffer between vehicles and pedestrians. This further supports the need to adopt a Complete Streets Policy. In addition, the Town should consider consulting the NACTO Urban Street Design Guide and NACTO Urban Bikeway Design Guide for best practices in street design that is both safe and can positively impact the image of the Town.

"DARK-SKY" PRINCIPLES

A "Dark-Sky" Ordinance provides a set of regulations that can reduce light pollution and help retain the rural character and healthy natural systems of Windsor. Light pollution—or excessive, artificial outdoor light—can block out the beauty of the night sky and contribute to a range of environmental problems including habitat disruption for animals that rely on dark nighttime environments for navigating and finding food, wasted energy due to light fixtures that cast light upward, and even disruption to human sleeping patterns caused by brightly-lit urban areas. The Town can take several steps to reduce light pollution while maintaining community safety and roadway navigability:

1. Encourage the use of quality, energy-efficient outdoor lighting that directs light downward to decrease energy consumption and reduce light pollution.
2. Utilize motion sensors, dimmers, and timers to control outdoor light levels.
3. Install compact fluorescent lights (CFLs) and LED lights (specifically warm-white bulbs) in outdoor light systems to reduce illumination levels and conserve energy.
4. Educate residents and business owners on the environmental benefits and cost savings involved in reducing outdoor lighting levels.
5. Incorporate curfews in which lights are automatically dimmed or turned off in areas that are sparsely used after dark.

Tourism

Colorado is one of the major tourist destinations in the United States and Northern Colorado is emerging as an important part of the overall Front Range tourism strategy. Fort Collins and Colorado State University are important drivers of visitors to the region, as well as the area serving as a key entry point into the mountains, such as Estes Park and Rocky Mountain National Park. Northern Colorado presents four-seasons attractions and is a competitive destination for a wide variety of tourism-driven economic activities, particularly due to its easy accessibility via I-25.

The region has launched Go NoCo and applied to the state's Economic Development Commission for approval of a large-scale Regional Tourism Project, a part of Colorado's Regional Tourism Act (RTA), to further pursue investments to grow and establish the area as a major destination for tourists. Potential plans include the development of an indoor water park, an adventure whitewater facility, and a sports science center, all adjacent to, within, or nearby Windsor. The opportunity would carry considerable impact to Northern Colorado and places Windsor, which is centrally located on I-25, in a strategic position to function as a hub of much of the tourism-driven economic activity in the region.

Over the life of this plan, the Town of Windsor should develop strategies that leverage its local amenities in a manner that positions the community as an important contributor to Northern Colorado's appeal to visitors, ranging from outdoor recreation enthusiasts, to youth sports tournaments, to special events, concerts, and festivals, to meetings and conferences. Each individual submarket will feature specific needs and interests, and strategies must be tailored to cater to various components of the tourism economy. The Town should evaluate the development of a detailed, long-range tourism development plan, which highlights Downtown, the I-25/SH 392 Corridor Activity Center, and emerging Entertainment District near the Budweiser Events Center in Loveland. Local efforts should be coordinated through the Town's continued support of regional efforts like Go NoCo.

History

Cultural tourism contributes more than \$192 billion annually to the U.S. economy, with 78% of the US leisure travelers participating in cultural and heritage activities while traveling. Windsor has several cultural and historic sites and resources that have the potential to draw these visitors year-round. The Town is home to four sites listed on the National Register of Historic Places, as well as four locally-designated landmarks.

In 2015, the Historic Preservation Commission launched an online walking tour that serves as a valuable resource to identify significant sites and learn about the Town's historic downtown core. The Town should advertise the online tour as well as create print versions for distribution. Historic sites should be included as part of a Downtown branding strategy and community-wide wayfinding program.

HISTORIC SITE	DESIGNATION	LOCATION
Kaplan Hoover Site (Bison Arroyo)	National Register	Poudre River Trail Corridor
First Methodist Episcopal Church	National Register	503 Walnut St.
Windsor Milling and Elevator Co. Building	National Register	301 Main St.
Windsor Town Hall (Art & Heritage Center)	National Register	116 5th St.
Eaton House	Local Landmark	130 N. 5th St.
Park School Building (Windsor Town Hall)	Local Landmark	301 Walnut St.
Windsor Railroad Depot	Local Landmark	100 N. 5th St.
The Cheese Factory & Creamery	Local Landmark	190 Ash St.



Cache la Poudre River National Heritage Area

Designated as a National Heritage Site by Congress in 2009, the Cache la Poudre River National Heritage Area extends 45 miles along the Cache la Poudre River from Roosevelt National Forest to Greeley. Managed by the Poudre Heritage Alliance, the area features recreational and educational opportunities for residents and visitors alike. One of the area highlights is the Kaplan–Hoover Buffalo Kill Site. The site is listed on the National Register of Historic Places and features the remnants of ancient arroyo hunting trap that contains the bones of 200 bison. Located in Windsor’s River Ridge neighborhood, the site is the only established archaic–age bison kill site in Colorado and largest in North America.

Poudre Learning Center

A regional educational facility, the Poudre Learning Center, is adjacent to the Poudre River Trail, west of 83rd Avenue in Greeley. The facility is currently sponsored by governmental agencies, Colorado State University, University of Northern Colorado, five school districts, two water districts and other quasi–government and private entities. The facility offers a range of educational programs for students and teachers, including programs for elementary, middle and high school students; scholarship programs, as well as adult programs. The Town should continue promoting the Cache la Poudre National Heritage Area and seek further outreach and opportunities within the Town.

Town of Windsor Museum

The Town of Windsor Museum is operated by the Town of Windsor Art & Heritage Division, which falls under the Windsor Parks, Recreation & Culture Department. The Museum includes the Art and Heritage Center and Museum at Boardwalk Park. The Art & Heritage Division is undertaking a multi–phase project to expand the Museum at Boardwalk Park with Interpretive Landscape. The project will include several historic structures: the depot, school house & teacher’s quarters, four square house, beet shanty, summer kitchen, tool shed, Eaton house, and church (prayer house). Once complete, the project will serve as an educational and interactive activity destination. The Town should seek funding to not only complete the project, but ensure it remains a point of community activity through regularly scheduled events and programming.

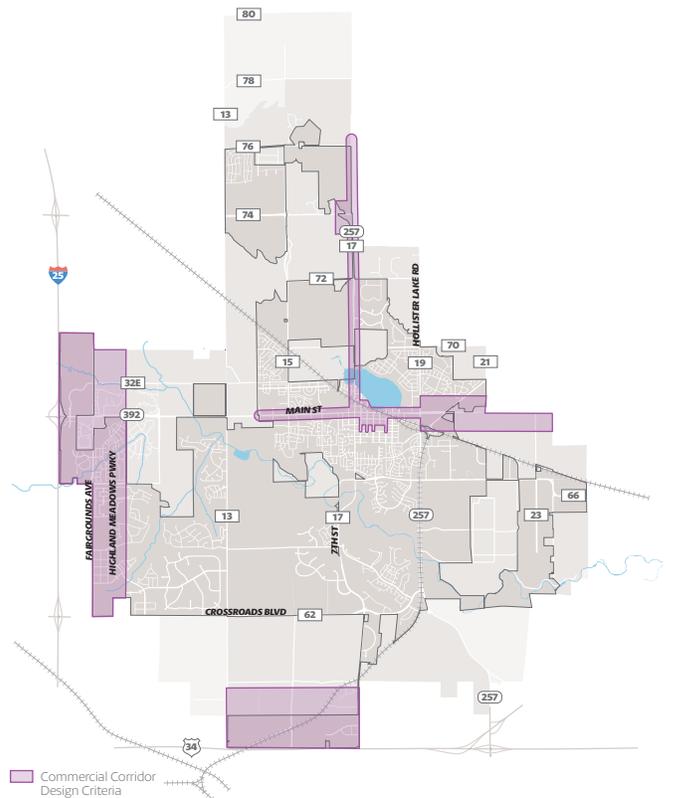
Golf

Windsor features several highly acclaimed golf courses. Among them include the Highland Meadows Golf Course, Pelican Lakes Golf Course and Country Club, and Ptarmigan Country Club, which lies just outside Windsor’s boundaries. With the upcoming development of the RainDance National Golf Club northeast of Crossroads Boulevard and WCR 13, Windsor is establishing itself as a premier golf community in the North Front Range. The Town should work with the Chamber of Commerce and golf course owners to promote Windsor as a golfing destination.



Placemaking

Placemaking is a concept that focuses on the interaction of people with public spaces to form meaningful physical, social, environmental, and economic connections. Placemaking requires well-connected public spaces that are user-friendly and incorporate some level of activity. The activity can be generated within the site itself, or build off adjacent commercial and civic areas that have inherent daily activity and use.





Public Spaces

Public spaces are areas that are open and accessible to the general public. The key to successful public places are three-fold; requiring centrality, connectivity, and activity. Existing public spaces include Downtown, parks, roads, trails, and sidewalks. Public spaces should be accessible by all forms of transportation, and be designed to offer safe and comfortable areas of activity and repose.

The streets and sidewalks that comprise Downtown should be considered valuable public space for their use as pedestrian transport, as well as places to meet and mingle. As iterated in the ***Downtown Windsor Design Guidelines***, Downtown can be transformed into a memorable experience through streetscape design, landscaping, public art, and a mix of land uses. Boardwalk Park is also a centrally-located public space that uses Windsor Lake as a scenic and active backdrop. Active uses at the site make it a place for people to congregate and interact.

Finally, Windsor's emerging commercial areas present opportunities to create usable public space. As commercial areas develop, the Town should consider utilizing park fees to acquire adjacent land that is well connected and integrated to commercial land uses. These places can serve as parks, plazas, and other areas for congregation that facilitate community interaction, people watching, and serve as neighborhood "living rooms."

Events

Events provide opportunities to showcase Windsor's neighborhoods and heritage, provide a forum for community interaction, and activate public spaces. Windsor has a well-programmed events calendar that provide year-round activities such as the Summer Concert Series, Movies in the Park, Heritage Fest, and Windsor Wonderland. The Town should continue to host and promote community events, utilizing a variety of venues throughout the community. Strategies to further promote and organize events include:

1. Coordination with the Windsor Chamber of Commerce, Weld County, and other community partners for new and expanded events, including the reinstatement of the Farmers' Market.
2. Facilitation of neighborhood-based events, such as block parties
3. Use of underutilized commercial and school parking lots to host larger events such as concerts and festivals

Public Art

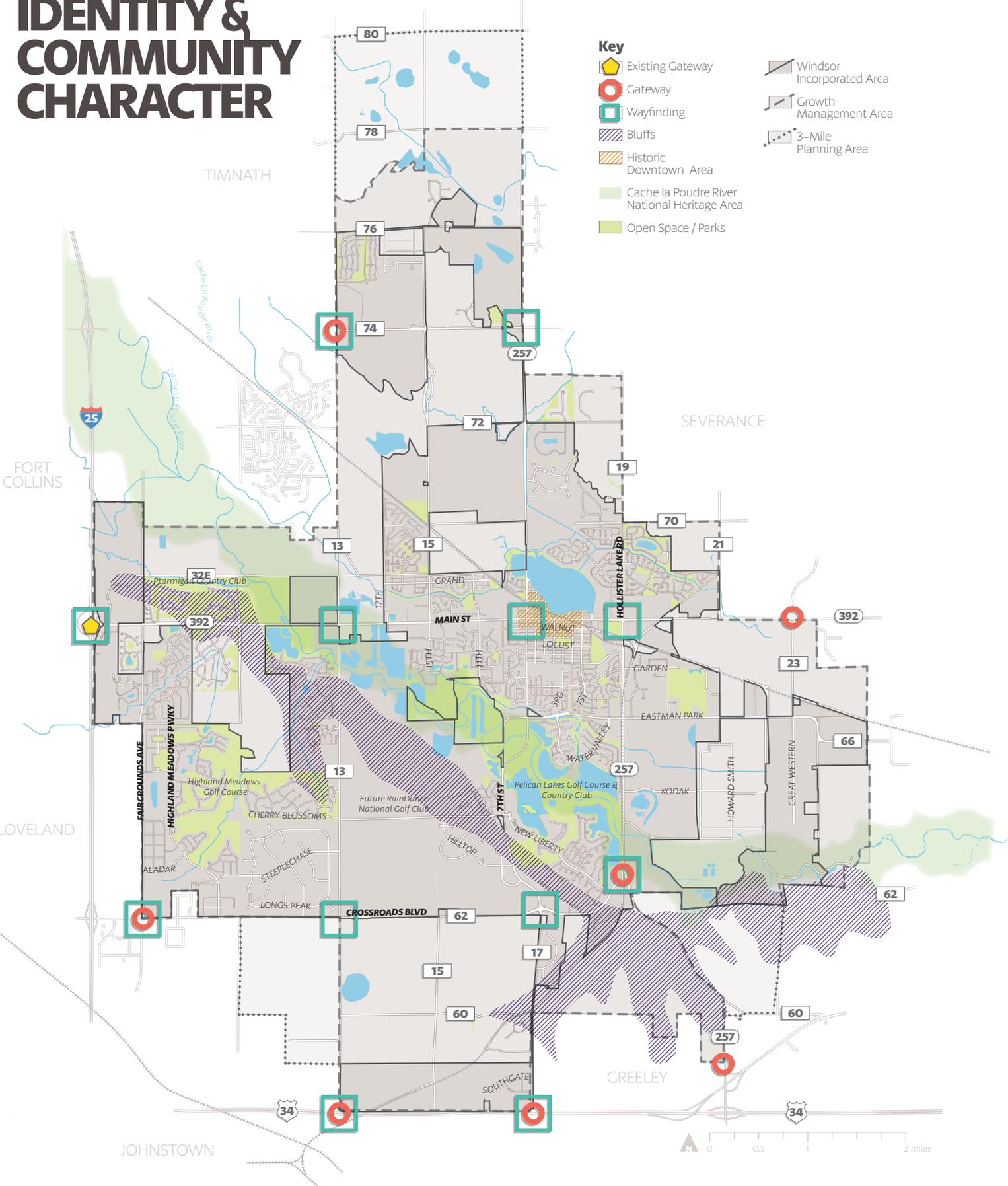
Art can serve as a powerful component to the public sphere, having the ability to personalize space, generate dialogue, improve aesthetics and be an economic and educational asset. Public art includes “any works of art or design that have been created specifically to be sited in the public domain; in other words, created and initiated of, by and for the people” (Public Art Plan, 2010). This includes permanent physical installations, rotating exhibits, as well as the performing arts.

Recognizing the power of the arts, the Town adopted the Public Art Plan in 2010, which provides guidelines and recommendations for the procurement and placement of public art. The Town should continue to seek grant funding and donors to create a “unique, hometown feel.” To maintain a more consistent source of arts funding, Windsor should consider adopting a percent for arts program, which dedicates a percentage of all funding for capital improvements projects to the arts. Funds are generally used for the acquisition, commission, and installation of public art pieces.

Marketing & Branding

Branding and marketing are key strategies to solidify the identity and create awareness of Windsor, proactively communicating how Windsor fits within Northern Colorado. Windsor should strengthen its existing brand by building off its current logo and establishing key principles and values that represent the community. The Windsor brand can be marketed through the integration of the logo and potential creation of a slogan or motto. The Town should work closely with the Windsor Chamber of Commerce and other organizations to advertise events, facilities, and business opportunities that integrate the logo and key principles. In doing so, the Town should ensure all marketing efforts deliver the intended message and aid in promoting and enhancing a unified image of Windsor.

IMAGE, IDENTITY & COMMUNITY CHARACTER





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Chapter 10

IMPLEMENTATION

The Windsor Comprehensive Plan serves as the foundation for decision making and a reference for Town officials, residents, and stakeholders as they consider development proposals, capital improvements, infrastructure investments, policy changes, and other actions in the decades to come. For the vision of Windsor to be realized, the Town must be proactive, serving in a leadership capacity to spearhead, implement, and coordinate recommendations within the Plan. This will require the support, participation, cooperation, and collaboration of local leaders, other public agencies, various neighborhood groups and organizations, the local business community, property owners, developers, and residents.

This chapter presents an implementation framework and action matrix that the Town can use to initiate and undertake key recommendations included in the Comprehensive Plan. The actions and strategies identified in this section establish the “next steps” to be taken in continuing the process of community planning and investment.

For the vision of Windsor to be realized, the Town must be proactive, serving in a leadership capacity to spearhead, implement, and coordinate recommendations within the Plan.

1. Use the Plan Daily

As the official policy guide for land use and development, the Town of Windsor Comprehensive Plan should be used and referenced on a daily basis to inform everyday decision making. Once adopted, both hard copies and digital formats should be made available and accessible to Town officials, staff, and the public. It should be referenced by Town staff, boards, and commissions to evaluate all proposals and projects. Finally, the Planning Department should meet with all department heads for a debriefing of the Plan, highlighting the significance of its contents and its application.

2. Update the Plan on a Regular Basis

Cities are dynamic environments and are constantly changing and evolving. As such, the Comprehensive Plan should be reviewed on an annual basis to reflect the changing needs of the community. Yearly updates should coincide with the preparation of the Capital Improvement Plan (CIP) to ensure recommendations or changes relating to capital improvements or other programs can be considered as part of the commitments for the upcoming fiscal year. In addition to annual updates, the Town of Windsor should initiate a comprehensive review of the Plan every three to five years.

3. Align the Capital Improvement Plan

While the Town of Windsor has a current five year Capital Improvement Plan (CIP) for 2014–2018, the Town should review and update it as needed to reflect Plan recommendations. In reviewing the Capital Improvement Plan, the Town should first prepare a list of all public improvements within the next five years that are recommended in the Comprehensive Plan. All projects should then be reviewed and prioritized and cost estimates prepared along with potential funding sources. Financial resources within the Town of Windsor, as in all municipalities, will always be limited and public dollars must be spent wisely.

As iterated in the Comprehensive Plan, the Town should coordinate with other service providers as it updates its CIP. Service providers, whether public or private sector, frequently use a CIP to map out growth and investment in facilities and infrastructure. The CIP update process should be used to implement recommendations within the Comprehensive Plan as well as ensure that investment is occurring in a logical manner and synergies can be created between public, quasi-public, and private improvements.

4. Maintain Open Communication

The Windsor planning process utilized robust public engagement, which should continue well into the implementation of the Comprehensive Plan. Consistent dialogue with residents, business owners, and local stakeholders is essential for the successful implementation of the Plan. To promote open communication and dialogue, the Town should first make copies of the Comprehensive Plan available at Town Hall as well as online. It should also be available to provide assistance in explaining the role of the Plan, its policies, and its relationship to public and private development. The community should continue to be kept informed of all planning developments through the Town's website, a newsletter, and communication through civic and community leaders.

5. Promote Cooperation

For the Comprehensive Plan to be successful, there must be strong leadership from the Town of Windsor and firm partnerships between other public agencies, community groups and organizations, the local business community, and the private sector. The Town should assume a leadership role to cooperate and coordinate with the Colorado Department of Transportation, Weld County, Larimer County, the Clearview Library District, education providers, public safety providers, and utility providers, among others. In addition, the Town should actively work with and encourage builders, developers, and the business community to undertake improvements that conform to the Comprehensive Plan and improve the quality and character of Windsor. Some of the recommendations in the Comprehensive Plan that will likely require coordination and cooperation include:

1. Right-of-way and intersection improvements on corridors under the jurisdiction of Colorado DOT, Larimer County, and Weld County;
2. Coordination with water and sanitation districts to promote infrastructure investment and extensions in areas within the primary growth boundary;
3. Monitoring transit service needs for future service in the community;
4. Coordination with local school districts and others to strengthen local public services; and
5. Continuing to strengthen Windsor's brand to market and attract new residents, businesses, and tourists.

6. Review & Update Development Controls

The Comprehensive Plan sets forth policies regarding the location and uses of land within Windsor's Planning Area and establishes guidelines for the quality, character, and intensity of new development in the years ahead. As such, the Town's zoning, subdivision regulations, property maintenance, and other related development codes and ordinances, should be reviewed and updated to ensure that all regulations are consistent with and complementary to the Comprehensive Plan. In particular, Chapter 16 – Zoning, of the Municipal Code of the Town of Windsor, Colorado, should be updated, amended, and/or rewritten to provide the legal ground to implement many of the Comprehensive Plan recommendations. Changes to the zoning chapter may include, but are not limited to, the following:

1. Add an agricultural zone to allow existing operations to remain conforming following annexation;
2. Amend the zoning ordinance to include a housing type diversity requirement;
3. Permit infill development of older neighborhoods to include single family attached homes that mimic the existing character of the neighborhoods;
4. Explore adoption of a transfer of development rights ordinance; and
5. Additional zoning amendments and changes as indicated in the Implementation Action Matrix.

In addition, the Town's design guidelines that serve to guide the aesthetics of development should be updated to not only reflect the Comprehensive Plan, but also align with zoning regulations (e.g. The Windsor Downtown Corridor Design Guidelines prescribe buildings no taller than two stories or thirty feet, whichever is less, while zoning permits construction up to 75-feet).

Given the large number of potential amendments to zoning regulations and other development regulations that include potential changes in density, bulk, and design specifications, the Town should consider updating its zoning ordinance to include form-based codes. This ensures the vision of the community is reflected and the Comprehensive Plan will be consistently applied through applicable legal regulations.

7. Develop & Update Specific Plans for Priority Development Areas & Service Areas

The Comprehensive Plan provides several recommendations for the creation of more specific and detailed plans throughout Windsor. The Town should initiate the process to further study and create plans for the following areas:

1. Transportation Plan, which should include policies and plans that address:
 - a. Roadway improvements & extensions,
 - b. On- and off-street bicycle infrastructure,
 - c. Pedestrian infrastructure, and
 - d. Parking.
2. Parks & Recreation Plan (in progress as of 2016)
3. Specific Area Plans should include:
 - a. Downtown,
 - b. Harmony Road Corridor,
 - c. The Ranch Entertainment District, and
 - d. US 34 Corridor.
 - e. I-25/SH 392 Corridor Activity Center

8. Identify Funding Sources

Many of the Comprehensive Plan recommendations can be implemented through administrative and policy decisions or traditionally funded programs. However, other projects may require special technical and/or financial assistance. The Town should explore a wide range of local, state, and federal programs that may be available for use and regularly identify new opportunities as they become available. A list of potential funding sources are included at the end of this chapter.

9. Utilize the Planning Commission for Review

To ensure the implementation of recommendations, the Town should facilitate meetings with the Planning Commission to review progress and modify tactics as necessary. Working in an advisory role, the Commission would be able to provide Town staff with prioritized actions that adhere to the Plan's goals and objectives. Commission members should meet annually throughout the life of the plan, allowing recommended actions to be tailored to Town finances, economic development, and implementation progress.

Implementation Action Matrix

The Implementation Action Matrix presents the strategies needed to implement the goals and objectives of the Comprehensive Plan. The Matrix lists Plan objectives by topic and identifies specific actions, priority levels for completion, anticipated time frames, and potential partnership opportunities. The matrix also identifies key metrics needed to track implementation progress. It should be noted that several of the strategies/objectives are actions unto themselves, while others list more specific steps to implement the objective. In addition, several actions are listed more than once, as they serve to advance multiple objectives.

Action Priority Levels

Each strategy in the Implementation Action Matrix is indicated with one of the following priority levels:

1 – These are short-term strategies that generally consist of administrative actions. Minimal costs are involved, and actions can and should be implemented within the next 1-5 years to set other actions in motion.

2 – These are strategies that have some level of significant cost, may require coordination among multiple entities, and can be implemented within the next 5-10 years.

3 – These include actions that often require significant amounts of funding that must be planned for over time, or require other strategies to be completed prior to their implementation.

Ongoing – These are actions that should be maintained and supported throughout the life of the Comprehensive Plan.

Partner Organizations

The Action Matrix identifies numerous potential partners that may assist with and be a critical component to successful implementation of the Comprehensive Plan. Nevertheless, the Town of Windsor remains primarily responsible for all action items. The listed potential partners demonstrate opportunities for cooperation, but the action matrix does not represent a commitment or responsibility on their behalf.

Funding Sources

The funding sources identified within the following table provide a range of potential sources to implement the Comprehensive Plan; however, they are not inclusive and should be closely scrutinized to understand application deadlines and eligibility requirements.

Implementation Action Matrix

#	OBJECTIVE/STRATEGY	ACTION	PRIORITY	POTENTIAL PARTNERS
GROWTH & DEVELOPMENT				
1	Prioritize new growth in areas currently served by town infrastructure and services.	1. Formalize growth management incentives and strategies (impact fees, density awards and bonuses, transfer of development rights, tax abatement).	1	
2	Incentivize infill development to complete neighborhoods and leverage existing resources.	1. Utilize available incentives to promote infill development (see above).	Ongoing	
3	Develop new neighborhoods adjacent to existing neighborhoods and urbanized areas.	1. Adopt a concurrency/adequate facilities ordinance.	1	
4	Remediate and develop former oil and gas extraction sites as they come offline.		Ongoing	
5	Support maintenance and investment of existing neighborhood infrastructure and services as the Town grows.	1. Align the CIP to include both projects listed within the Comprehensive Plan as well as ongoing maintenance.	Ongoing	
6	Work cooperatively with adjacent municipalities to coordinate future land use and development within intergovernmental planning areas and amend intergovernmental agreements to meet evolving community needs and land use demand.	1. Hold regular meetings with adjacent municipalities to stay informed with regards to development applications and potential changes in land use.	Ongoing	City of Fort Collins, City of Greeley, City of Loveland, Town of Timnath, Town of Servance, Town of Johnstown
RESIDENTIAL AREAS				
1	Promote multi-modal connectivity to increase neighborhood access and resident mobility.	1. Amend the zoning ordinance to require non-motorized connections and trails within and between new developments. 2. Require the establishment of and connections to stub streets within the subdivision regulations.	1	
2, 6	Utilize conservation design and traditional neighborhood design for new residential growth areas, promote overall community livability, and conserve natural resources.	1. Amend the zoning ordinance to provide density incentives (decrease minimum lot size) for the use of conservation design and traditional neighborhood design.	1	
3	Increase the number of affordable housing units that provide opportunities for working families and seniors.	1. Continue to allow Accessory Dwelling Units (ADUs) and track construction of new ADUs	Ongoing	
4	Foster a variety of housing types and sizes through coordinated land use planning and zoning.	1. Amend the zoning ordinance to include a housing type diversity requirement. 2. Permit infill development of older neighborhoods to include single family attached homes that mimic the existing character of the neighborhoods.	1	
5	Support high density residential development near Downtown, commercial centers, and mixed-use nodes.	1. Amend the zoning map to increase the areas available for higher density development (MF-1, MF-2, SF-2) near commercial areas	1	
7	Maintain the character of existing residential neighborhoods and make investments that leverage their distinctiveness from newer parts of Town.	1. Monitor building conditions in established residential neighborhoods and strictly enforce all zoning, building, fire safety, and occupancy codes. 2. Prioritize streetscape improvement projects in older residential neighborhoods that promote safety and walkability. 3. Consider the use of form-based code regulations to maintain and enhance the desired design of existing neighborhoods while permitting increased density. 4. Consider area plans where needed.	Ongoing	

#	OBJECTIVE/STRATEGY	ACTION	PRIORITY	POTENTIAL PARTNERS
8	Discourage the use of dense residential developments as a buffer to industrial areas.		Ongoing	
9	Foster a unified identity for Windsor's residential areas.	<ol style="list-style-type: none"> 1. Regularly attend existing homeowners' associations and neighborhoods group meetings and engage residents in Town activities and service delivery. 2. Partner with local businesses and neighborhood groups to establish block parties in each residential area of town and promote a "Tour of Neighborhoods" series of events. 3. Codify a requirement to add "Town of Windsor" signage and branding to any future subdivision and other residential monument and/or signage to reinforce that neighborhood's tie to the larger community. 4. Evaluate a customized, uniform street sign and other infrastructure design standard that marks residential areas that are within the Town of Windsor. 	2	

COMMERCIAL & INDUSTRIAL AREAS				
1	Prioritize new growth in areas currently served by town infrastructure and services.	1. "Adopt a concurrency/adequate facilities ordinance Consider proactively constructing a roadway network to frame out the area's preferred design and begin to help shape "shovel ready" development sites."	2	
2	Incentivize infill development to complete neighborhoods and leverage existing resources.	1. Utilize incentives such as tax abatement, impact fee waivers, and parking reductions.	Ongoing	
3	Develop new neighborhoods adjacent to existing neighborhoods and urbanized areas.	1. Adopt a concurrency/adequate facilities ordinance.	1	
4	Remediate and develop former oil and gas extraction sites as they come offline.	1. Continue to track the location and placement of these sites and evaluate any impacts inconsistent with state and federal law that should be discussed with the operator and private property owners.	Ongoing	
5	Support maintenance and investment of existing neighborhood infrastructure and services as the Town grows.	1. Include regular maintenance and upgrades of existing neighborhoods as high priority projects within the CIP	Ongoing	
6	Work cooperatively with adjacent municipalities to coordinate future land use and development within Intergovernmental Planning Areas and amend intergovernmental agreements to meet evolving community needs and land use demand.	1. Work with the City of Greeley to plan for the Greeley U.S. 34 IGA area to develop as a major employment node for Northern Colorado.	2	Larimer and Weld counties; cities of Fort Collins, Greeley and Loveland, and the towns of Timnath, Severance, and Johnstown
7	Create an up-to-date action plan for the Downtown area by developing a new Downtown plan or identifying and implementing applicable components of past downtown planning initiatives.		1	
8	Create a distinct sense of place for the Town's commercial and industrial districts.	<ol style="list-style-type: none"> 1. Work with local private property owners and existing businesses, as well as the City of Loveland, to coordinate investment strategies for the Fairgrounds Entertainment District and its corridors to manage and brand the district as an identifiable destination in the region. 2. Host regular community events and festivals in Downtown as a placemaking strategy . 	2	City of Loveland, Downtown Development Authority, Chamber of Commerce
9	Pursue the use of zoning and form-based development tools that promote and encourage the type of mixed-use character the community prefers.		1	

#	OBJECTIVE/STRATEGY	ACTION	PRIORITY	POTENTIAL PARTNERS
TRANSPORTATION & MOBILITY				
1	Extend roadways as development occurs to enhance the connectivity for all users and increase the capacity and mobility of the transportation network.	1. Extend Crossroads Boulevard.	2	
2	Construct new roadways using cross sections that reflect the rural or urban context in which they are located while also optimizing long-term maintenance and multi-mobility.		1	Weld County, Larimer County
3	Work with regional transportation providers to monitor demand and design roadways to accommodate and support future transit service.		Ongoing	Bustang (CDOT), North Front Range Metropolitan Planning Organization
4	Adopt a Complete Streets policy.	1. Customize the model Complete Streets Ordinance within the Appendix to meet the needs of Windsor.	1	
5	Promote multi-modal connectivity and efficiency through roadway extension, sidewalk construction, and trail expansion projects.	1. Implement the Windsor Trails Master Plan. 2. Conduct a follow-up highway rail crossing safety study after current improvements have been completed to identify the efficacy of past efforts as well as identify remaining or emerging deficiencies at the crossings throughout the Town. 3. Work with CDOT to perform signal timing optimization on an annual basis to ensure efficient traffic flow and use of the existing facilities.	3	Colorado Department of Transportation
6	Provide congestion relief on SH 392 through area roadway improvements and the extension of Crossroads Boulevard.	1. Develop WCR 70 between Hollister Lake Road (WCR 19) and SH 257 as a 2-lane minor arterial street. 2. Formulate a Town policy concerning potential shifting of the SH 257 designation north of SH 392 from the WCR 17 alignment to the WCR 19 alignment. 3. Improve Harmony Road (WCR 74) to 4-lane arterial standards between I-25 and SH 257. 4. Extend Crossroads Boulevard. 1. Identify strategies to divert truck traffic away from Downtown and Main Street. 1. Conduct a follow-up SH 392 traffic study.	2	Larimer County, Weld County, and Town of Timnath.
7	Work with CDOT, Weld County, Larimer County, and property owners to implement the Windsor Trails Master Plan.	1. Meet regularly with local partners to identify priority projects and opportunities for joint projects.	Ongoing	Colorado Department of Transportation, Weld County, Larimer County
8	Consider the use of impact fees for accelerated State Highway improvements.		2	
9	Manage off-street parking to limit the construction of excessive parking spaces to support better development, promote multi-modal transportation, and improve environmental outcomes.	1. Develop a payment-in-lieu of parking (PILOT) program consider the use of parking maximums to limit oversized parking lots and unneeded parking spaces.	2	
10	Revise street standards to incorporate increased focus on multimodal design, such as reduced lane widths, sidewalks on all rural streets, detached sidewalks, and landscaped medians on arterial roadways.	1. Redesign the urban cross section standard to include sidewalks.	1	
11	Consider the development of a transportation plan that provides highly detailed multi-modal project implementation and can be updated regularly to reflect changing traffic conditions.		1	Colorado Department of Transportation, Weld County, Larimer County

#	OBJECTIVE/STRATEGY	ACTION	PRIORITY	POTENTIAL PARTNERS
COMMUNITY FACILITIES & INFRASTRUCTURE				
1	Coordinate annexation and development plans with community service and utility providers to ensure adequate levels of service are extended to new growth areas and maintained in existing service areas.	<ol style="list-style-type: none"> 1. Regularly communicate with school district officials to stay informed about plans for growth and facility expansion. 2. Work with local school districts to ensure current fees and land use calculation provide adequate resources for local school growth. 	Ongoing	Weld School District RE-4, Thompson School District R2-J, the Poudre School District R-1, Clearview Library District, Chamber of Commerce, Windsor Police Department, Windsor Severance Fire Rescue
2	Work with the Clearview Library District to ensure library facilities, including the new library, are highly accessible, well positioned within the community, and provide multiple community benefits.	<ol style="list-style-type: none"> 1. Continue to work with the Clearview Library District to select a Downtown site for a new library facility. 	1	Clearview Library District
3	Coordinate with the Weld RE-4 School District as it develops a new high school in Severance, and support efforts to update the District's existing high school in Windsor.	<ol style="list-style-type: none"> 1. Consider incorporating a senior center or amenities within the proposed Weld School District high school. 	1	Weld School District RE-4
4	Work with the Windsor Police Department and Windsor-Severance Fire Rescue to maintain and enhance Windsor as a safe community.		Ongoing	Windsor Police Department and Windsor-Severance Fire Rescue
5	Work with other public agencies throughout the community to maintain adequate and appropriate sites and facilities for the provision of public services.		Ongoing	Windsor Police Department, Windsor-Severance Fire Rescue, North Weld County Water District, the City of Greeley, Fort Collins-Loveland Water District, South Fort Collins Sanitation District, Boxelder Sanitation District, Xcel Energy, Poudre Valley Rural Electric Association
6	Support the growth of local healthcare facilities to improve access to medical care and to serve as key partners in community and economic development.	<ol style="list-style-type: none"> 1. Work with healthcare providers to identify potential sites for future facilities. 	Ongoing	Banner Health, Colorado Health (UC Health), Columbine Health Systems
7	Maintain interagency communication and partnerships to ensure cooperative use and distribution of services and facilities.	<ol style="list-style-type: none"> 1. Consider establishing a program that bridges students with local business partners to explore career educational opportunities for students through shadow programs, job site visitation, and internships. 	Ongoing	Aims Community College, Weld School District RE-4, Thompson School District R2-J, the Poudre School District R-1, Chamber of Commerce, North Weld County Water District, the City of Greeley, Fort Collins-Loveland Water District, South Fort Collins Sanitation District, Boxelder Sanitation District
8	Conduct a feasibility study to determine the costs, benefits, and process for water independence.		2	North Weld County Water District, the City of Greeley, Fort Collins-Loveland Water District
9	Utilize stormwater best management practices in addition to required design elements to prevent flooding and increase groundwater infiltration.		Ongoing	
10	Coordinate with private utility providers to identify coordinated/synergistic project opportunities.		Ongoing	Xcel Energy, Poudre Valley Rural Electric Association

#	OBJECTIVE/STRATEGY	ACTION	PRIORITY	POTENTIAL PARTNERS
11	Continue to provide public education regarding oil and gas regulations and work with new permit applicants to properly buffer and screen oil and gas operations.		Ongoing	Colorado Oil and Gas Conservation Commission
12	Conduct a comprehensive life cycle assessment for Town buildings, equipment, vehicles, facilities, and properties and develop/revise a multi-year maintenance plan and on-going maintenance program.		2	
13	Increase efforts to identify alternative sources of funds such as grants to fund a wide range of public projects including, but not limited to Town facilities, parks and recreation enhancements, transportation improvements, economic development related projects, and social services.		Ongoing	
14	Ensure the Town provides the services and amenities that allow seniors to age in place.	<ol style="list-style-type: none"> 1. Consider an ordinance to incorporate universal design into municipal projects. 2. Work with public safety providers to ensure they are attentive to the needs and issues affecting older adults (identifying senior abuse and neglect, performing well-being checks, etc.). 3. Continue to work with the Weld County Area Agency on Aging to provide senior lunches and other senior health, wellness, and assistance programs. 4. Continue the Active Adults program to provide opportunities for social inclusion and active recreation. 5. Increase pedestrian safety through the use of shorter crossing distances, high-visibility crosswalks and signalization, and crossing signal timing that accommodate the slower rate of travel of older adults. 6. Continue to provide the Senior Ride Program. 7. Review and amend building and related codes to ensure they adequately address universal design principles. 8. Consider implementing a housing diversity requirement to ensure a variety of housing types are available for people as they age. 	1	Weld County Area Agency on Aging, Weld School District, Windsor Police Department, Windsor Severance Fire Rescue

#	OBJECTIVE/STRATEGY	ACTION	PRIORITY	POTENTIAL PARTNERS
OPEN SPACE, RECREATION, & ENVIRONMENTAL FEATURES				
1	Maintain an adequate level of service to ensure the park and recreation system meets the changing needs of the community.	<ol style="list-style-type: none"> 1. "Complete and implement the Parks, Recreation & Culture Master Plan. 2. Consider amending the Municipal Code to permit the use of impact fees for park maintenance in areas that are located within existing park service areas. 3. Periodically amend the Municipal Code to ensure the monetary amount for fee-in-lieu of dedication is adjusted for inflation and other economic shifts. 4. Work with Larimer County to ensure future updates to the County Parks Master Plan and the Our Lands – Our Future: Recreation and Conservation Choices For Northern Colorado plans coordinate and align with the Town of Windsor's local community goals. 	1	Larimer County
2	Prioritize the development of new parks in under-served areas. Ensure the Comprehensive Plan aligns with the Parks, Recreation & Culture Master Plan.	<ol style="list-style-type: none"> 1. Utilize impact fees and parkland dedications and/or parkland fee-in-lieu of dedication to develop new parks to fill remaining gaps within the park system. 2. Establish an annual reporting function to communicate what investments were made locally in Windsor that were funded by these revenue sources, including the County-managed sales tax. 	2	
3	Develop community partnerships to expand recreational programming and services.	<ol style="list-style-type: none"> 1. Continue to offer sponsorship opportunities to support local programming. 	Ongoing	Weld School District RE-4, Thompson School District R2-J, the Poudre School District R-1, Clearview Library District
4	Protect open space areas through acquisition and conservation easements.	<ol style="list-style-type: none"> 1. Continue local partnerships for the purpose of protecting the Poudre River, providing a variety of educational opportunities and outreach about the importance of water quality, wildlife, and management. Identify and prioritize key sites for conservation. 2. Acquire key sites that are threatened by future development and prioritizing areas where municipally-owned land may be the most effective strategy. 3. Consider adopting and implementing a Transfer of Development rights ordinance. 4. Consider adopting a zoning overlay to further protect both ecologically sensitive areas and the community enjoyment of the Cache la Poudre River. 	Ongoing	Property owners, City of Fort Collins, the City of Greeley, Poudre Heritage Alliance
5	Incentivize the use of stormwater best management practices to improve local water quality.	<ol style="list-style-type: none"> 1. Offer educational seminars, materials, and/or rebates for reducing the volume of stormwater released from residential properties. 2. Adopt a stormwater ordinance that requires a minimum amount of stormwater to be managed on site. 	1	North Weld County Water District, the City of Greeley, Fort Collins-Loveland Water District, South Fort Collins Sanitation District, Boxelder Sanitation District

#	OBJECTIVE/STRATEGY	ACTION	PRIORITY	POTENTIAL PARTNERS
IMAGE, IDENTITY & COMMUNITY CHARACTER				
1	Utilize gateways and wayfinding signage to strengthen Windsor's presence in the Northern Colorado region and reinforce its distinctive character in contrast to neighboring cities, particularly as a part of corridor streetscaping efforts.	1. Create and implement gateway wayfinding programs.	2	
2	Consider the use of a variety of development regulations and zoning techniques to generate the desired built form of the Town, particularly as part of the Town's zoning update in future years.	1. Consider revising the zoning ordinance to include form-based codes that will regulate the design of the built environment. 2. Revise the Town's roadway sections. 3. Adopt a "dark-sky" ordinance.	1	
3	Evaluate the creation of a detailed tourism development strategic plan to guide investments and Town economic development activities, in coordination with Go NoCo.	1. Develop a long-range tourism plan, which highlights Downtown, the Corridor Activity Center, emerging Entertainment District, and recreational attractions such as the Poudre River Corridor, Lake Windsor and the Town's golf courses.	2	Windsor Chamber of Commerce, Downtown Development Authority, Poudre Heritage Alliance
4	Leverage the Town's history and invest in projects that reinforce the community's tight-knit, small town character.	1. Advertise the Town's online history tour and print and distribute hard copies of the tour.	1	Windsor Chamber of Commerce, Downtown Development Authority
5	Support the acquisition and installation of public art to enhance the character of Windsor.	1. Adopt a percentage for arts program.	2	
6	Develop a coordinated branding and marketing strategy to broadcast the image of Windsor in partnership with the local business community and Chamber of Commerce.		1	Windsor Chamber of Commerce
SUSTAINABILITY				
1	Be a community leader through sustainability initiatives.	1. Consider replace turf grass with xeriscaping at Town facilities as demonstration projects. 2. Update existing municipal buildings through higher efficiency building lighting, restoration of native vegetation, and installation of low-flow water fixtures. 3. Adopt a policy that requires a baseline energy efficiency standard for all new construction and renovations of municipal buildings.	1, Ongoing	

Potential Funding Sources

FUNDING SOURCE	OBJECTIVE	REQUIREMENTS	FUND AMOUNT	SOURCE	LEVEL
TAX INCENTIVES					
Job Growth Incentive Tax Credit	To provide a state income tax credit to businesses undertaking job creation projects that would not occur in Colorado without this program	Businesses need to create at least 20 new jobs in Colorado, with an average yearly wage of at least 100% of the county average wage rate based on where the business is located. A business located in an Enhanced Rural Enterprise Zone has to create at least five new jobs in Colorado, with an average yearly wage of at least 100% of the county average wage. All new jobs must be maintained for at least one year after the positions are hired to qualify.	Variable	Colorado Office of Economic Development	State
Strategic Fund Incentive	Supports and encourages new business development, business expansions and relocations that have generated new jobs throughout the state.	Must create new jobs in Colorado that are maintained for at least one year (see fact sheet for full requirements)	Variable	Colorado Office of Economic Development	State
Enterprise Zone Tax Credits	Provides tax incentives to encourage businesses to locate and expand in designated economically distressed areas of the state – those having a high unemployment rate, low per capita income, or a low population growth rate	Areas with high unemployment rates (25% above state average), low per capita income (25% below state average), and/or slower population growth (less than 25% of state average in rural areas) may be approved for EZ designation by the Economic Development Commission. Only taxpayers engaged in business that is legal under both state and federal law are eligible to claim EZ income tax credits	Variable	Colorado Office of Economic Development	State
Manufacturing Sales and Use Tax Exemption	Provides an exemption from state sales and use tax on purchases of manufacturing machinery, machine tools and parts	See website	Variable	Colorado Department of Revenue	State
Biotechnology Sales and Use Tax Refund	Qualified taxpayers may seek a refund every year for all Colorado sales and use taxes they paid on purchases of tangible personal property used directly in research and development of biotechnology. This includes property such as microscopes, chemical reagents and software.	See website	Variable	Colorado Department of Revenue	State
Advanced Industry Investment Tax Credit	Helps Colorado advanced industry companies receive more capital from Colorado investors. Colorado's seven advanced industries are Advanced Manufacturing, Aerospace, Bioscience, Electronics, Energy/Natural Resources/Cleantech, Infrastructure Engineering, and Technology & Information.	The investor, the investee, and the investment all must meet certain criteria (see website)	Variable	Colorado Office of Economic Development	State
Work Opportunity Tax Credit (WOTC)	Encourages employers to hire nine targeted groups of job seekers: Welfare/TANF recipients, Veterans receiving Food Stamps, Disabled Veterans, Ex-Offenders, Designated Community Residents, Vocational Rehabilitation, Food Stamp recipients between the ages of 18 and 39, Supplemental Security Income recipients, Long Term TANF Recipients		Up to \$2,400 per new employee	IRS	Federal
New Market Tax Credit (NMTC)	Designed to increase the flow of capital to businesses and low income communities by providing a modest tax incentive to private investors, businesses, communities, and investors across the country.		Variable	Department of the Treasury	Federal
Federal Historic Preservation Tax Incentives program	To encourage private sector investment in the rehabilitation and re-use of historic buildings		Variable (10 or 20% of rehabilitation costs)	National Park Service	Federal

FUNDING SOURCE	OBJECTIVE	REQUIREMENTS	FUND AMOUNT	SOURCE	LEVEL
JOBS / JOB TRAINING					
On-the-Job Training (OJT)	Provides the opportunity to offset labor costs through the hiring of individuals enrolled in an Employment Services subsidized program.		50% of wages for individual employees	Weld County Employment Services / Larimer County Workforce Center	County
Colorado FIRST Grants	Provides grants for employee training to companies that are newly locating in Colorado	See grant website	Up to \$1,200 per full-time employee	Colorado Office of Economic Development	State
Existing Industry Customized Training Programs	Provides grants for employee training to companies that are expanding within Colorado	Areas with high unemployment rates (25% above state average), low per capita income (25% below state average), and/or slower population growth (less than 25% of state average in rural areas) may be approved for EZ designation	Up to \$1,000 per full time employee	Colorado Office of Economic Development	State
Strategic Fund Incentive	Supports and encourages new business development, business expansions and relocations that have generated new jobs throughout the state	A business may receive funding if it proposes to create new jobs in Colorado that are maintained for at least one year. (Additional requirements, see website)	Variable	Colorado Office of Economic Development	State
Colorado Main Street Loans	Microloan program oriented toward rural counties. Funds can be used for building/land purchase, business acquisition, debt refinancing, working capital.	Party seeking loan must be one of the following: individual, small business, LLC, partnership or non-profit	\$10,000 to \$35,000	United States Department of Agriculture	Federal
General Economic Development / Other					
Planning Program and Local Technical Assistance Program	The Local Technical Assistance program strengthens the capacity of local or State organizations, institutions of higher education, and other eligible recipients to undertake and promote effective economic development programs through projects such as feasibility analyses and impact studies.	Cost sharing / matching required	Up to \$100,000	Department of Commerce – Economic Development Administration	Federal
Tax Incremental Financing/Urban Renewal Areas	Provides the opportunities for the funding of certain kinds of improvements within a specific geographic area as property tax revenue increases. The increase in tax revenue, or increment, over the base year of the TIF can be leveraged for infrastructure improvements, property acquisition, improvements to existing development, and related allocations.	Establishment of TIF or URA is controlled by urban renewal authority or downtown development authority	N/A		

TRANSPORTATION					
FASTER Transit Grants	FASTER supports transit projects with \$15 million every year based on a statutory set aside from the road safety surcharge revenue. Among the types of projects that have been awarded are the purchase or replacement of transit vehicles; construction of multimodal stations, and acquisition of equipment for consolidated call centers.	minimum 20% local match	Variable	Colorado Department of Transportation	State
See Narrative Below					

FUNDING SOURCE	OBJECTIVE	REQUIREMENTS	FUND AMOUNT	SOURCE	LEVEL
PARKS, TRAILS, AND OPEN SPACE					
Land and Water Conservation Fund	Provides matching grants to states and local governments for the acquisition and development of public outdoor recreation areas and facilities (as well as funding for shared federal land acquisition and conservation strategies).		Variable	U.S. Forest Service, U.S. Fish and Wildlife Service, National Park Service and Bureau of Land Management	Federal
Non-motorized Trail Grants	The mission of CPW's Trails Program is to be the major facilitator in accomplishing the following visions for trails in Colorado through promoting understanding and stewardship of Colorado's outdoors by providing opportunities for the public use and support of Colorado's diverse system of trails		Variable	partnership among Colorado Parks and Wildlife, Great Outdoors Colorado (GOCO), the Colorado Lottery, the federal Recreational Trails Program (RTP), and the Land and Water Conservation Fund (LWCF)	State

SUSTAINABILITY AND ENVIRONMENT					
Colorado Brownfields Revolving Loan Fund (CBRLF)	To facilitate the reuse and/or redevelopment of contaminated sites by making low cost funding available for financing environmental cleanups	See program guidelines link	Variable	USEPA / Colorado Department of Public Health and Environment	State
Natural Resources Matching Grants Program	Provides matching state funds towards the costs of on-the-ground conservation projects and educational conservation activities	The grant is competitive and a committee of government and private conservation experts score the applications based on: focused approach with measurable outcomes, conservation impact, feasibility, district involvement, & partner involvement	\$1000 to \$25000	Colorado Department of Agriculture	State
Source Water Assessment and Protection Pilot Planning Project	Funds for source water protection entities that develop exemplary and comprehensive source water protection plans.		\$25,000–\$50,000	Colorado Department of Public Health and Environment	State
Protection Plan Development and Implementation Grants	Funds for source water protection entities to develop and implement protection plan		Up to \$5000	Colorado Department of Public Health and Environment	State
Colorado Healthy Rivers Fund Grants	"Project Grants: For projects that promote the improvement and/or protection of the condition of the watershed. Planning Grants: For the planning of successful watershed restoration or protection projects	"Eligible applicants include locally-based watershed protection groups who are committed to a collaborative approach to the restoration and protection of lands and natural resources within Colorado's watersheds.	Variable	Colorado Department of Natural Resources	State
Colorado Watershed Restoration Grants	Provides grants for watershed/stream restoration and flood mitigation projects throughout the state.		Variable	Colorado Department of Natural Resources	State
Wildlife Restoration Program	Provides grant funds to the states and insular areas fish and wildlife agencies for projects to restore, conserve, manage and enhance wild birds and mammals and their habitat				

FUNDING SOURCE	OBJECTIVE	REQUIREMENTS	FUND AMOUNT	SOURCE	LEVEL
ARTS & CULTURE					
Colorado Creative Industries Grants	Provide financial support to nonprofit cultural organizations and communities so that they can produce and present arts and cultural activities, bringing jobs to their communities and enhancing their quality of life	Three review criteria: artistic excellence and merit of proposed activities, community involvement and benefit from proposed activities, and implementation capacity	\$4,000 to \$10,000	Colorado Office of Economic Development	State
Challenge America	To support projects that extend the reach of the arts to underserved populations – See more at: https://www.arts.gov/grants/apply-grant/grants-organizations#sthash.nmjsnsQD.dpuf	A minimum cost share/match equal to the grant amount is required – See more at: https://www.arts.gov/grants/apply-grant/grants-organizations#sthash.nmjsnsQD.dpuf	\$10,000	National Endowment for the Arts	Federal
Our Town Grants	Offers support for projects in two areas: 1. Arts Engagement, Cultural Planning, and Design Projects. These projects represent the distinct character and quality of their communities. These projects require a partnership between a nonprofit organization and a local government entity, with one of the partners being a cultural organization. Matching grants range from \$25,000 to \$200,000. 2. Projects that Build Knowledge About Creative Placemaking. These projects are available to arts and design service organizations, and industry or university organizations that provide technical assistance to those doing place-based work. Matching grants range from \$25,000 to \$100,000. ¹	Match required	\$25,000 to \$200,000	National Endowment for the Arts	Federal

Federal and State Funded Programs

There are various federal and state funded programs for which the Town of Windsor may apply. Most of the programs require a local match depending on the type of program. Below are a few of the programs available:

1. Transportation Alternatives Program (TAP)
2. Off-System Bridge Program (BRO)
3. Highway Safety Improvement Program (HSIP)
4. The Congestion Mitigation and Air Quality Improvement Program (CMAQ)
5. Surface Transportation Program – Metropolitan (STP – Metro)
6. National Highway Performance Program (NHPP)
7. Congressional Appropriation Earmarked Federal Funding with Local Match (Demonstration)
8. Safe Routes to Schools Program – Non-infrastructure projects only

It should be noted that the STP program is only available in the Colorado Springs, Denver and Fort Collins metropolitan areas.

TIP / STIP and Long-Range Plans

This section deals with the planning and fund programming process that is required for a transportation project to receive funding. Each CDOT Region has a planning staff person assigned to assist with these processes.

Long-Range Plan

CDOT and each of the five Metropolitan Areas over 50,000 population are required to develop and adopt a Long-Range Plan. The purpose of the Long-Range Plan is to outline transportation goals and improvements for the next 20 to 30 years. This plan must identify potential projects and funding requirements for Statewide Transportation Improvement Program (STIP) development. The plan must be financially constrained—that is, it must show how the projects can be completed with funding that is reasonably expected to be available. To be considered for funding a project must be consistent with the fiscally constrained long range plan. Once it is deemed consistent with the long range plan, a project can compete for funding in the TIP/STIP process described in the next section.

TIP/STIP Federal Guidelines

All projects receiving Federal funds must be identified in the STIP for the funding to be released for the project. The Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) requires each state to develop a STIP containing at least four years of projects. The STIP is developed every other year in cooperation with the Metropolitan Planning Organizations (MPOs), local officials, and tribal governments with responsibility for transportation. As noted above, the STIP must be consistent with the fiscally constrained long range plan.

The STIP development process is how local agency projects are identified for Federal funding. A STIP, by law, must be financially constrained. Therefore, all funding sources must be identified for each project.

In developing the STIP, the Governor is required by SAFETEA-LU to provide citizens, affected public agencies, representatives of transportation agency employees, freight shippers, private providers of transportation, providers of freight transportation services, representatives of users of public transit, and other interested parties with a reasonable opportunity to comment on the proposed STIP. Copies of the STIP are mailed to public agencies, transportation agencies, private providers of transportation, and other interested parties. A public meeting on the STIP is conducted biennially with the Transportation Commission, typically at its April meeting. Comments are considered before the Transportation Commission approves the STIP. Once the Transportation Commission approves the STIP, it is forwarded to FHWA and FTA for final approval.

Presidential Executive Order 13898 "Federal Actions to Address Environmental Justice in Minority Populations and Low Income Populations" and FHWA Order 6640.23 address Environmental Justice at the state and federal level. They require CDOT and the Local Agencies it oversees to do enhanced public outreach and impact analysis during the planning process to fulfill that reasonable opportunity for all affected citizens, including minority and low-income populations, to comment.

STIP Development Process

Every other year, the STIP is updated through a continuing, comprehensive and cooperative process involving the Federal Highway Administration (FHWA), Federal Transit Administration (FTA), MPOs, Transportation Planning Regions (TPRs), and City and County Governments. The STIP development process varies depending on whether projects are located in MPOs or TPRs.

As noted above, SAFETEA-LU only requires four years of projects in the STIP, however, the Colorado Transportation Commission has passed a resolution that requires a full six years of projects. The Transportation Commission has also passed a resolution requiring all transportation projects that will receive State or Federal funding to be included in the STIP regardless of the sponsoring agency. This resolution also requires all projects in which CDOT will be involved to be included in the STIP, regardless of how they are funded.

TIP Development in MPO Areas

For each metropolitan area exceeding 50,000 in population, SAFETEA-LU requires a Transportation Improvement Program (TIP). A TIP identifies all projects that will receive federal or state funds in the MPO area. The TIP preparation is the responsibility of the MPOs, with the coordination and concurrence of the CDOT Engineering Regions, and Division of Transportation Development. In Colorado, these MPOs are the Denver Regional Council of Governments (DRCOG), the Pikes Peak Area Council of Governments (PPACG), the North Front Range Metropolitan Planning Organization (NFRMPO), the Pueblo Area Council of Governments (PACOG) and the Grand Junction/Mesa County MPO. The Town of Windsor is a member of NFRMPO.

The MPOs are responsible for the development and approval processes of financially constrained TIPs. This is successfully performed through a series of MPO Committees and policy adoptions. The appropriate MPO should be contacted to ascertain the procedures for establishing a project in a TIP. MPOs "select" or "approve" projects and pools using STP-Metro, CMAQ, and Enhancement funds. CDOT selects projects and pools using BRO and Federal Hazard Elimination (SHE/SHO) funds.

Once a TIP has been approved by the MPO, it is forwarded to the Governor for final approval. TIPs and the STIP are developed concurrently. An approved TIP is incorporated into the STIP verbatim. 100 percent locally funded projects may require CDOT involvement depending on the influence of the project (i.e. the project impacts CDOT facilities). In Air Quality Non-attainment/maintenance areas, projects that are determined to be "regionally significant" must be included in the TIP.

DRCOG, PPACG and NCFMPO are considered Air Quality Non-Attainment/Maintenance Areas by the Federal government. In these areas, the regionally significant projects in the TIP must be modeled to demonstrate that project implementation will not degrade air quality below the Environmental Protection Agency health standards as set forth in the Clean Air Act Amendment of 1990. This process is referred to as conformity.

APPENDIX

- a. Model Complete Streets Ordinance
- b. Model Transfers of Development Rights Ordinance



Model Complete Streets Ordinance

This model ordinance was developed by the [Indiana Complete Streets Coalition](#) using guidance provided by the [National Complete Streets Coalition](#). Additional guidance may be found in “[Complete Streets Local Policy Workbook](#)” and “[The Best Complete Streets Policies of 2013](#),” produced by the National Complete Streets Coalition.

Definition: Complete Streets are streets for everyone. Complete Streets build connected transportation networks that safely accommodate all users, including bicyclists, pedestrians and people of all ages and abilities. Complete Streets ensure that healthy options such as walking and bicycling provide convenient access to jobs, shopping, healthcare and schools. Complete Streets support economic development and placemaking in our communities. Perhaps most importantly, Complete Streets ensure mobility for the one-third of Hoosiers who do not drive.

1. VISION / INTENT

Intent: to clarify the new goals and help those tasked with implementation determine what changes need to be made. Strong policies are clear and direct, while weak policies perpetuate the separation of modes.

This Complete Streets Policy shall direct the [governing body] to develop a safe, reliable, efficient, integrated and connected multimodal transportation system that promotes access, mobility and health for all users.

2. ALL USERS AND MODES

Intent: to acknowledge that pedestrians and bicyclists are legitimate users of the transportation system and equally deserving of safe facilities. A Complete Streets policy must specify both walking and bicycling, and may also include other modes. Ideal policies also include users of all ages and abilities.

The [governing body] shall ensure that the safety and convenience of all users of the transportation system are accommodated, including pedestrians, bicyclists, transit riders, people of all ages and abilities, motorists, emergency responders, freight providers and adjacent land users.

3. PROJECTS AND PHASES

Intent: to clarify the types of projects and project phases covered by the policy. Ideally, all transportation improvements are viewed as opportunities to create safer, more accessible streets for all users.

The [governing body] shall approach every transportation improvement and project phase as an opportunity to create safer, more accessible streets for all users. These phases include, but are not limited to: scoping planning, programming, design, right-of-way acquisition, construction, construction engineering, reconstruction, resurfacing, operation and maintenance. Other changes to transportation facilities on streets and rights-of-way, including capital improvements, re-channelization projects, major utility work and major maintenance, must also be included.

4. EXCEPTIONS

Intent: to develop a process to handle exceptions to providing for all modes in each project. Policies that include some combination of the below exceptions are ideal; those that contain more may be too weak to achieve the vision. Policies that establish a clear process for granting exceptions are strongest.

Any exception to this policy, including for private projects, must be approved by the [accountable person or committee] and be documented with supporting data that indicates the basis for the decision. Such documentation shall be publicly available.

Exceptions may be considered for approval when:

- 1. An affected roadway prohibits, by law, use by specified users (such as an interstate freeways or pedestrian malls), in which case a greater effort shall be made to accommodate those specified users elsewhere, including on roadways that cross or otherwise intersect with the affected roadway;*
- 2. The costs of providing accommodation are excessively disproportionate to the need or probable use;*
- 3. The existing and planned population, employment densities, traffic volumes, or level of transit service around a particular roadway, as documented by the [appropriate plan/s], is so low as to demonstrate an absence of current and future need;*
- 4. Transit accommodations are not required where there is no existing or planned service;*
- 5. Routine maintenance of the transportation network does not change the roadway geometry or operations, such as mowing, sweeping and spot repair (in which case existing bicycle and pedestrian traffic must be safely accommodated during maintenance);*
- 6. There is a reasonable and equivalent project along the same corridor that is already programmed to provide facilities exempted from the project at hand.*

The [accountable person or committee] shall submit quarterly reports to the [overseeing body] summarizing all exceptions granted in the preceding quarter. These reports shall be submitted at the first _____ meeting after the end of the quarter, and shall be posted on-line.

5. CONNECTIVITY / NETWORK

Intent: to recognize the need for a connected, integrated network that provides transportation options to a resident's many potential destinations.

The [governing body] shall support movement along and across arterial, collector and local streets within a dense, interconnected and integrated network. Walking, biking and transit will provide transportation options so that users may reach many potential destinations.

6. JURISDICTION

Intent: to clarify the scope of applicability of the policy. Strong state and MPO policies clearly note that projects receiving money passing through the agency are expected to follow a Complete Streets approach. At the local level, policies that apply to private development are strongest. At all levels, policies that articulate the need to work with others in achieving the Complete Streets vision are best.

All city-owned transportation facilities in the public right of way including, but not limited to, streets, bridges and all other connecting pathways shall be designed, constructed, operated, and maintained so that users of all ages and abilities can travel safely and independently.

Privately constructed streets and parking lots shall adhere to this policy.

The [governing body] shall foster partnerships with the State of Indiana, utility companies, neighboring communities and counties, and business and school districts to develop facilities and accommodations that further the City's Complete Streets policy and continue such infrastructure beyond the City's borders.

7. DESIGN

Intent: to specify how Complete Streets design will be approached and what standards will be used. Strong policies clearly name current design guidance or reference using the best available, and also address the need for a balanced or flexible design approach.

Note: see attached "Complete Streets Design Elements" supplement for additional information.

The [governing body] shall follow accepted or adopted design standards and use the best and latest design standards available, including, but not limited to, existing design guidance from the American Association of State Highway Officials (AASHTO), state Departments of Transportation, the Institute of Transportation Engineers (ITE), the National Association of City Transportation Officials (NACTO), the Americans with Disabilities Act (ADA), and the Public Right-of-Way Accessibility Guidelines (PROWAG).

In recognition of various contexts, public input and the needs of many users, a flexible, innovative and balanced approach that follows other appropriate design standards may be considered, provided that a comparable level of safety for all users is present.

8. CONTEXT SENSITIVITY

Intent: to acknowledge the need for context sensitivity in an effective Complete Streets policy.

The [governing body] shall implement Complete Streets solutions in a manner that is sensitive to the local context and character, aligns transportation and land use goals, and recognizes that the needs of users may vary by case, community or corridor.

9. PERFORMANCE MEASURES

Intent: to establish meaningful measures of success that can provide clarity on how transportation projects are meeting citizens' needs and elected officials' goals. There is no required set of measures; the number and kind will depend on what is most applicable in each jurisdiction.

The [governing body] shall measure the success of this Complete Streets policy using, but not limited to, the following performance measures:

- *Total miles of bike lanes/trails built or striped*
- *Linear feet of new pedestrian accommodation*
- *Number of ADA accommodations built*
- *Number of accessible transit accommodations built*
- *Number of new curb ramps installed along city streets*
- *Number of new street trees planted*
- *Compliments and complaints*
- *Bicycle, pedestrian and multimodal levels of service (LOS)*
- *Transportation mode shift, provided by the Household Travel Survey*
- *Crosswalk and intersection improvements*
- *Percentage of transit stops accessible via sidewalks and curb ramps*

- *Rate of crashes, injuries, and fatalities by mode*
- *Rate of children walking or bicycling to school*
- *Vehicle miles traveled (VMT) or single occupancy vehicle (SOV) trip reduction*
- *Number of approved exemptions from this policy*

Within six months of policy adoption, the [governing body] shall create individual numeric benchmarks for each of the performance measures as a means of tracking and measuring the annual performance of the policy. Quarterly reports shall be posted on-line for each of the above measures.

10. IMPLEMENTATION

Intent: to establish a process for successful implementation. Strong policies change the way transportation projects are prioritized, and assign oversight of or regularly report on implementation. The National Complete Streets Coalition recommends four key steps for successful implementation:

- 1. Restructure or revise related procedures, plans, regulations, and other processes to accommodate all users on every project.**
- 2. Develop new design policies and guides or revise existing to reflect the current state of best practices in transportation design. Communities may also elect to adopt national or state-level recognized design guidance.**
- 3. Offer workshops and other training opportunities to transportation staff, community leaders, and the general public so that everyone understands the importance of the Complete Streets vision.**
- 4. Develop and institute better ways to measure performance and collect data on how well the streets are serving all users.**

The [governing body] shall view Complete Streets as integral to everyday transportation decision-making practices and processes. To this end:

- 1. Advisory Council. A Complete Streets Advisory Council will be created within six months of policy adoption to serve as a resource and a collaborative partner for City elected officials, municipal staff, other City Boards, Committees and Commissions and stakeholders.*
- 2. Revisions to Existing Plans and Policies. The _____ and other relevant departments, agencies, or committees will incorporate Complete Streets principles into all existing plans, manuals, checklists, decision-trees, rules, regulations, and programs as appropriate (including, but not limited to, the Comprehensive Plan, Transportation Plan, Bicycle and Pedestrian Plan, and other appropriate plans).*
- 3. Revisions to Existing Design Standards. The _____ and other relevant departments, agencies, or committees will review current design standards, including subdivision regulations which apply to new roadway construction, to ensure that they reflect the best available design standards and guidelines, and effectively implement Complete Streets.*
- 4. Inventory. The City will maintain a comprehensive inventory of the pedestrian and bicycling infrastructure and will prioritize projects to eliminate gaps in these networks.*
- 5. Funding. City staff will actively seek sources of funding to implement Complete Streets.*
- 6. Project Selection Criteria. City staff shall recommend improvements to transportation project selection criteria to support Complete Streets projects.*
- 7. Coordination. The City shall utilize inter-departmental project coordination to promote the better use of fiscal resources for activities that occur within the public right-of-way.*

8. *Staff Training. The City shall encourage staff professional development and training on non-motorized transportation issues through conferences, classes, seminars, and workshops.*
9. *Education. Every Complete Streets project shall include an educational component to ensure that all users understand and can safely utilize the Complete Street.*
10. *Reporting. An annual report will be made to the City Council showing progress made in implementing this policy. The _____ and other relevant departments, agencies, or committees shall report on the annual increase or decrease for each performance measure contained in this ordinance compared to the previous year(s).*

Model Complete Streets Ordinance

Complete Streets Design Supplement

A Complete Streets policy is not a singular design prescription or mandate for immediate retrofit. Different streets will require different design elements. Complete Streets in rural areas will not be the same as Complete Streets in urban areas. All, however, will be designed to balance the safety and convenience of everyone using the road, regardless of age, ability, or mode of transportation.

Complete Streets may include, but are not limited to:

- ✓ Sidewalks
- ✓ Bike lanes, buffered bike lanes, or separated cycle tracks
- ✓ Sharrows (indicating shared space for cars and bikes)
- ✓ Wide paved shoulders
- ✓ On-street parking
- ✓ Designated bus lanes
- ✓ Frequent and safe crossing opportunities
- ✓ Median islands
- ✓ Accessible pedestrian signals (audible component)
- ✓ Pedestrian countdown signals
- ✓ Curb extensions or bumpouts
- ✓ Narrower travel lanes
- ✓ Roundabouts
- ✓ Comfortable and accessible public transit stops



4.6 MODEL TRANSFER OF DEVELOPMENT RIGHTS (TDR) ORDINANCE

The model ordinance below establishes a general framework for severing development rights involving net density and intensity (through FARs) from a sending parcel and transferring them to a receiving parcel. Section 101 of the ordinance authorizes a transfer of development rights (TDR) for a variety of purposes, including environmental protection, open space preservation, and historic preservation, which are the most typical.

Under Section 104, the local government has two options in setting up the TDR program. The first involves the use of overlay districts, which would zone specific areas as sending and receiving parcels. The second involves identifying which zoning districts would be sending and receiving districts in the text of the ordinance itself, rather than through a separate amendment to the zoning ordinance. In both cases, the designations must be consistent with the comprehensive plan. Section 105 of the ordinance contains a table that shows, by use district, the permitted maximum increases in density and FAR that can be brought about through TDR.

Section 106 outlines a process by which the zoning administrator would determine the specific number of development rights for a sending parcel in terms of dwelling units per net acre or square feet of nonresidential floor area (for commercial and industrial parcels) and issue a certificate to the transferor. Sections 107 and 108 describe the instruments by which the development rights are legally severed from the sending parcel through instruments of transfer and attached to the receiving parcel. Section 107 describes how the applicant for a subdivision or other type of development permit would formally seek the use of development rights in a development project (e.g., a subdivision). Note that the transfer would not apply to rezonings, but only to specific projects where a development permit is going to be issued in order that development may commence.

Commentary to the ordinance describes, in Section 109, a development rights bank, a mechanism by which the local government purchases development rights before they are applied to receiving parcels, retains them permanently in order to prevent development, or sells them as appropriate in order to make a profit or direct development of a certain character to a specific area. Whether this is an appropriate role for local government or should be left to nonprofit organizations (e.g., land trusts) is matter for local discussion and debate. No ordinance language is provided, although the description in the commentary should be sufficient for local government officials to draft language establishing the bank.

Primary Smart Growth Principle Addressed: Preserve open space and farmland

Secondary Smart Growth Principle Addressed: Direct development towards existing communities

101. Purposes

The purposes of this ordinance are to:

- (a) preserve open space, scenic views, critical and sensitive areas, and natural hazard areas;

- (b) conserve agriculture and forestry uses of land;
- (c) protect lands and structures of aesthetic, architectural, and historic significance;
- (d) retain open areas in which healthful outdoor recreation can occur;
- (e) implement the comprehensive plan;
- (f) ensure that the owners of preserved, conserved, or protected land may make reasonable use of their property rights by transferring their right to develop to eligible zones;
- (g) provide a mechanism whereby development rights may be reliably transferred; and
- (h) ensure that development rights are transferred to properties in areas or districts that have adequate community facilities, including transportation, to accommodate additional development.

Comment: *The local government may tailor this list of purposes to its particular planning goals and objectives or leave it with a wide range of purposes and implement the ordinance to achieve specific goals and objectives.*

102. Authority

This ordinance is enacted pursuant to the authority granted by [*cite to state statute or local government charter or similar law*].

Comment: *It is important to determine whether the local government has legal authority to enact a TDR program because not all local governments in all states have identical powers. In addition, enabling legislation for TDR may require that the transfers be done in a certain manner other than is described in this model.*

103. Definitions

As used in this ordinance, the following words and terms shall have the meanings specified herein:

“Development Rights” mean the rights of the owner of a parcel of land, under land development regulations, to configure that parcel and the structures thereon to a particular density for residential uses or floor area ratio for nonresidential uses. Development rights exclude the rights to the area of or height of a sign.

Comment: *Unless sign area and height are excluded from the definition of “development rights,” it is possible to transfer them to another parcel, resulting in larger or taller signs. In*

some cases, development rights might extend to impervious surface coverage, and a transfer of such rights would allow more extensive lot coverage.

“Density” or **“Net Density”** means the result of multiplying the net area in acres times 43,560 square feet per acre and then dividing the product by the required minimum number of square feet per dwelling unit required by the zoning ordinance for a specific use district.

“Density” or “Net Density” is expressed as dwelling units per acre or per net acre

“Floor Area” means the gross horizontal area of a floor of a building or structure measured from the exterior walls or from the centerline of party walls. “Floor Area” includes the floor area of accessory buildings and structures.

“Floor Area Ratio” means the maximum amount of floor area on a lot or parcel expressed as a proportion of the net area of the lot or parcel.

“Net Area” means the total area of a site for residential or nonresidential development, excluding street rights-of-way and other publicly dedicated improvements, such as parks, open space, and stormwater detention and retention facilities, and easements, covenants, or deed restrictions, that prohibit the construction of building on any part of the site. “Net area” is expressed in either acres or square feet.

[**“Overlay District”** means a district superimposed over one or more zoning districts or parts of districts that imposes additional requirements to those applicable for the underlying zone.]

Comment: *This definition is only necessary if the TDR designation is accomplished via an overlay district.*

“Receiving District” means one or more districts in which the development rights of parcels in the sending district may be used.

“Receiving Parcel” means a parcel of land in the receiving district that is the subject of a transfer of development rights, where the owner of the parcel is receiving development rights, directly or by intermediate transfers, from a sending parcel, and on which increased density and/or intensity is allowed by reason of the transfer of development rights;

“Sending District” means one or more districts in which the development rights of parcels in the district may be designated for use in one or more receiving districts;

“Sending Parcel” means a parcel of land in the sending district that is the subject of a transfer of development rights, where the owner of the parcel is conveying development rights of the parcel, and on which those rights so conveyed are extinguished and may not be used by reason of the transfer of development rights; and

“Transfer of Development Rights” means the procedure prescribed by this ordinance whereby the owner of a parcel in the sending district may convey development rights to the

owner of a parcel in the receiving district or other person or entity, whereby the development rights so conveyed are extinguished on the sending parcel and may be exercised on the receiving parcel in addition to the development rights already existing regarding that parcel or may be held by the receiving person or entity.

Comment: *This definition recognizes that development rights may be sold to an entity (e.g., the local government or a nonprofit organization) that will hold them indefinitely.*

“Transferee” means the person or legal entity, including a person or legal entity that owns property in a receiving district, who purchases the development rights.

“Transferor” means the landowner of a parcel in a sending district.

104. Establishment of Sending and Receiving Districts.

[Alternative 1: Amend the zoning map using overlays]

(1) The [local legislative body] may establish sending and receiving districts as overlays to the zoning district map by ordinance in the manner of zoning district amendments. The [planning director] shall cause the official zoning district map to be amended by overlay districts to the affected properties. The designation “TDR-S” shall be the title of the overlay for a sending district, and the designation “TDR-R” shall be the title of the overlay for a receiving district.

Comment: *When a zoning map is amended, one practice is to list the ordinance number and the enactment date in a box on the map, along with the signatures of the planning director and the clerk of the local legislative body (e.g., the clerk of council). This allows for an easy reference if there should be any later questions about whether the map amendment accurately reflects the legal description in the ordinance.*

(2) Sending and receiving districts established pursuant to Paragraph (1) shall be consistent with the local comprehensive plan.

[Alternative 2—Specify zoning districts that can serve as sending and receiving districts]

(1) The following zoning districts shall be sending districts for the purposes of the transfer of development rights program:

[list names of districts]

(2) The following zoning districts shall be receiving districts for the purposes of the transfer of development rights program:

[list names of districts]

Comment: *Since the sending and receiving districts are being established as part of the ordinance rather than through separate overlays, the local government would need to make a declaration of consistency with the comprehensive plan for such districts as part of the enactment of these two paragraphs.*

105. Right to Transfer Development Rights

- (1) Each transferor shall have the right to sever all or a portion of the rights to develop from the parcel in a sending district and to sell, trade, or barter all or a portion of those rights to a transferee consistent with the purposes of Section 101 above .

- (2) The transferee may retire the rights, resell them, or apply them to property in a receiving district in order to obtain approval for development at a density or intensity of use greater than would otherwise be allowed on the land, up to the maximum density or intensity indicated in Table 1.

Table 1
Maximum Density and Intensity Allowed in Zoning Districts through Transfer of Development Rights (TDR)

Note: District names, densities, and intensities are hypothetical examples only.

Zoning District Title	Maximum Density in Dwelling Units Per Net Acre	Maximum Intensity in Floor Area Ratio	Maximum Density with TDR	Maximum Intensity in Floor Area Ratio with TDR
R-1	4		8	
R-2	8		16	
R-3	16		32	
C-1		0.2		0.4
C-2		1.0		2.0
C-3		2.0		4.0
C-4		4.0		8.0
I-1		0.75		1.5

(3) Any transfer of development rights pursuant to this ordinance authorizes only an increase in maximum density or maximum floor area ratio and shall not alter or waive the development standards of the receiving district, including standards for floodplains, wetlands, and [other environmentally sensitive areas]. Nor shall it allow a use otherwise prohibited in a receiving district.

Comment: *In some cases, it may be desirable to allow the transfer of the right to additional impervious surface coverage on a site. For example, if a certain zoning district limits the amount of surface parking by a maximum impervious surface parking ratio and additional parking is needed, Table 1 should be amended to authorize this.*

106. Determination of Development Rights; Issuance of Certificate

(1) The [zoning administrator] shall be responsible for:

- (a) determining, upon application by a transferor, the development rights that may be transferred from a property in a sending district to a property in a receiving district and issuing a transfer of development rights certificate upon application by the transferor.
- (b) maintaining permanent records of all certificates issued, deed restrictions and covenants recorded, and development rights retired or otherwise extinguished, and transferred to specific properties; and
- (c) making available forms on which to apply for a transfer of development rights certificate.

(2) An application for a transfer of development rights certificate shall contain:

- (a) a certificate of title for the sending parcel prepared by an attorney licensed to practice law in the state of [*name of state*];
- (b) [five] copies of a plat of the proposed sending parcel and a legal description of the sending parcel prepared by [licensed *or* registered] land surveyor;
- (c) a statement of the type and number of development rights in terms of density or FAR being transferred from the sending parcel, and calculations showing their determination.
- (d) applicable fees; and
- (e) such additional information required by the [zoning administrator] as necessary to determine the number of development rights that qualify for transfer

Comment: *A local government should consult with its law director or other legal counsel to determine the requirements for an application for a TDR. Consequently, this paragraph as well as other Sections of the ordinance may need to be revised to reflect state-specific issues concerning real property law and local conditions.*

(3) A transfer of development rights certificate shall identify:

- (a) the transferor;
- (b) the transferee, if known;
- (c) a legal description of the sending parcel on which the calculation of development rights is based;
- (d) a statement of the number of development rights in either dwelling units per net acre or square feet of nonresidential floor area eligible for transfer;
- (e) if only a portion of the total development rights are being transferred from the sending property, a statement of the number of remaining development rights in either dwelling units per net acre or square feet of nonresidential floor space remaining on the sending property;
- (f) the date of issuance;
- (g) the signature of the [zoning administrator]; and
- (h) a serial number assigned by the [zoning administrator].

(4) No transfer of development rights under this ordinance shall be recognized by the [local government] as valid unless the instrument of original transfer contains the [zoning administrator's] certification.

107. Instruments of Transfer

(1) An instrument of transfer shall conform to the requirements of this Section. An instrument of transfer, other than an instrument of original transfer, need not contain a legal description or plat of the sending parcel.

(2) Any instrument of transfer shall contain:

(a) the names of the transferor and the transferee;

(b) a certificate of title for the rights to be transferred prepared by an attorney licensed to practice law in the state of [name of state];

(c) a covenant the transferor grants and assigns to the transferee and the transferee's heirs, assigns, and successors, and assigns a specific number of development rights from the sending parcel to the receiving parcel;

(d) a covenant by which the transferor acknowledges that he has no further use or right of use with respect to the development rights being transferred; and

(e) [*any other relevant information or covenants*].

(3) An instrument of original transfer is required when a development right is initially separated from a sending parcel. It shall contain the information set forth in paragraph (2) above and the following information:

(a) a legal description and plat of the sending parcel prepared by a licensed surveyor named in the instrument;

(b) the transfer of development rights certificate described in Section 106 (4) above.

(c) a covenant indicating the number of development rights remaining on the sending parcel and stating the sending parcel may not be subdivided or developed to a greater density or intensity than permitted by the remaining development rights;

(d) a covenant that all provisions of the instrument of original transfer shall run with and bind the sending parcel and may be enforced by the [*local government*] and [*list other parties, such as nonprofit conservation organizations*]; and

(e) [*indicate topics of other covenants, as appropriate*].

(4) If the instrument is not an instrument of original transfer, it shall include information set forth in paragraph (2) above and the following information :

- (a) a statement that the transfer is an intermediate transfer of rights derived from a sending parcel described in an instrument of original transfer identified by its date, names of the original transferor and transferee, and the book and the page where it is recorded in the [land records of the county].
- (b) copies and a listing of all previous intermediate instruments of transfer identified by its date, names of the original transferor and transferee, and the book and the page where it is recorded in the [land records of the county].

(5) The local government's [law director] shall review and approve as to the form and legal sufficiency of the following instruments in order to affect a transfer of development rights to a receiving parcel:

- (a) An instrument of original transfer
- (b) An instrument of transfer to the owner of the receiving parcel
- (c) Instrument(s) of transfer between any intervening transferees

Upon such approval, the [law director] shall notify the transferor or his or her agent, who shall record the instruments with the [name of county official responsible for deeds and land records] and shall provide a copy to the [county assessor]. Such instruments shall be recorded prior to release of development permits, including building permits, for the receiving parcel.

Comment: *The procedures in paragraph (5) may need to be modified based on the structure of local government in a particular state and the responsibilities of governmental officials for land records and assessments. The important point is that the TDRs must be permanently recorded, and the property of the owner of the sending parcel, the value of which is reduced because of the transfer, should be assessed only on the basis of its remaining value.*

108. Application of Development Rights to a Receiving Parcel

(1) A person who wants to use development rights on a property in a receiving district up to the maximums specified in Table 1 in Section 105 above shall submit an application for the use of such rights on a receiving parcel. The application shall be part of an application for a development permit. In addition to any other information required for the development permit, the application shall be accompanied by:

- (a) an affidavit of intent to transfer development rights to the property; and
- (b) either of the following:

1. a certified copy of a recorded instrument of the original transfer of the development rights proposed to be used and any intermediate instruments of transfer through which the applicant became a transferee of those rights; or
 2. a signed written agreement between the applicant and a proposed original transferor, which contains information required by Section 106(2) above and in which the proposed transferor agrees to execute an instrument of such rights on the proposed receiving parcel when the use of those rights, as determined by the issuance of a development permit, is finally approved.
- (2) The [local government] may grant preliminary subdivision approval of a proposed development incorporating additional development rights upon proof of ownership of development rights and covenants on the sending parcel being presented to the [local government] as a condition precedent to final subdivision approval.
- (3) No final plat of subdivision, including minor subdivisions, shall be approved and no development permits shall be issued for development involving the use of development rights unless the applicant has demonstrated that:
- (a) the applicant will be the bona fide owner of all transferred development rights that will be used for the construction of additional dwellings, the creation of additional lots, or the creation of additional nonresidential floor area;
 - (b) a deed of transfer for each transferred development right has been recorded in the chain of title of the sending parcel and such instrument restricts the use of the parcel in accordance with this ordinance; and
 - (c) the development rights proposed for the subdivision or development have not been previously used. The applicant shall submit proof in the form of a current title search prepared by an attorney licensed to practice law in the state of [name of state] .

109. Development Rights Bank [optional]

Comment: *This section should establish a development rights bank, otherwise referred to as a “TDR Bank.” The local government or any other existing or designated entity may operate the bank. The TDR Bank should:*

- *have the power to purchase and sell or convey development rights, subject to the local legislative body’s approval;*
- *have the power to recommend to the local legislative body property where the local government should acquire development rights by condemnation;*
- *have the power, to hold indefinitely any development rights it possesses for conservation or other purposes;*
- *receive donations of development rights from any person or entity; and*
- *receive funding from the local government, the proceeds from the sale of development rights, or grants or donations from any source.*

No model ordinance language for the creation of the TDR bank is provided here because the specifics of such must be determined by the operating entity.

References

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www.fruita.org/pdf/LUC_4_2004/Chapter17_comp.pdf

Howard County, Maryland. Zoning Ordinance, Section 106, Density Exchange Option Overlay District [accessed December 14, 2004]:
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