

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.

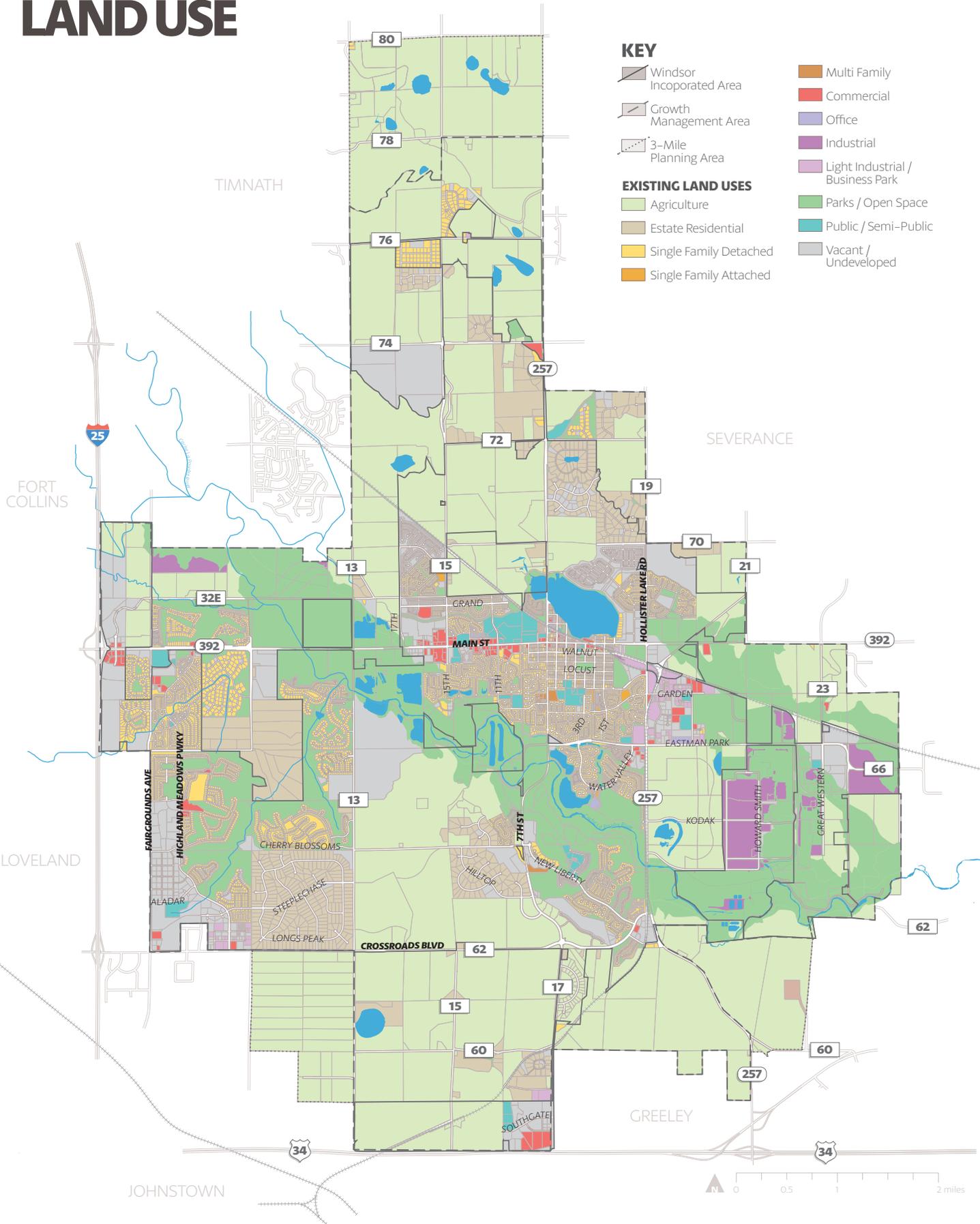
Utility/Transportation

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



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.

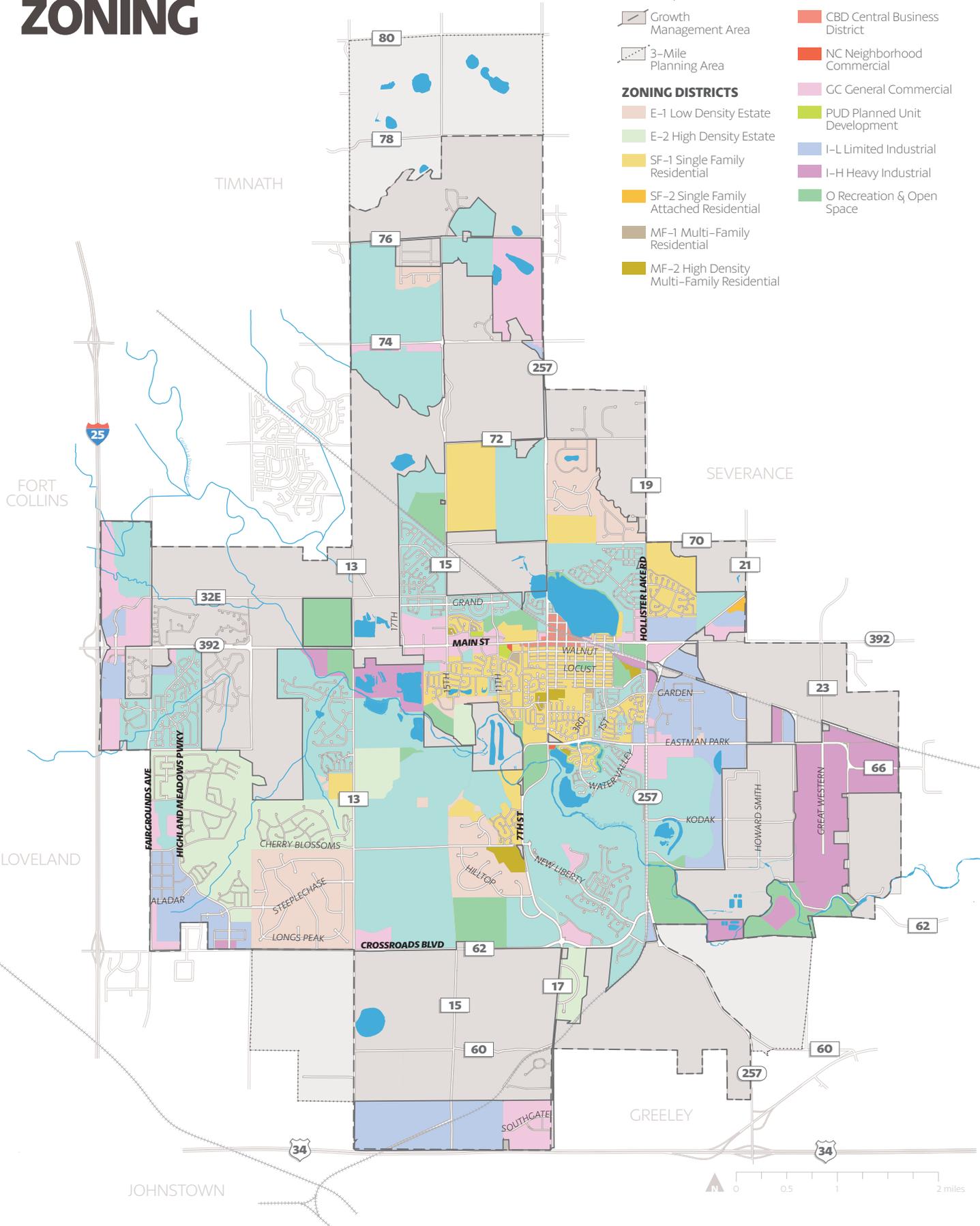
CURRENT ZONING

KEY

-  Windsor Incorporated Area
-  Growth Management Area
-  3-Mile Planning Area
-  RMU Residential Mixed Use
-  CBD Central Business District
-  NC Neighborhood Commercial

ZONING DISTRICTS

-  E-1 Low Density Estate
-  E-2 High Density Estate
-  SF-1 Single Family Residential
-  SF-2 Single Family Attached Residential
-  MF-1 Multi-Family Residential
-  MF-2 High Density Multi-Family Residential
-  GC General Commercial
-  PUD Planned Unit Development
-  I-L Limited Industrial
-  I-H Heavy Industrial
-  O Recreation & Open Space



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.

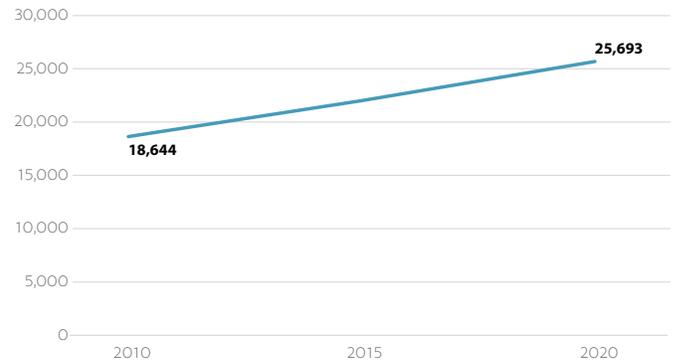
Age

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)

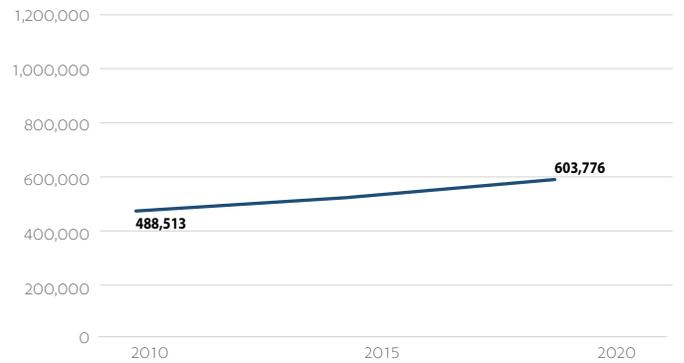
Windsor



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

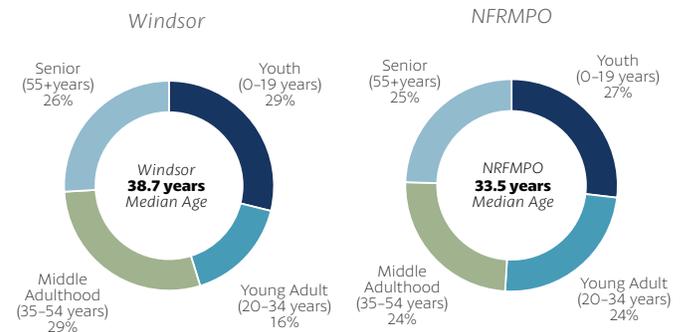
Population Change (2010-2020)

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%)

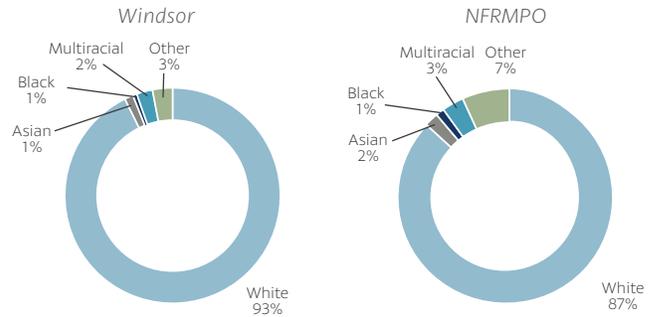
NOTE: The racial and ethnic categories discussed here are defined by the U.S. Census. For the U.S. Census definition, those individuals who identify themselves as "Hispanic" (which is an ethnicity) also identify with a racial category such as "White" or "Black" As such, the Hispanic category cannot be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

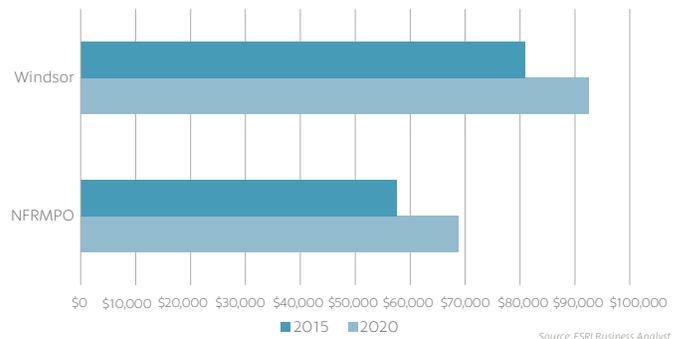
Racial Composition (2015)



Source: ESRI Business Analyst

Median Household Income (2015, 2020)

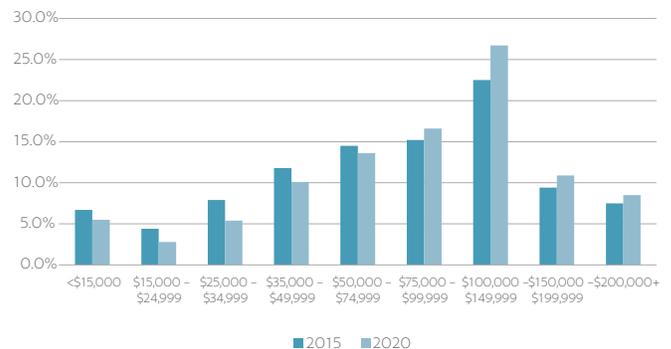
Windsor & NFRMPO



Source: ESRI Business Analyst

Households by Income (2015, 2020)

Windsor



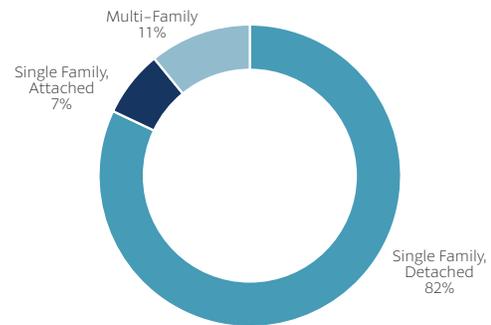
Source: ESRI Business Analyst

Housing Market Overview

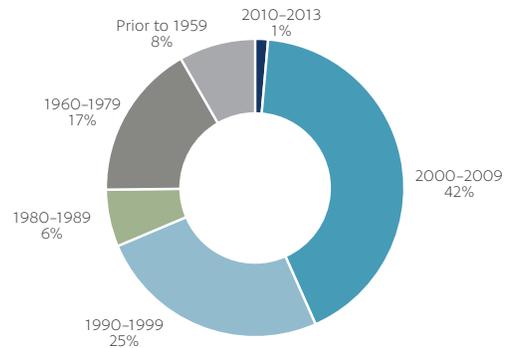
As of July 2015, the Town of Windsor contained 8,700 housing units, including 191 vacant dwellings. The typical housing unit in Windsor is an owner-occupied, single family detached home.

- 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

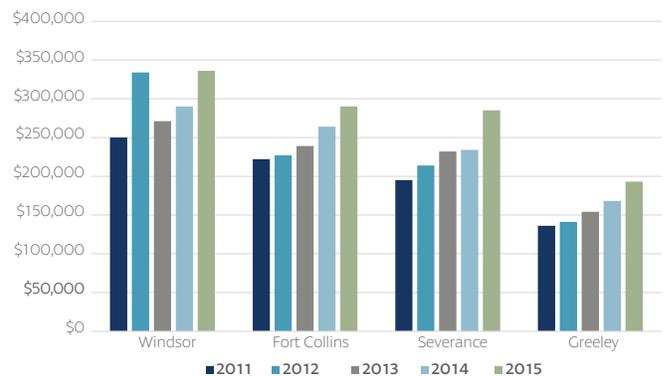


Housing Age (<1950-2013) Windsor



Source: 2009-2013 5-Year American Community Survey

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



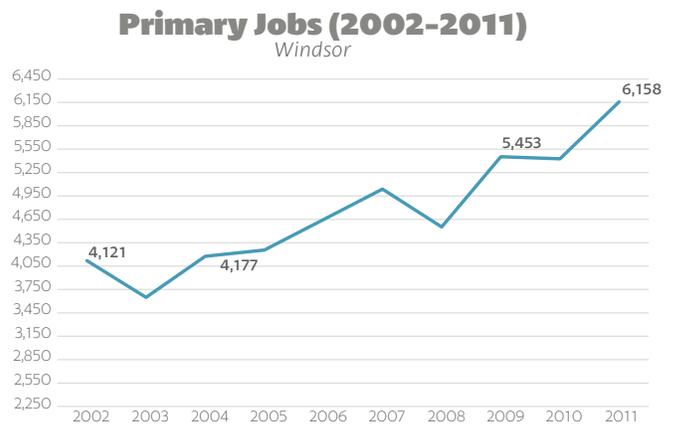
Source: Zillow; data has been retrieved for April of each year

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

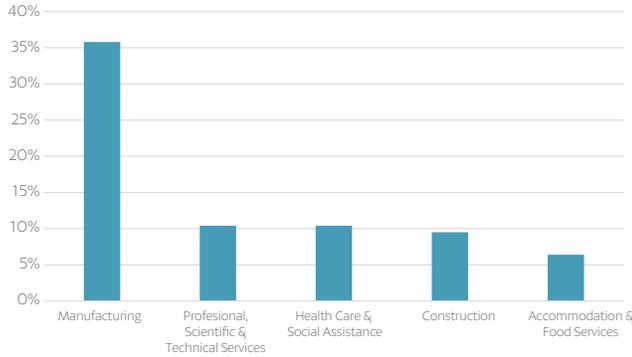
Windsor

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)

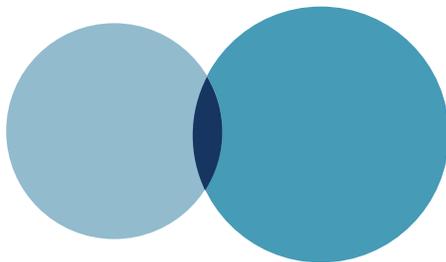
Weld & Larimer Counties

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

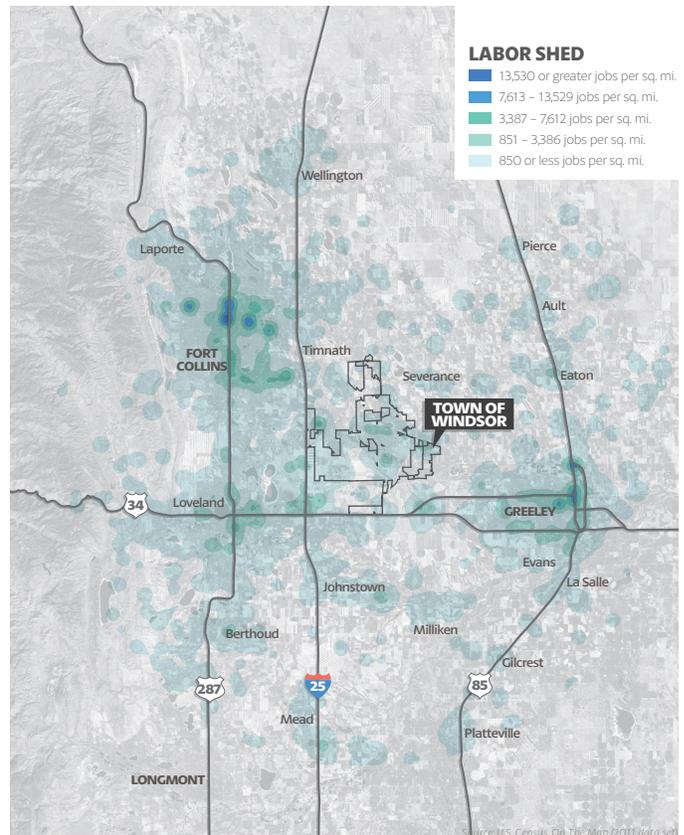
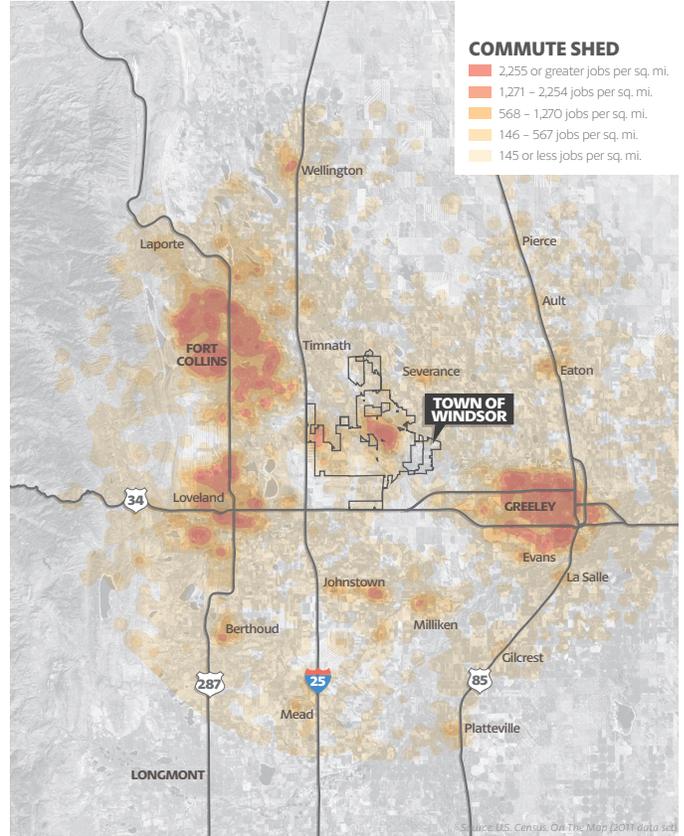
Inflow/Outflow Job Counts (2011)

Windsor



- 5,164 – Work in Windsor, Live Elsewhere
- 9,899 – Live in Windsor, Work Elsewhere
- 994 – Live and Work in 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

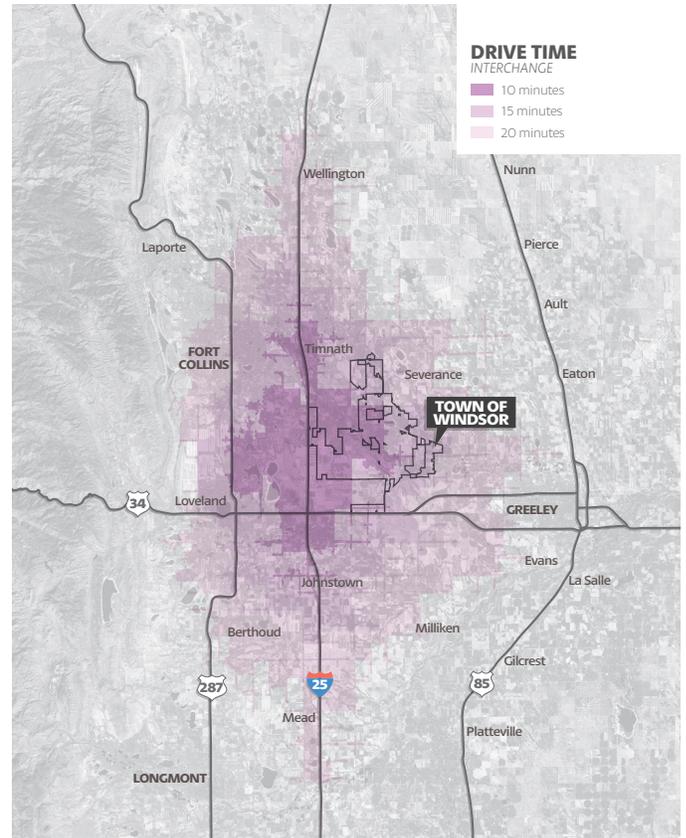
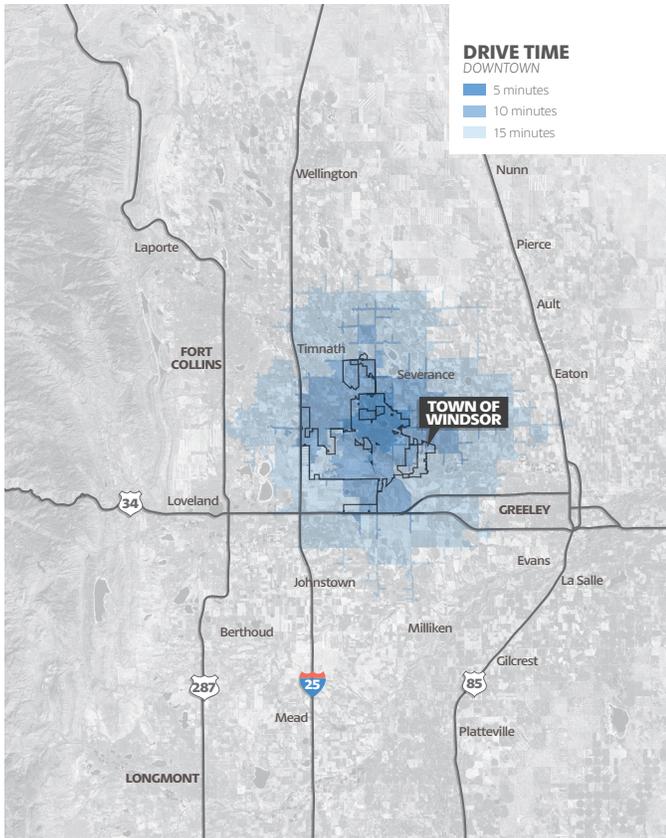
Overall, Windsor is located in the midst of several retail hubs in surrounding communities that sit along the I-25 corridor. These existing concentrations of retail in other cities compete with the Windsor retail market and may attract consumers and potential development away from the Town. Nearby retail 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.