



HISTORIC PRESERVATION COMMISSION REGULAR MEETING

November 8, 2023 - 5:45 PM
1st Floor Conference Room, 301 Walnut Street, Windsor, CO 80550

AGENDA

A. CALL TO ORDER

1. Roll Call
2. Review of Agenda by the Board and Addition of Items of New Business to the Agenda for Consideration
3. Public Invited to be Heard

B. CONSENT CALENDAR

1. Review and Approval of the October 11, 2023 Regular Meeting Minutes

C. BOARD ACTION

1. Historic Preservation Master Plan - Recommendation to Town Board - Approval of the Plan
 - Quasi-judicial action
 - Staff presentation: Kimberly Lambrecht, Senior Planner

D. DISCUSSION ITEMS

1. Review Future Meetings Agenda
2. Discuss December HPC Meeting Location

E. COMMUNICATIONS

1. Communications from the Historic Preservation Commission
2. Communications from Town Board Liaison
3. Communications from Staff

F. ADJOURN

The Town of Windsor will make reasonable accommodations for access to Town services, programs, and activities and will make special communication arrangements for persons with disabilities. Please call (970) 674-2400 by noon on the Thursday prior to the meeting to make arrangements.



MEMORANDUM

Date: November 8, 2023
To: Historic Preservation Commission
From: Kimberly Lambrecht, Senior Planner
Re: Review and Approval of the October 11, 2023 Regular Meeting Minutes
Item #: B.1.

Background / Discussion:

Please see the attached October 11, 2023 meeting minutes for review and approval.

Financial Impact:

Relationship to Strategic Plan:

Recommendation:

CC:

Scott Ballstadt, Director of Planning

Attachments:

1. 10.11.2023 HPC Regular Meeting Minutes_DRAFT



Historic Preservation Commission Regular Meeting

October 11, 2023 - 5:45 PM
1st Floor Conference Room, 301 Walnut Street, Windsor, CO
80550

MINUTES

A. CALL TO ORDER

1. Roll Call

Meeting called to order at 5:45 pm

PRESENT:

Melanie Starck, Chairperson

Kris Jabs

ToniRae Andres

Ruth Brunner

Jean Zuckweiler

Vanessa Bouchard

Also Present:

Ron Steinbach, Town Board Liaison

Laura Browarny, Museum Supervisor

Kim Lambrecht, Staff Liaison

Katrina Haley, Administrative Analyst

2. Review of Agenda by the Board and Addition of Items of New Business to the Agenda for Consideration

Motion to approve: Ms. Andres Second: Ms. Brunner Agenda approved unanimously.

3. Public Invited to be Heard

No public in attendance.

B. CONSENT CALENDAR

1. Review and approval of the September 13, 2023 Regular Meeting Minutes.

Please see attached September 13, 2023 meeting minutes for review and approval.

Motion to approve: Ms. Brunner Second: Ms. Andres

Consent Calendar approved unanimously

C. BOARD ACTION

1. No action items

D. DISCUSSION ITEMS

1. Review and discussion of the final DRAFT of the Preservation Plan.

Ron Sladek (Tatanka Historical Associates) has provided a FINAL DRAFT of the Historic Preservation Master Plan (see attached). Please review prior to the meeting, and be

prepared to note any final minor corrections that may be necessary. As it stands, if this document is correct and ready for acceptance, the Commission will take a formal action at a subsequent meeting. Staff is in the process of determining if there will be any formal actions required by the Planning Commission and/or Town Board. If that is the case, The HPC will then forward a recommendation (of approval) to the Planning Commission and/or the Town Board, which will serve as the formal implementation of the Plan. The Commission noted one small typo in the final version of the Plan. Ms. Lambrecht will forward the correction to Mr. Sladek, and will also make one more of review this draft against the previous comments. The tentative process and next steps will be for the Commission to forward a recommendation of approval of the Plan to the Town Board, contingent upon all comments from the Commission, Staff, and History Colorado being addressed. This is tentatively scheduled for the first part of 2024.

2. Review and discuss Memo to Town Board regarding involuntary designations.

Please review the attached draft Memorandum to the Town Board, regarding involuntary designations. This memo is a follow up to the Town Board Work Session where the final DRAFT of the Historic Preservation Master Plan was presented. During the discussion and question/answer session, Town Board Member Bennett asked a question regarding the Commission's position on involuntary designations. The Commission's response may have come across more definitive than intended, and also in conflict with what is allowed by the Municipal Code. This memo provides a clarification to the Town Board which outlines the Commission's support of private property rights, and the notion of working with and educating property owners regarding historic designations. Additionally, in the rare occasion that a property of significant value is being threatened, the Commission would still need the involuntary mechanism to protect the resource.

Any clarification comments to the memo that the Commission has may be incorporated into the memo, with the goal of having Chairperson Starck sign the memo. The Commissioners concurred with the content of the Memo. Chairperson Starck signed the Memo, Staff will forward to Town Board.

3. 2023 Local Landmark Plaques.

Last month, the Commission discussed which locally designated properties should next receive bronze plaques for the properties. In order of preference, the Commission determined that the four options would include: the Windsor Railroad Depot, the Cheese Factory and Creamery, the Dickey Farmhouse, and the Halfway Homestead. Based on the informal quote received from Franklin Bronze Plaques and the amount of money left in the 2023 HPC budget, it appears that a total of four (4) plaques could be ordered.

Please confirm that these are the four (4) structures/properties to order plaques for, and confirm the dates to be shown on the plaques. Based on the preliminary estimate provided by Franklin Bronze, the Commission will be able to provide bronze designation plaques for four (4) properties - Windsor Railroad Depot, the Cheese Factory and Creamery, the Halfway Homestead, and the Eaton House. Staff will follow up with Franklin Bronze to develop a formal quote and proofs. Staff will work on developing the language for the certificates that go with the plaques.

4. 2023 Annual CLG Report

Staff is completing the Annual Certified Local Government (CLG) Report required by History Colorado. Please review and provide input regarding 2023 accomplishments/achievements/events that the Commission is most proud of, and let's brainstorm about potential Commission activities for 2024. In order to complete the required annual report for History Colorado, Ms. Lambrecht requested input from the Commission regarding past accomplishments and proposed future projects. The Commission noted outreach work at the Harvest Festival, updating the Walking Tour, and ongoing work on the Preservation Plan for past accomplishments. Proposed future plans included implementation of the Plan, continued/increased public outreach, possible local designations of properties and/or districts, working with other complimentary Boards/Commissions, reviewing the Historic Preservation Ordinance, and planning celebration activities for Historic Preservation Month next May.

5. Review Future Meetings Calendar

Please see the attached Future Meetings Calendar for review and comment. If time allows, be prepared to begin outlining a plan to assign these items tentative dates in 2024. The Commission assigned items to the future meetings calendar - specifically, January will be set aside to begin discussions for a May 2024 Open House, and an introductory meeting with the Windsor Severance Historical Society will continue to remain on the calendar until the opportunity can be coordinated with that group.

E. COMMUNICATIONS

1. Communications from the Historic Preservation Commission

Commissioners did not have any communications.

2. Communications from Town Board Liaison

Mr. Steinbach noted that the Town Board has set up an Ad Hoc committee to study the Town's needs for work force/attainable housing. The Committee will take the next six months to study and report back to Town Board. Additionally, Town Board has requested that Staff look at potential processes/protocols for managing Short Term Rentals. Staff has been discussing with Town Board at Work Sessions, and will continue to refine these processes based on Town Board feedback.

3. Communications from Staff

Ms. Browarny noted that Parks, Recreation and Culture has broken ground on landscaping/park improvements at the Halfway House Homestead Park, has begun a historic window replacement at the Arts & Heritage Building, and will begin renovation work on the Eaton House next year.

Ms. Lambrecht noted that the Town Board is in the process of reviewing the 2024 budget, and the Commission's budget is proposed to remain about the same. She also requested the Commissioners RSVP prior to regularly scheduled Commission meetings so that a quorum can be verified prior to the meeting.

F. ADJOURN

MOTION TO ADJOURN: MS. JABS SECOND: MS BRUNNER. MEETING ADJOURNED AT 7:15 PM.



Senior Planner, HPC Staff Liaison

Name, Title

DRAFT



MEMORANDUM

Date: November 8, 2023
To: Historic Preservation Commission
From: Kimberly Lambrecht, Senior Planner
Re: Historic Preservation Master Plan - Recommendation to Town Board - Approval of the Plan
Item #: C.1.

Background / Discussion:

Mr. Ron Sladek (Tatanka Historical Associates) has provided a final copy of the Historic Preservation Master Plan (the Plan) (see attached). This plan will be considered the final result of all reviews, discussions and edits by the Commission, Town Staff and History Colorado Staff.

Staff has confirmed that the previous comments and edits noted by the Commission have been addressed, and is recommending the Historic Preservation Commission forward a recommendation of approval of the Plan to the Town Board.

If approved by Town Board, the Plan will be ready to begin implementation efforts by the HPC.

Once implemented, the Commission will need to be prepared to discuss next steps moving forward and begin to outline specific priorities and courses of action to implement the strategies presented in the plan.

Financial Impact:

Relationship to Strategic Plan:

Recommendation:

Staff recommends that the Historic Preservation Commission forward a recommendation of approval of the Plan to the Town Board.

CC:

Scott Ballstadt, Director of Planning

Attachments:

1. Windsor Preservation Plan - FINAL_1 November 2023

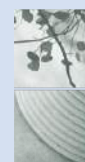


Historic Preservation Master Plan

November 1, 2023



TATANKA HISTORICAL ASSOCIATES
HISTORIC DOCUMENTATION AND ANALYSIS
PRESERVATION CONSULTING SERVICES



STAN CLAUSON ASSOCIATES INC
landscape architecture. planning. resort design

Acknowledgements

This plan was made possible due to the contributions of the Town of Windsor, the Windsor History Museum, and the Historic Preservation Commission (HPC).

Town Board

Ron Steinbach, Board Liaison to the HPC

Town Staff

Caitlin Heusser, Museum Curator

Scott Ballstadt, Director of Planning

Kimberly Lambrecht, Senior Planner,
Staff Liaison to HPC

Eric Lucas, Public Services Director

Deanna Flanagan, Administrative Analyst

Historic Preservation Commission (HPC)

Melanie Starck, Chair

Jean Hansen Zuckweiler

ToniRae Andres

Ruth Brunner

Kris Jabs

Vanessa Bouchard

Rachel Kline

Project Funding



HISTORY *Colorado*

The activity that is the subject of this material has been financed in part with Federal funds from the National Historic Preservation Act, administered by the National Park Service, U.S. Department of the Interior for History Colorado. However, the contents and opinions do not necessarily reflect the views or policies of the U.S. Department of the Interior or History Colorado, nor does the mention of trade names or commercial products constitute an endorsement or recommendation by the Department of the interior or History Colorado.



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Table of Contents

Section 1 - Introduction: Vision and Process

1.1	Introduction	1
1.2	Vision Statement	1
1.3	Purpose of Historic Preservation Master Plan	2
1.4	What is Historic Preservation?	4
1.5	Public Engagement Activities	5

Section 2 - Historical Context

2.1	A Brief History of Windsor	7
2.2	Sources for Additional Information	17
2.3	Past Surveys and Context	18
2.4	Landmarked Properties	21

Section 3 - Identification of Historic Areas

3.1	Original Windsor Townsite	23
3.2	Historic Additions to the Townsite	32
3.3	Agricultural Areas	53

Section 4 - Education and Outreach

4.1	Values of Historic Preservation	55
	• Historic Preservation and Economic Development	55
	• Historic Preservation and the Environment	57
	• Historic Preservation and Community Character/Quality of Life	58
4.2	Existing Education and Outreach Programs	59
4.3	Signage and Wayfinding	60

Section 5 - Goals and Policies

5.1	What are the Resources We Want to Protect?	63
5.2	How Can We Achieve Protection?	63
5.3	Existing Land Use and Preservation Codes	64
5.4	Priorities for Preservation Efforts	66
5.5	Landmarking of Historic Resources	67
5.6	Priorities of Preservation Efforts	68
5.7	Preservation Incentives: Grants, Tax Credits and Other Options	74
5.8	Emerging Topics in Preservation Planning	75

Section 6 - Action Plan

6.1	Recommended Activities	77
6.2	Action Item List	77

Section 7 - Appendices

7.1	Historic Maps	81
7.2	Results from Citizen Survey	82

Section 1 – Introduction: Vision and Process

1.1 Introduction

Historic landscapes, structures, buildings, art, and architecture can foster deep community connections and facilitate understanding of how the past has shaped the present. Historic preservation provides a sense of place, a reminder that encourages reflection on Windsor's origins, its current reality, and an aspirational vision for the future of the town. Historic Preservation is an area of focus that helps guide the management of community change by providing insight into past patterns, connecting places with stories, and enriching and activating the collective memory of a population.

The Town of Windsor is a community with a diverse and rich history that has been reinvented repeatedly, always retaining its resilience and small-town character that is so cherished amongst community members, stakeholders, and tourists alike. This Historic Preservation Master Plan will provide recommendations on how to prioritize preservation efforts and make certain that plans adequately address preservation goals. The plan distinguishes clear opportunities for regulatory and organizational support as well as public participation in the ever-important process of historic preservation.

1.2 Vision Statement

The Vision Statement from the 2016 Comprehensive Plan states:

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, 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 put, Windsor is one of the most desirable, successful communities in the Front Range, while also a meaningful part of the Northern Colorado region.

The 2016 Comprehensive Plan title page displays this key statement: *Honoring our Past; Celebrating our Future*. The Action Item List provides many recommendations, including:

1. Leverage the town's history and invest in projects that reinforce the community's tight-knit, small town character.
2. Maintain the character of existing residential neighborhoods and make investments that leverage their distinctiveness from newer parts of town.
3. Create a distinct sense of place for the town's commercial and industrial districts.

Accordingly, the vision for this Historic Preservation Master Plan that builds upon prior planning efforts is that:

Windsor is a model community for promotion of thoughtful, high-quality preservation efforts actively seeking balance for the protection and utilization of irreplaceable historic sites and landscapes. Windsor is a community knowledgeable about its cultural heritage and enthusiastic about preserving its unique history. Windsor is ready to share its stories, and its historical and cultural resources with residents and visitors as part of our ongoing economic and community development strategy.

1.3 Purpose of the Historic Preservation Plan

Historic preservation planning includes identifying and evaluating historic resources and the relationship between the resource and the current context. The process involves identifying actionable practices, establishing standards, and educating the public. The purpose and intent of the Windsor Historic Master Plan is to connect with the population utilizing informative and engaging outreach to help individuals understand the history of their community, to be developed in a collaborative way and foster a collaborative spirit for future preservation work, to advance work that the town has already done by exploring shared community goals, to assess the feasibility of various preservation tools, to further placemaking efforts, to explore options for the protection of downtown, commercial areas, and residential neighborhoods alike, and to create an action plan for Windsor to continue down the path of preservation.

Community Participation: The Plan provides useful information to make any resident a knowledgeable community-member and gives them tools and options to consider. The greater goal is to optimize any public-led preservation project to best reflect the goals of Windsor residents through information gathered from past



Public Outreach in November 2022

plans, other guiding documents, and community outreach to ensure that historic resources remain viable well into the future. Facilitating the linkage of these resources with the stories that make them significant ensures that the stories live on among community members.

Collaborative Development of the Plan: This Plan has been developed in collaboration with the Town of Windsor, the Historic Preservation Commission, and the members of the community who brought together their interests, opinions, and energy to contribute to this project. This Plan aims to foster connection and collaboration between various entities such as various town departments, the Downtown Development Authority (DDA), the Windsor History Museum, the Clearview Library District, and the HPC will prove to be beneficial to the sustainability of the preservation program for Windsor.

Past Plans and Historic Preservation Efforts: Additional planning efforts that the town has taken on include Plans and Development Standards like the *Commercial Corridor Plan*, the *I25 Corridor Plan*, the *2016 Windsor Comprehensive Plan*, the *Municipal Code*, *Open Space and Trails Strategic Plan*, and *Vision 2025*. Each of these guiding and regulatory documents give insight into the priorities of the community, which include promotion of the downtown area as a place for vibrant, pedestrian-friendly community engagement and commerce. The downtown area and the corridors that connect to it are the focus of previous preservation efforts, codified protections, and guidelines to design to enhance or maintain historic relevance, this plan should continue this effort and align with established goals. Historic Context and Survey work has been conducted by a variety of professionals and students covering various portions of town as discussed further in Section 2.1 of this plan.

Windsor is a Colorado Certified Local Government, Main Street Designated Community. These designations enable the town to benefit from certain resources like funding from the Federal Historic Preservation Fund, technical assistance from State Historic Preservation Office (SHPO) staff, as well as the additional inherent benefits including social, economic, and environmental, discussed further in Section 4.1. The town's dedication to maintaining these designations and continuing to further their historic preservation efforts is a noble endeavor that will help ensure that Windsor remains a great place to be, to live, work, and play. According to National Parks Service, requirements for the Certified Local Government include these goals, at a minimum, which this plan explains and builds upon:

- Establish a qualified historic preservation commission.
- Enforce appropriate State or local legislation for the designation and protection of historic properties. In most cases this is done in the form of a local ordinance.
- Maintain a system for the survey and inventory of local historic resources.
- Facilitate public participation in local preservation, including participation in the National Register listing process.
- Follow any additional requirements outlined in the State's CLG Procedures.

Placemaking and Downtown Revitalization: Storytelling has a longstanding tradition of preserving historical information and passing that information on to youth, the future community leaders. Placemaking is a way to tell stories in a visual way. Integrating new development, innovative community development ideas, and placemaking to include historically significant spaces can tell a rich story and actively display the value of a place's heritage to youth, visitors, and long-time residents alike. This rich story can contribute to community

vitality and connect residents to the place, enhancing the quality of life in Windsor.

Activities utilized to enchant the greater public include wayfinding and interpretive signage that tell stories about past residents, industry, ways of life, community events, and more. Walking tours are a great community activity that Windsor can promulgate. Windsor has a virtual walking tour of many historic properties available on their website but bringing that out of the virtual world and into the built environment may help in the revitalization of the downtown area and other historically significant areas of the town. A link to the virtual walking tour is [HERE](#).

Residential Protection: In Windsor, any building which is 50 years of age or older can be eligible for designation as a local historic landmark. Moreover, some residential neighborhoods have historic qualities that should be identified and preserved as districts. A historic district may be identified because of its unique layout, a preponderance of historic structures, or an association with a certain period of migration into the community.

The town of Windsor has created mapping reference tools for twenty-six historic commercial or public buildings and eight churches, but there has been less of a focus on identifying and assessing residential buildings. Past surveys referenced in this plan cover historic homes on Walnut Street, but noting and assessing other historic residential resources would be beneficial for the town and the Historic Preservation Commission. It can help for future review of reconstruction and development projects that could otherwise jeopardize the character of the neighborhoods in which historic homes are located.

Actions: In formulating recommendations for the town, this Plan recognizes the need to maintain historical resources in a fashion that is not overly restrictive to private enterprise, landowners, and homeowners. These recommendations are compiled in Section 6, the Action Item Plan, for quick reference. Community advocacy built from within will be the ultimate driver to completing these goals in the way that residents have expressed they see fit.

1.4 What is Historic Preservation?

In practice, historic preservation is “the act or process of applying measures necessary to sustain the existing form, integrity, and materials of an historic property.” Choosing an appropriate treatment for a historic building or landscape is critical.

- **Preservation** focuses on the maintenance and repair of existing historic materials and retention of a property’s form as it has evolved over time.
- **Rehabilitation** acknowledges the need to alter or add to a historic property to meet continuing or changing uses while retaining the property’s historic character.
- **Restoration** depicts a property at a particular period of time in its history, while removing evidence of other periods.
- **Reconstruction** re-creates vanished or non-surviving portions of a property for interpretive purposes.

For more information see: *Four Approaches to the Treatment of Historic Properties*, National Park Service, U.S. Department of the Interior: <https://www.nps.gov/tps/standards/four-treatments/treatment-preservation.htm>

But preservation goes beyond this very prescriptive definition. A significant area of preservation activity also requires the adaptive reuse of buildings and sites so they are economically viable and can continue to function as a useful part of the community. To accomplish adaptive reuse, historic preservation requires innovation. More than patching holes or stabilizing foundations, historic preservation often requires balancing faithful restoration by upgrading historic buildings with modern technologies so that they can remain attractive, efficient, and functional for continued use. In this manner, historic preservation gives us an opportunity to live in and be a part of our history.

It is the goal of this Plan that in exploring and using this document, the residents of Windsor will come to understand that historic preservation is not an activity that locks down growth and forward progress. On the contrary, historic preservation can become the catalyst of growth and an important feature of the town's identity. All communities have their creation stories and tales of past decades. By preserving Windsor's historic resources, we are ensuring that the town's history remains visible and usable today and for future generations. Some examples of Colorado municipalities that have utilized historic preservation to their benefit include:

- Loveland
- Fort Collins
- Greeley
- Sterling
- Berthoud
- Lafayette
- Louisville
- Brighton
- Johnstown
- Longmont

Reusing and repurposing old buildings reinforces the urban pattern and creates nodes of activity. It has been shown that preserved places function as activity generators, bringing increased economic development along with new and varied options for housing and commercial space. Historic structures and neighborhoods provide a unique character attractive to many demographic groups, particularly the millennial generation. The 2017 publication, *Preservation for a Changing Colorado*, documents how historic preservation “strengthens our economy and our communities.” (Clarion Associates of Colorado, Colorado Preservation Inc., History Colorado)

Historic preservation also supports environmental sustainability. By reusing old buildings, huge inputs of energy can be avoided, and vast amounts of landfill trash withheld. Additionally, reusing and repurposing old buildings supports infill in the urban core of communities large and small, providing opportunities for revitalizing the original townsite and other historic areas of the town. This can result in an infusion of housing types and opportunities to attract diverse generations to the community. Windsor's Vision 2025 Plan provides guidance for the town to seek to revitalize and retain diverse housing opportunities as part of the sustainability section of the document.

1.5 Public Engagement Activities

One of the key elements of any preservation planning project involves engagement with resource owners, stakeholders in the community, and their representatives. In this case, meetings took place with town staff and the Historic Preservation Commission (HPC), staff from the Windsor Art & Heritage Center, and the

director of the Downtown Development Authority. Public input was solicited through two in-person meetings along with an online survey. These activities offered commentary and data points for this plan.

Discussions were ongoing throughout the project with the HPC and with Caitlin Heusser, who managed the project for the Town of Windsor. The first public meeting was held on 2 November 2022 in the Town Hall auditorium. This involved a presentation by consultants Stan Clauson and Ron Sladek about the methodology and goals of the preservation plan, followed by a question-and-answer session. A second public meeting, more heavily attended than the first, took place on 22 March 2023 at the Windsor Mill. Ron Sladek of Tatanka Historical Associates conducted this gathering. It took the form of a question-and-answer session on topics of local preservation interest, with the consultant asking questions that elicited responses from those in attendance. Toward the end, the attendees were invited to ask questions or provide comments about Windsor's historic preservation program and any concerns they might have had. All of the questions and comments from these various meetings were captured and used in the preparation of this preservation plan.

On 20 April 2023, Ron Sladek met with Michelle Vance, the new executive director of Windsor's Downtown Development Authority (DDA). At this meeting, Ms. Vance was informed about the Historic Preservation Plan's purpose and progress. Discussion then took place about the downtown commercial district and its historic resources, the DDA's façade enhancement program, and both interests and concerns expressed by business and property owners. Ms. Vance has experience with historic preservation and the celebration of local heritage prior to her arrival in Windsor. She is eager to help her constituents, the downtown business and property owners, in any way possible as they work to improve the commercial district. Ms. Vance expressed her support for historic preservation and her willingness to collaborate with the HPC and the Town of Windsor.

The online survey developed by the consultants in partnership with the Town of Windsor was advertised for several months on the municipal website and promoted at the public meetings and through the work of the HPC and town staff. The survey presented twenty-four multiple-choice questions about historic preservation in Windsor. These were designed to elicit responses that would help to assess public knowledge and sentiment about the subject. Forty-four people participated in the survey and their responses were collated into a report that presented the information in the form of graphs and pie charts. The more salient information derived from the report is built into the plan and provided in an appendix.

Finally, if local preservation efforts are to remain effective, public education and continued outreach surrounding the various preservation opportunities in and around town should be promoted. Efforts that advance the preservation of historic resources should be celebrated by the town, and people should feel comfortable approaching the town to receive guidance on their own projects.

Section 2 – Historic Context

2.1 A Brief History of Windsor

While the history of Windsor is unique to its particular time and place, its birth and development occurred within the larger context of northern Colorado's history of human occupation, settlement and development. Consequently, Windsor's heritage is related to several themes, including the early Native presence on the land followed by the subsequent impacts of exploration and settlement, agriculture and immigration, transportation and town building, and commerce and population growth. All of these impacted the development of Windsor from its founding in the 1880s to the present time.

For millennia, the plains and foothills of northern Colorado were occupied by Paleo-Indian peoples who left archaeological evidence of their presence on the land dating back almost 12,000 years. Starting in the 1700s and continuing into the 1860s, the region was home to a series of nomadic historic tribes that had been pushed west and then south as the United States expanded beyond its original thirteen colonies. Fur trappers and traders visited the plains of northern Colorado, along with exploration parties between the 1830s and 1850s. By the time Euro-Americans began to enter the region in larger numbers in the 1860s in search of gold and land to settle, the trappers and traders were mostly gone, and the predominant tribes were the Arapaho and Cheyenne. Increasing conflict with settlers and the American government led to the permanent removal of Indigenous peoples from Colorado's eastern plains by the end of the 1860s.

The Colorado Territory was established in 1861, with Weld County among its first political subdivisions. As the federal government asserted control over the western frontier, Congress passed the 1862 Homestead Act to encourage settlement and the Civil War ended three years later. Migration into Colorado sagged during the war but then exploded when it ended in 1865. Travel across the open plains of Kansas and Nebraska was soon aided by completion of the transcontinental rail line to Cheyenne in late 1867. In 1870, the Colorado Territory was connected by rail to the rest of the nation when the Denver Pacific Railway between Cheyenne and Denver, and the Kansas Pacific Railway between Kansas City and Denver were both constructed and opened to traffic.

The plains of western Weld County were first surveyed by the federal government in 1864. A survey crew led by Hiram Witter measured the land, dividing it into multiple 640-acre (one square mile) sections that were further subdivided into smaller quarter sections. In his field journal, Witter reported that the "smooth prairie" where Windsor would emerge two decades later was considered "second rate," meaning that it would be good for livestock pasture. The land was yet to be irrigated and no mention of a lake appeared in the field notes because none existed at this location.

Once the land was surveyed and mapped, the legal filing of property claims and acquisitions became possible. While some migrants arrived during the settlement era to seek their fortune in the alpine mining camps, many others recognized the rich opportunities that awaited them on the undeveloped plains just east of the mountains. The region held an abundance of land that could be homesteaded or purchased and developed into farms and towns. In a semi-arid landscape crossed by rivers and streams that transported snowmelt

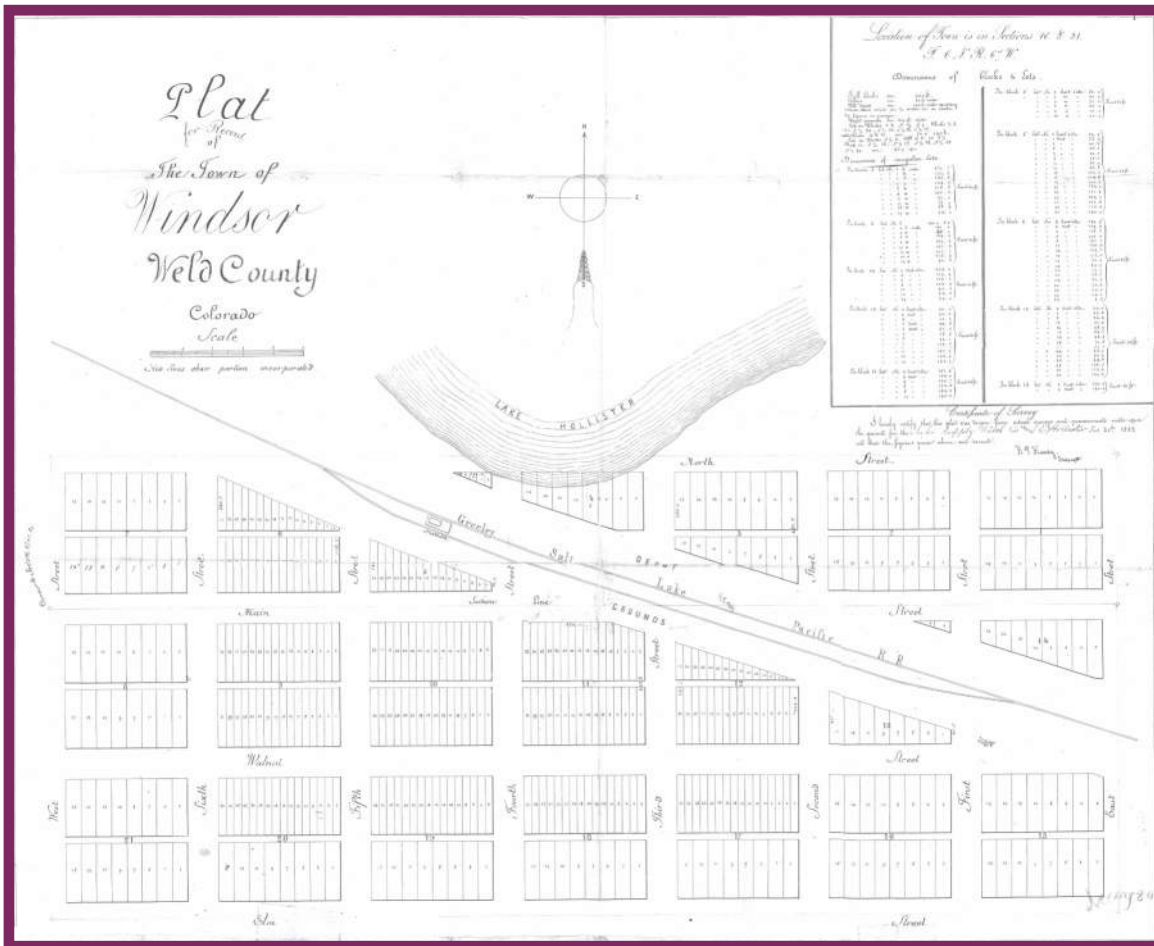
out of the mountains, it didn't take long for ambitious farmers, mutual aid associations, and even for-profit enterprises to develop irrigation ditches and networks that allowed agriculture to thrive. One of these, the Whitney Ditch, was constructed in 1862 through the future area of Windsor.

Windsor's origins date to the summer of 1881, when the Greeley, Salt Lake & Pacific Railroad (GSL&P) launched the construction of a standard gauge line between Fort Collins and Greeley. With financial backing from the Union Pacific Railroad, the GSL&P's managers laid ambitious plans to continue west from Fort Collins, climb the Cache la Poudre Canyon over Cameron Pass and into North Park, and from there head for the West Coast. Due to the prohibitive cost of construction in the mountains, the line ultimately terminated at the sandstone and limestone quarries west of Fort Collins in the vicinity of Bellvue and Stout. In 1898, the GSL&P was taken over by the Colorado & Southern Railway (C&S), which was itself acquired in 1908 by the Chicago, Burlington & Quincy Railroad (CB&Q).

Grading of the GSL&P rail bed, followed by the laying of ties and rails, extended from 1881 into 1882. In the late summer of 1882, the railroad announced its plans to establish a station and townsite along the tracks halfway between Fort Collins and Greeley. The location was a 320-acre ranch owned by pioneer Edward Hollister and his wife Charlotte, along with land and a recently completed irrigation reservoir to the north that was owned by the Lake Supply Ditch Company (in 1907, this was reorganized as the Kern Reservoir and Ditch Company). Originally called Hollister Lake or Kern Lake, area residents and newspapers soon settled on the name Windsor Lake, which it continues to be known as today. The rail station was initially referred to as London or New London, by the middle of September 1882 the railroad had changed its name to Windsor. GSL&P trains began to run on a regular schedule on December 1, connecting Fort Collins and Greeley and extending southward to Denver. Timetables printed in area newspapers showed that Windsor was in fact at the exact midpoint between the two larger towns.

Cobbs & Woodward soon opened an agricultural products commission business on Main Street and over the following years John M. Cobbs had several commercial blocks constructed. Fort Collins merchant H. D. Seckner also had a wood-frame commercial building erected along the north side of Main Street to house his grocery store.

The Fort Collins Courier began printing a column in December 1882 that was devoted to developments in Windsor. Under the heading "Windsor Winnowings," readers were updated on newsworthy people, places, and events in and around the small but growing town. The first columns reported that the section house for the railroad was under construction, soon to be followed by the train depot. Cobbs & Woodward was doing excellent business, Seckner's wood-frame store was completed, and the surrounding farms were growing an abundance of hay and potatoes that were shipped to Denver by rail. The first residence was completed for Dan Rogers on the southwest corner of 4th Street and Main Street, a blacksmith shop was erected by Pierce Morgan, and the post office was initially placed in Cobbs & Woodward's commission house but soon moved to Seckner's store. Looking into the future, the newspaper noted that "Windsor Lake is bound to become one of the chief attractions of this thriving little town." The irrigation reservoir drew wild ducks and geese to its surface that soon brought hunters to its shores.



Original Plat of the Town of Windsor, 1882

On January 6, the Fort Collins Courier reported that opportunities were to be found in Windsor for anyone looking to open a business there. The town needed a hotel, hardware store, dry goods store, brickyard, drug store and a shoe shop. The railroad section house was ready in January and work began on the combined passenger and freight depot, which was completed at a rapid pace. In January and February, the Lake Supply Ditch Company set a twelve-man crew to work on Windsor Lake harvesting 1,000 tons of ice, which they cut into blocks and shipped to Denver on six to ten rail cars per day. Harvesting and shipping of ice from the lake became an annual affair. In mid-May 1883, the Fort Collins Courier wrote that "Windsor is growing and already presents the air of a lively little town."

The small community and its environs continued to grow, with enough activity taking place that the Fort Collins Courier wryly commented "With several cases of burglary, two of horse stealing, two dances in a week, and a general boom in all lines of business, who dare say Windsor is not improving and putting on metropolitan airs." The business of Cobbs & Woodward was thriving as the firm expanded beyond buying and selling farm produce to carry hardware, lumber, coal, wagons, and farm implements and machinery (Woodward left the firm in 1884 and it was renamed Cobbs and Laybourn). Pierce's blacksmith shop was busy with repairs and fabricating tools and equipment.

Additional development took place throughout the 1880s. Hollister continued to sell town lots and although only about half a dozen houses were completed by 1884, others were under construction and the number greatly increased as each year passed. Commercial buildings also continued to be erected along the Main Street corridor. These included a meat market operated by Edwards & Hunt, a fruit, tobacco and confectionery store, and a livery stable owned by Charles Yancey. The Hotel de Harris opened in the residence of renowned hunter, trapper and veterinary surgeon Robert Harris on the northwest corner of Main Street and 5th Street. Many of his guests were hunters from Denver, drawn there by Harris' hospitality and the nearby lake crowded with waterfowl. Windsor Lake was stocked with fish, adding to its attraction. In May 1885, one enterprising local set a net in the water and hauled in a large catch. After providing onlookers with free fish for their dinner tables, he shipped about 1,500 pounds of his catch to Denver and Cheyenne. Also that year, a wagon and carriage shop opened in downtown Windsor and a grain elevator was completed. During the fall harvest, the elevator purchased 1,000 bushels of wheat daily for \$1.25 per bushel.



Windsor Lake, circa 1905
(R. Sladek Postcard Collection)

The first religious service held in Windsor occurred on 1 January 1883, when Reverend Samuel A. Winsor (not Windsor), pastor of the Methodist Episcopal Church in Fort Collins, officiated at a New Year's service held in Seckner's store. In 1885, the First Methodist Episcopal Church constructed the first religious building in Windsor on the southwest corner of 5th Street and Walnut Street. That building was demolished and replaced with a greatly enlarged church in 1915. Other churches emerged in the neighborhood south of Main Street over the following decades, many of them along Walnut Street and Elm Street. These included the Christian Church of Windsor (1900 – the oldest still standing) at 530 Walnut St., St. John's Evangelical Lutheran Church (1906) at 102 Elm St., Zion Evangelical Lutheran Church (1914) at 129 Walnut St., German Congregational Church (1906) at 130 Elm St., and St. Alban's Episcopal Church (1914) at 311 6th St., and the Windsor Assembly of God Church (1940) at 416 Oak St. Because of the preponderance of Germans from Russia (also known as Volga Germans) who lived in and around Windsor, St. John's and Zion Evangelical had German-speaking ministers who conducted services and provided sermons in German.

By 1890, Windsor's permanence seemed assured and the growing town of approximately 175 souls was incorporated in April of that year. The boundaries were set at the railroad right-of-way on the north, Locust Street on the south, 1st Street on the east, and West Street (today's 7th Street) on the west. Despite the town plat filed several years earlier, the area north of the railroad right-of-way was not included in the incorporated town, nor were the two square blocks on the east side between 1st Street and East Street (today's Chimney Park Drive). A town board was formed, a mayor elected, and appointments made to the positions of town marshal, police magistrate and health officer. Development continued over the following decade and by 1900 the town's population had increased to 305. In 1883, residents raised funds and attempted to complete an artesian well on the Hollister land south of Main Street. However, the effort failed to secure a reliable source



Christian Church of Windsor, circa 1910
(R. Sladek Postcard Collection)

of water for the town. A decade later, in 1894, the town purchased an 80-acre water right from the Cache la Poudre Irrigation Company to provide water for lawns and gardens. Domestic water was provided by shallow private wells. This system of water supply proved to be inadequate for the town's needs and was soon replaced.

An important development of the 1890s involved the founding of the Windsor Leader newspaper in 1898. Roy Ray acquired the paper in 1901, changed its name to the Poudre Valley, and became its publisher and editor. Until his death in 1942, Ray remained

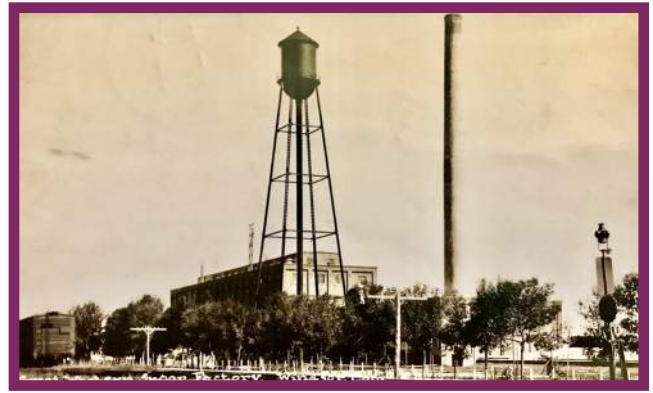
one of Windsor's best-known and most respected boosters through his breezy editorial style of writing. He also served as town clerk, a member of the town board, and as mayor. Ray represented Windsor on the state level by serving two terms in the Colorado House of Representatives. His wife Ethel continued to run the paper until 1947, when it was sold, and its name changed to the Windsor Beacon.

The first flour mill in Windsor stood along the rail corridor on the east side of town and was operated by E. M. Gillette. It was destroyed by fire on 4 July 1899. Shortly afterwards, the Windsor Milling & Elevator Company constructed a large facility on the southwest corner of Main Street and 3rd Street. The building consisted of a brick mill, wood frame elevator, stacked-plank grain bins, and a warehouse. With its modern machinery, the mill produced 300 barrels of flour each day. Eventually the milling company struggled to purchase affordable high-quality wheat and the plant was closed. The building was then used for grain storage and as a feed store. In May 2008, it was damaged by a tornado and then in August 2017 a large part of the building burned to the ground as it was undergoing rehabilitation. The facility was rebuilt a few years later and reopened as one of Windsor's premiere venues for dining, drinking, and special events.

In 1903, the Windsor Sugar Company arranged for a large factory to be constructed on the east edge of Windsor, a development that would transform the town and surrounding countryside for miles in every direction. The factory was acquired in 1905 by the Great Western Sugar Company of Denver, which was taking control of all of the northern Colorado sugar plants. The firm contracted with area farmers prior to planting of the sugar beets and reliably paid cash for the crop when it was harvested and delivered to the factory. Many farmers switched to growing the lucrative crop, and soon the factory supported both town and countryside as irrigated sugar beet farming became the area's economic mainstay.

Windsor's population surged as new arrivals settled in the community after the sugar factory opened. Some came to work in the plant and surrounding agricultural fields, and others provided goods and services. This spurred rapid development of the commercial and residential districts, and over time the sugar company built around two dozen houses for employees in Windsor. An increase in tax revenues also led to the construction and improvement of public facilities. Windsor entered the 20th century as a boomtown and by 1910 its

population had increased to 935, representing a 206% growth rate from a decade earlier. During this period, settlement-era wood-frame commercial buildings were replaced by brick buildings that were one to two-stories in height. Main Street from 3rd Street to 6th Street was lined by a variety of retail stores and service shops that included Dr. Porter's Pharmacy and the Osterhout Lumberyard. Warehouses and other small businesses operated along the rail corridor.

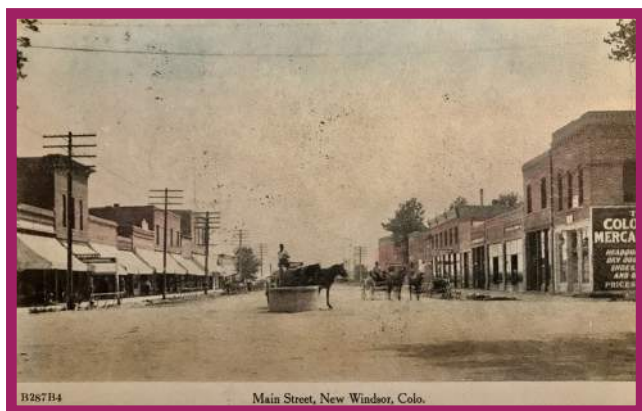


**Windsor's Great Western Sugar Factory, date unknown
(R. Sladek Postcard Collection)**

Numerous workers were employed in Windsor's sugar factory, and the growing, harvesting and shipping of sugar beets supported thousands of others throughout the region. While some lived on area farms, others were town residents. Additional workers were employed by the company's rail line, the Great Western Railway, which was used to ship beets from area beet dumps to regional sugar factories. The industry found a workforce among the Germans from Russia who were immigrating to the United States seeking opportunities to rebuild their lives in their new home. Most were experienced in farming, including the growing of sugar beets. During the first half of the 20th century, they greatly influenced the trajectory of Windsor's culture and development. Through ambition and hard work, many acquired farms of their own and were no longer available as sugar beet laborers. In the 1920s, the company turned to seasonal Latino workers from southern Colorado, New Mexico, Texas and Mexico. Similar to the Germans from Russia, some of them settled permanently in the Windsor area, where they acquired property, raised families, and worked in agriculture or other fields. Many descendants of the early Germans from Russia and Hispanic families remain in the area today.

The commercial district along Main Street continued to develop from the late 1800s through the first few decades of the 20th century as numerous buildings were constructed to house a variety of retail stores and service shops. Businessman Lewis Teller acquired the Seckner Store and partnered with Otis Hill to operate the Hill-Teller Mercantile Company. By 1900, the firm was reorganized as the Windsor Mercantile Company, selling hardware, groceries and dry goods at 414 Main Street. It also operated a grain elevator and warehouse along the railroad tracks near 4th Street. The business remained in operation through the late 1950s. Charles Yancey completed the Yancey Block at 517-519 Main Street in 1905 and had other commercial buildings erected along the thoroughfare. He served as mayor from 1908 to 1911. In 1904, the Bank of Northern Colorado opened in a small brick building on the prominent southwest corner of 5th Street and Main Street. The following year, the bank received a federal charter and became the First National Bank of Windsor. The building was demolished in 1919 and replaced with a much larger two-story building that held the bank on the main floor with two commercial spaces to the rear. The Bank Hotel occupied the entire second floor.

The town's water supply continued to be a problem and in 1901 plans were made for the installation of a waterworks system. A shallow well was completed in the northwest area of town, with a tower above that supported an elevated water tank. Water mains were installed along the town's streets and a pumphouse



Windsor's Main Street Commerical District, circa 1905. Note the public water trough in the middle of the street.
(R. Sladek Postcard Collection)

the town and from there into each building. The community's electric system became active in February 1909. Telephone service arrived in Windsor in 1896 when the Colorado Telephone Company extended a line there from Greeley. At the time, there were only three telephone connections in the area, two of them to the Greeley No. 2 Canal headgate and reservoir and the third to the Windsor Mercantile Company. The first telephone exchange was installed in the town in 1900 and in 1910 a dedicated telephone building was constructed at 217 5th St. This exchange was operated through the early 1960s by the Mountain States Telephone & Telegraph Company. The number of telephones connecting all of the residences and other buildings in town increased year by year. The town's first sewer system was installed in 1906 and it was extended into the later additions over the following years. A sewage treatment plant was constructed in 1937. Main Street was first paved in 1921, reportedly the first street to be finished with cement in all of Weld County.

As a growing number of families settled in the town of Windsor, the need for adequate schools became a pressing issue. In 1883, the small Whitney schoolhouse was moved into town from the countryside. That was replaced in 1886 by a two-story brick schoolhouse. Another brick school was built in 1901 on the northeast corner of 4th Street and Walnut Street. In June 1904, a bond issue of \$12,000 was approved and work began on a high school on the southwest corner of 3rd and Walnut. Known as the Park School, the building was completed in 1905. By 1907, the school district was educating almost 500 students and the Park School was already deemed inadequate. Another bond issue for \$23,000 was approved in 1909 for expansion of the Park School to the west. This required that the adjacent 1886 schoolhouse be demolished. In addition to increased classroom space, the enlarged Park School was designed to hold a third-story multi-purpose auditorium, school assembly room and public hall. The expansion of the Park School was completed in 1910.

Growth led to the construction of a new high school in 1919 on the west end of town. The following year, several of the small rural school districts in the area were disbanded and the students began to attend school in Windsor, swelling attendance and crowding

built near the well. The most significant change took place in 1908, when the Town of Windsor secured a contract that would provide water from Greeley's treatment plant at the mouth of the Cache la Poudre River near Bellvue. A reliable source of treated water for the entire community was finally assured. The system was greatly improved in 1932 with the help of the federal Public Works Administration.

In 1908, the town board approved a franchise with the Northern Light & Power Company to provide electricity to Windsor. Wires were strung across poles throughout



First National Bank, circa 1920.
(R. Sladek Postcard Collection)

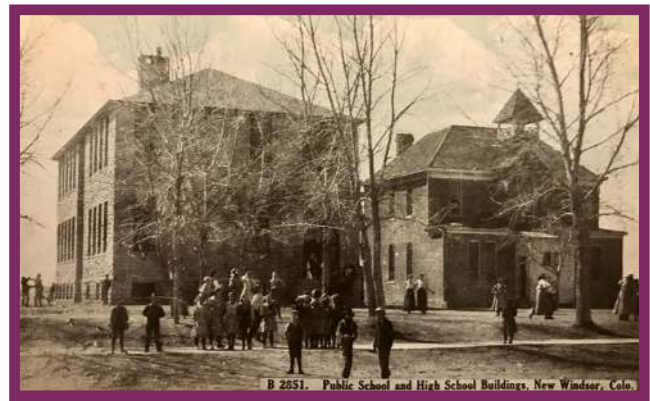
its facilities. A junior high school was constructed just west of the high school in 1921. Until the early 1920s, teachers were provided with accommodations in private homes. However, the increase in students caused by population growth and school consolidation led to a need for teachers' housing. This was achieved in 1921 through construction of a teacherage at 519 Walnut Street that was capable of housing 32 teachers. Known as Cohagen Hall, the building was named for A. C. Cohagen, the first superintendent of Windsor's school district.

In 1909, Dr. T. B. Gormley and Dr. E. I. Raymond opened a 2½-story private hospital they had constructed at 216 5th St. on the back of the lot that held Dr. Gormley's residence. The prominent brick building featured a curvilinear Mission Style parapet centered high above the front entrance. Mounted on the parapet face is the phrase Windsor Hospital along with a red cross. The building's main floor held offices and the second floor was occupied by an operating room, sterilization room, wardroom, and three private patient rooms. Two additional patient rooms were located on the top floor. The hospital's founding doctors and those who followed them treated many patients and delivered many babies in the facility. Another private health care facility, the Bartz Memorial Hospital, opened in 1916 after it was built for Dr. L. E. Bartz. This 15-bed hospital was located at 214 7th St. and continued to operate under the management of other doctors following Bartz's death in 1937. Both hospitals closed in the 1940s.

Another public amenity that emerged during the early 20th century was a town library, formed by the Windsor Improvement Club in 1906 with donated books and an initial book-buying budget of \$200. After years without a home, a small house was acquired in 1919 on the lot just south of the First National Bank (see the left



Windsor Junior High, circa 1922
(R. Sladek Postcard Collection)



Park School on the Left, circa 1906
(R. Sladek Postcard Collection)



Cohagen Hall, circa 1922
(R. Sladek Postcard Collection)

side of the bank photograph on previous page) and by 1923 the Town of Windsor owned the library. The library moved into larger quarters in 1936 when the schoolhouse on the northeast corner of 3rd Street and Walnut Street was remodeled to serve this purpose. In 1961, the library moved into a mid-century Modern building at 214 5th St., where it remained until the mid-1990s.

Windsor's burial ground on the east end of Main Street was established in the 1880s and became known

as Lakeview Cemetery. The site was surveyed by Professor Mead of the Colorado Agricultural College, acting on behalf of the First Methodist Church. In 1900, the church sold the cemetery to the Town of Windsor, which expanded the grounds to the east a few years later. Improvements to the landscape began in earnest when a well was completed in the cemetery's northeast corner in 1916. A pump transported water to the cemetery's highest point, from which water flooded the site. This development allowed for grass to be planted, along with trees and shrubs. A caretaker was hired around that time, and fencing and ornamental gates were installed in 1919. The site's water system was improved during the Great Depression.



**Windsor Public Library, circa 1940
(R. Sladek Postcard Collection)**

Windsor needed an adequate seat of local government and in 1909 a brick two-story Town Hall was completed on 5th Street, one half block north of Main Street. The multi-use building held the clerk's office, a public records vault, a jail cell, office space for the police and fire departments, a second-floor meeting room, and an indoor parking space for the community's single fire truck. A public water tap was installed on the alley side of the building. The façade's Classical Revival detailing, including pilasters, a projecting cornice with a dentil band, and a pediment, formed something of a second-story temple front. This provided the building and residents with an element of sophistication and permanence in governance.

Throughout the first half of the 20th century, Windsor was transformed by the arrival and proliferation of the automobile. Horse-drawn vehicles were replaced by an ever-changing array of automobiles that required fuel and repairs and places to park. Windsor's Main Street was adapted to diagonal parking and gasoline stations, auto repair shops and small dealerships appeared along its length. Local cafes also catered to the traveling public. Main Street was designated by the Colorado Department of Highways as State Highways 257 and 392, placing the town along the primary east-west route between Fort Collins and Greeley.

Windsor's population continued to grow throughout the first few decades of the 20th century. Between 1910 and 1930, the number of town residents grew from 935 to 1,852, representing an increase of almost 200% but taking twice the amount of time compared to what occurred during the century's first decade. The town's population then fell into a downward slide as it dropped from 1,852 in 1930 to 1,548 in 1950. This loss of residents was due to a decline in the beet sugar industry, combined with the impact of the Great Depression and World War II as some of its young men and women left to participate in the war and then migrated to other communities and opportunities. In the last few sections of his book, Highlights in the



**Windsor Town Hall, circa 1920
(R. Sladek Postcard Collection)**

History of Windsor, Colorado, author Roy Ray provides a detailed and very useful listing of the many changes to businesses, buildings, and residents that took place between around 1900 and 1940 as the town grew and evolved.

From the 1950s through the 1960s, Windsor's population hovered around 1,500. Its stagnation during this period is largely attributed to the mechanization of work in the beet fields, continued decline in the profitability of beet sugar as the domestic industry competed with imported cane sugar, reduced demand for sugar following World War II as the federal government cut back on defense spending, the mid-1960s completion of Interstate 25 more than four miles to the west, and closure of the Great Western Sugar Factory in 1966. Parts of the factory were demolished a decade later. Despite the loss of its largest employer, the small community held on, and many residents continued to live and shop there.



**Parade Along Main Street, View to the West, circa 1937
(Windsor Museum Image #1900.002.455)**

In 1968, the Eastman Kodak Corporation of Rochester, New York, announced that it had acquired 2,400 acres of land on the east side of Windsor and would launch the development of a large campus for its Kodak Colorado Division. The company initially occupied the former sugar factory and placed its local administrative offices in the historic building. Construction began in 1969 on the extensive manufacturing facility that would occupy the open fields southeast of Windsor and work on the plant continued in phases through the mid-1970s. By 1980, almost 3,000 people worked in the Kodak plant. Around 460 lived in Windsor and the rest resided in Fort Collins, Loveland, Greeley, and the surrounding countryside. Products manufactured there included medical X-ray film, thermal media, lithographic plates, phototypesetting paper, color print paper, 16mm film, and the 35mm film that Hollywood used in the production of motion pictures. The massive influx of jobs and paychecks boosted Windsor's economy and heightened the need for additional housing, retail stores and services. The town emerged from the doldrums of previous years and exploded in size as its population increased from 1,564 to 9,896 between 1970 and 2000.

In the mid-1960s, the Westview Addition on the town's west side opened for development. Following the arrival of Kodak, Windsor began to expand into the surrounding countryside at a more rapid pace. Developments of the 1970s that occurred around the town's periphery included Windsormere Village (1970), Windsor Village (1971), Windsor West Subdivision (1973), Willow Park Subdivision (1978). The Windsor West Shopping Center was also developed during the 1970s, pushing the town's commercial district to the west along the Main Street corridor. Most of these development projects were concentrated to the west and south of Windsor's historic core. Other residential projects were taking place on former crop fields within a few miles of the town. Along Main Street, several of the facades were remodeled in the 1970s to reflect an idealized German Old-World motif, with the intention of "sprucing up" the commercial district. Development continued through the 1980s and 1990s in the residential additions that were evolving around the town's perimeter.

From the 1990s into the 2010s, Eastman Kodak's business declined as the company failed to adapt to the advent and rapid spread of digital photography. During the first two decades of the 21st century, its operations in Windsor were scaled back and hundreds of employees were laid off. This led to some turmoil as jobs were lost. However, by that time Windsor had become an attractive bedroom community for nearby Fort Collins and Greeley, and with the growth of northern Colorado along the Interstate 25 corridor the town's continued upward trajectory seemed assured. By 2020, Windsor was rapidly expanding into the surrounding countryside through annexations and its population reached 32,716. It is continuing to grow today as the number of residents passes 36,000.

2.2 Sources of Additional Information

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2.3 Past Surveys and Contexts

Between the mid-1990s and late 2010s, the Town of Windsor had several historic preservation studies completed. Their purpose was to document elements of the community's history of development and to record a number of its built resources. The projects focused upon the core historic area of Windsor. These included the downtown commercial district, the residential district to the south, and early additions to the east and west, and specific resources including churches and the sugar factory. The following presents a recap of these projects along with discussion of their quality and recommendations they might have made.

Historic Resources Survey, 1996-1997: This project was completed in 1996-1997 for the Town of Windsor through funding from the town along with a Colorado State Historical Fund grant awarded to the Windsor-Severance Historical Society. The work was coordinated by a consulting team consisting of Paul Foster, Barbara Norgren and Todd Vess. The survey area included the original Town Plat and 2nd Filing, along with the Lakeview and Park Additions, Kern's Addition, Bowman's Addition, and the Cemetery Addition. These areas were developed during the late 1800s and early 1900s. While survey was limited to buildings constructed prior to 1947, at that time the 50-year age mark, most were much older. Town residents, including high school students and volunteers from the historical society, were recruited to assist the project by completing historical research and taking photographs.

Work began during the summer of 1996 when a preliminary search of the Colorado Office of Archaeology and Historic Preservation's database determined that 10 random properties in the Windsor area had already been documented. These would be reevaluated and the complete list of 125 buildings to be surveyed was developed. A one-day workshop was held with the volunteers to instruct them on the fieldwork, archival research, and completion of inventory forms. Over the following months, the properties were documented through the completion of inventory forms. Fifty were found to be field-eligible for local landmark designation, two were eligible for the Colorado State Register of Historic Properties, and fourteen were eligible for the National Register of Historic Places.

The project identified two potential landmark districts in the town. One was a proposed Walnut Street District, which would hold twenty-two contributing buildings. The other was an Elm Street District with thirty-one buildings and one site, Windsor's Town Park. Of the thirty-one buildings, twenty-five were determined to be contributing. Among the 125 buildings surveyed, thirty-nine were found to be ineligible for individual landmarking and would not contribute to a potential historic district. The results of the survey were summarized in a brief report. This project represented the beginning of coordinated survey work in Windsor. No specific recommendations were made for further projects.

Downtown Historic Resources Survey and Context, 2008-2010: This project was completed for the Town of Windsor between 2008 and 2010 by architectural historian and consultant Adam Thomas with Historitecture LLC. Assistance was provided by field technician Jeffrey DeHerrera and intern research historian Rachel Kline. Funding was provided by the town along with a Colorado State Historical Fund grant. The survey area encompassed the original downtown commercial district between 3rd Street and 6th Street. It involved the documentation and analysis of forty-six properties. Each was recorded in the field and researched through

area archives. Landmark eligibility determinations were made, and historic district potential was addressed. The project resulted in the completion of inventory forms along with a detailed report. Another task item in the scope of work involved the production of a video program based upon the survey.

The study concluded that five properties were eligible for listing in the Colorado State Register of Historic Properties and National Register of Historic Places. Fourteen were determined to be eligible for local landmark designation by the Town of Windsor. The project report provided a lengthy and well-written historic context for the Town of Windsor and the development of its downtown district. It also addressed the 1970s idealized German Old-World style as a vernacular motif. Four recommendations were made to the Town of Windsor at the end of the project report. These were that the landmark-eligible properties be nominated; that some sort of historic district be established in the downtown district under certain conditions (see below); that the community's residential areas be surveyed; and that Windsor's newspaper collection be digitized to improve access for research.

Regarding the question of a downtown historic district, the report suggested two possible strategies that might be considered for it to be eligible. The first would involve removal of the German Old-World façades and restoration of their earlier details. While some features apparently survived behind the 1970s alterations, others were likely missing and would require reconstruction based upon physical and photographic evidence. A second strategy would involve maintaining the German Old-World facades and nominating the downtown district as these features reached the fifty-year mark in the 2020s. However, it was noted in 2010 that many of the character-defining details of that motif were already being removed, including half-timbering, multi-light windows, wood-shingled awnings, and lighting and signage. This second approach was also problematic because the materials and work dating from the 1970s were considered to be of poor quality and the style was not well-liked by many Windsor residents who viewed it as outdated and even kitschy.

Sugar Factory Documentation, 2016: The surviving features of the Great Western Sugar Company factory on Windsor's east side were documented for the Town of Windsor in 2016 through the completion of two inventory forms. This work was done by three graduate students from Colorado State University's Department of History. They prepared one form for the warehouse building and silos, and a separate form for the adjacent chimney. This unusual approach appears to have been taken because the resources are separately owned. Typically, resources near one another and with a shared historical association (in this case, a factory complex) would be recorded on a single form with both owners listed.

Common to student projects, the inventory forms do not meet current standards for the documentation and analysis of historic properties. Consequently, they should not be relied upon by the Town of Windsor for planning or decision-making. Their shortcomings are typical of student projects, simply because they lack experience in the field.

The sugar factory is an important site that merits the attention of a professional historian and should be

documented again and re-evaluated on a single inventory form. This would include an improved architectural description, a more cohesive but brief history of the resource, and substantial evaluation of integrity, significance, and landmark eligibility. The resources were found to be individually eligible for local landmark designation and to the State and National Registers of Historic Places. While they may in fact be eligible for some level of designation, the arguments need to be reformulated and strengthened. Finally, the site is missing from the COMPASS database maintained by History Colorado's Office of Archaeology and Historic Preservation. This suggests that the student inventory forms (which do not include official site numbers) were never filed for review and that the property has not been documented by anyone else.

Church Survey, 2016: This project, also completed in 2016, involved the documentation of eight historic churches in Windsor through the completion of inventory forms. The work was done by graduate students from Colorado State University's Department of History, apparently as a class project.

The quality of the inventory forms is highly variable, and they all contain errors that need to be corrected. Many of the architectural descriptions could be improved and the statements of integrity and significance are generally weak. A few include more solid architectural descriptions and histories. Their shortcomings are typical of student projects, simply because they lack experience in the field. Consequently, the inventory forms do not meet current standards for the documentation and analysis of historic properties, and they should not be relied upon by the Town of Windsor for planning or decision-making.

Because the churches are such important historic buildings, the Town of Windsor will want to have them documented again and re-evaluated by a professional historian to produce reliable information. This would include improved architectural descriptions, more cohesive but brief histories of the resources, and substantial evaluation of integrity, significance and landmark eligibility.

Walnut Street Residential Survey / Architectural Guide to Windsor, 2018-2019: This project involved the documentation of 27 historic residential properties along Walnut Street through the completion of inventory forms. They were accompanied by a document that was titled "Walnut Street Historical Context." However, in form and content it was an abbreviated project report. A second phase of work involved drafting a document called "A Little Architectural Guide to Windsor, Colorado." These tasks were completed in 2018-2019 by graduate students from Colorado State University's Department of History, as a class project.

Review of the Walnut Street survey forms show that they vary in content and quality. None include the required photographs, sketch maps and location maps, and it is unclear whether those items were provided to the Town of Windsor. The architectural descriptions need to be rewritten and various data fields were left blank. While some of the histories were reasonably good, others were very brief. In addition, the source documents they were derived from were not provided in adequate detail. Statements of integrity and significance were either left blank or minimally addressed, and while some made determinations regarding landmark eligibility others did not. Generally, the site forms should be viewed as student material and not relied upon by the Town of Windsor for planning and decision-making until the buildings are resurveyed to professional standards.

The Architectural Guide is a 26-page document that provides a little information about each style found in

Windsor along with photographs for illustration. As with the inventory forms for Walnut Street, this was a student project, and its quality reflects that. While it is a good start to producing an architectural guide, something that would be of great use in Windsor, the information provided for each style is minimal and there are a number of errors in both the text and accompanying images. This guide should not be relied upon by the Town of Windsor as a reliable source of information.

2.4 Landmarked Properties

Between 1998 and 2022, thirteen properties in Windsor were landmarked, either by the Town of Windsor or National Register of Historic Places (NRHP). Four of them were significant enough to be listed in the NRHP and as a result received financial assistance in the form of grants from the Colorado State Historical Fund (SHF).

The first of these was the Windsor Mill at 301 Main Street, which was built in 1899 and designated in 1998. Following years of stabilization and planning for its rehabilitation, the mill was damaged by the 2008 tornado. A decade later, in 2017, construction was underway at the site when the building caught fire in the middle of the night and much of it was destroyed. The facility was then reconstructed based upon its original design and using as much of the surviving woodwork and brickwork as possible. Due to the loss of architectural integrity, the property was removed from the NRHP in 2018. However, it continues to serve as an important visual landmark and gathering place for Windsor, housing two restaurants, a microbrewery, and event space. Although much of the building now consists of new materials, the fact that it was returned to a historic appearance helps to maintain Windsor's sense of place.

In 1999, the Windsor Old Town Hall at 116 N. 5th St. was added to the NRHP. Built in 1909, the two-story Classical Revival style building was designed to house the town's administrative offices, including space for the town clerk and board, police department (including a jail cell), fire department (including space to park the single fire truck), and public meeting rooms. At one time, the town library also occupied part of the second floor. SHF grants were obtained after the property was landmarked and these were used to rehabilitate the building. It now serves the community as the Windsor Art and Heritage Center, hosting art shows, history exhibits, and various cultural events.

On the west edge of Windsor is the Kaplan-Hoover Bison Kill Site, which is situated in a residential neighborhood along the Poudre River trail corridor. This archaeological site was added to the NRHP in 2003. Discovered in 1997 as the area was being graded for houses, the massive bone bed lying beneath ten feet of soil was excavated over the following years by a team from Colorado State University. It turned out to be one of the largest Archaic bison kill sites ever found in North America, containing bones from around 200 animals that were slaughtered by prehistoric Native Americans around 835 BCE. After the excavation was complete, the site was backfilled with soil.

In 2004, the First United Methodist Church at 503 Walnut Street was added to the NRHP. This ornate Classical Revival building was constructed in 1915 and has continued to serve the community as one of its most

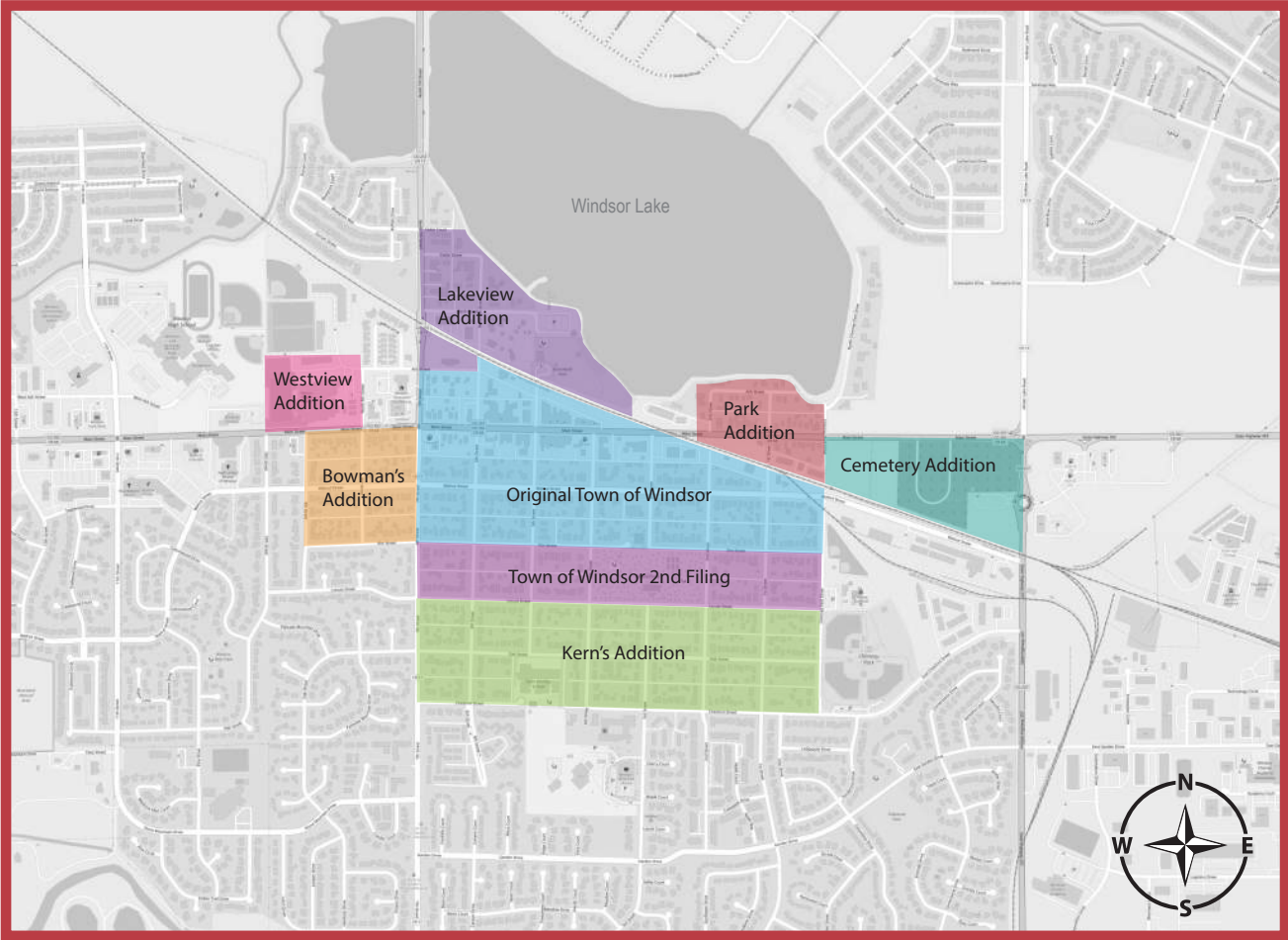
prominent houses of worship. The building was landmarked for its architectural style along with its rich historic interior finishes. Following its listing, the congregation secured a sizable grant from the SHF that helped it to complete needed repairs and to restore historic details on the interior and exterior that required attention.

From 2004 to 2022, the Town of Windsor locally landmarked another nine properties, all of which appear in the table below. These include rural and town properties, and a variety of building uses and types. Two are located in the Windsor Museum at Boardwalk Park, one is the historic Park School (the current town hall), and three others are grouped together on a single agricultural site. While this number could be larger, the important thing to note is that the Town is employing its ability to designate local landmarks and will presumably continue this trend in the coming years.

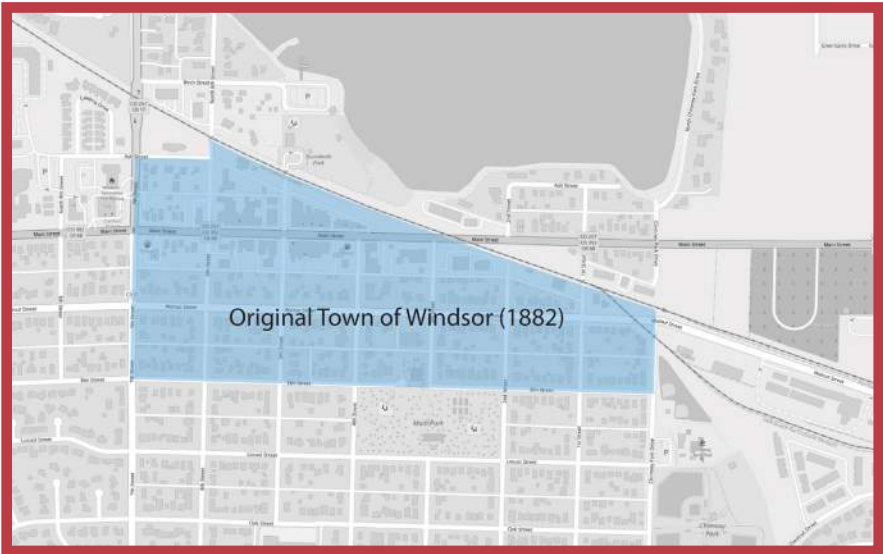
DESIGNATED HISTORIC PROPERTIES IN WINDSOR				
Property Name	Address	Type of Designation	Date of Designation	Other Information
Kaplan-Hoover Site (Bison Arroyo)	Poudre River Trail Corridor	National Register	4/18/2003	
First United Methodist Church	503 Walnut Street	National Register	7/7/2004	CERTIFICATE OF ALTERATION APPROVED BY HPC ON 3/11/2009
Old Town Hall (Art & Heritage Center)	116 N 5th Street	National Register	1/15/1999	
Cheese Factory and Creamery	190 Ash Street	Local Landmark	9/27/2004	DESIGNATED BY ORDINANCE #2004-1195
Windsor Railroad Depot (Part of Museum at Boardwalk Park)	100 N. 5th Street, Unit B	Local Landmark	3/26/2012	DESIGNATED BY ORDINANCE #2012-1427
Park School Building (Current Town Hall)	301 Walnut Street	Local Landmark	2/10/2014	DESIGNATED BY ORDINANCE # 2014-1468
Eaton House (Part of Museum at Boardwalk Park)	130 N. 5th Street	Local Landmark	2/9/2015	DESIGNATED BY ORDINANCE #2015-1493
Halfway House	33327 Weld County Road 15	Local Landmark	9/14/2020	DESIGNATED BY ORDINANCE #2020-1614
Halfway Homestead	33327 Weld County Road 15	Local Landmark	9/28/2020	DESIGNATED BY ORDINANCE #2020-1615
Dickey Farmhouse	33327 Weld County Road 15	Local Landmark	9/28/2020	DESIGNATED BY ORDINANCE #2020-1616
423 Main Street	423 Main Street	Local Landmark	9/13/2021	DESIGNATED BY ORDINANCE #2021-1628
408 Walnut Street	408 Walnut Street	Local Landmark	2/28/2022	DESIGNATED BY ORDINANCE #2022-1644

Note: Windsor Flour Mill (301 Walnut Street) was removed from the National Register following fire in 2017.

Section 3 – Identification of Historic Areas



3.1 Original Windsor Townsite



The Downtown Commercial District: Rather than aligning Windsor on a diagonal in relation to the rail line when he developed the original town plat in 1882, surveyor H. P. Handy aligned its streets with the primary compass points. All of the streets were platted to be 100' wide. While most of the lots in the town's central core were 25' x 190', others around the perimeter were twice that wide. Main Street was situated along the east-west section line that divided Hollister's land from that of the ditch company to the north. The town boundaries ran from North Street (now Ash Street) on the north to Elm Street on the south, and from East Street (now Chimney Park Drive) on the east to West Street (now 7th Street) on the west. Covering an area of twenty-one blocks, three blocks from north to south and seven blocks from east to west, the rail corridor bisected the townsite, which ran on a northwest-southeast axis. All of these early features remain evident in Windsor today.



Main Street — View to the West

Despite demolitions that have taken place over the past 140 years, Main Street and the downtown commercial district in general retain its small-town scale and many of its historic commercial buildings. The buildings are all one to two-stories in height, occupy one or two lots, and the majority are of masonry construction. Most face onto Main Street, with a few oriented east or west toward the side streets. While some retain good architectural integrity, others have been modified to varying degrees. Façade alterations appear to predominantly date from the past fifty years as the community and surrounding region grew in population and property owners, merchants and service businesses strived to maintain a vibrant commercial district. They also faced the challenge of competing with emerging shopping centers in the much-larger communities of Fort Collins, Greeley, and Loveland. In recent years, Windsor's Downtown Development Authority has conducted a facade renovation program, providing financial assistance to property owners. The program's purpose has not been to restore the facades to their historic appearances, but to improve the look of individual buildings and the downtown district as a whole.



Main Street Commercial Buildings, 400 Block, South Side



Main Street Commercial Buildings, 400 Block, South Side

Among the many commercial buildings that date from the late 1800s and early 1900s, several retain enough of their original or early architectural details and character that they are instantly recognizable as historic. These include the following properties, all of which exhibit their original massing, materials, and strong elements of historic facades:



406 Main St.



Barbershop, 411 Main St.



Windsor Mercantile and Odd Fellows Hall, 414 Main St.



423 Main St.



426 Main St.



427 Main St.



John Brunner & Co. Building , 512 Main St.



514 Main St.



Yancey Block, 515 Main St.



520 Main St.



Mountain States Telephone & Telegraph Building, 217 5th St.



Lot 8, Block 6, Facing the Railroad Corridor

Two additional historic buildings toward the east and west ends of the early commercial district have been modified but are still recognizable. One of these is the Windsor Mill at 301 Main St. Constructed in 1899, the facility played an important role in the processing of locally-grown wheat into flour. Flour milling declined in the early 20th century as more lucrative sugar beets replaced wheat crops. The facility was then used for decades as an animal feed processing and sales facility.

In 1998, the property was listed in the National Register of Historic Places and work began to stabilize and rehabilitate it for new use with the help of private funding and grants from the State Historical Fund. Due to the financial struggle involved in this massive effort, it was placed on Colorado's Most Endangered Places list in 2002. No one understood at the time how endangered the building would be in the coming years. In 2008, the facility was heavily damaged by a tornado that struck Windsor. While it was being repaired and adapted for new use in 2017, most of the building was destroyed by fire. Since that time, the surviving basement and lower level of the brick portion of the building were retained while the rest of the facility was rebuilt to reflect the essence of its historic character and appearance. The mixed-use property has been turned into one of Windsor's premiere venues for dining and entertainment and is an example of historic reconstruction and adaptation.



Windsor Mill, 301 Main St.



Frontier-Husky Gasoline Station, 529 Main St.

Toward the west end of Main Street is a former gasoline station at 529 Main St. Built in 1963, the facility housed a Frontier gasoline station followed by a Husky gasoline station. It is no longer in use for this purpose but now houses a retail store. Despite alterations to the building's exterior, it is still recognizable as a historic mid-20th century gasoline station. This is evident in its oblong-box form with a two-level roof and cantilever. The original office space remains, complete with its large plate-glass windows. The taller area that contained the service bays is evident on the east and the entrance to the restroom remains on the west.



First National Bank of Windsor, 501 Main St.

Another remodeling project that took place in 1970 involved the First National Bank of Windsor at 501 Main St. Located on the prominent southwest corner 5th and Main, the two-story building was constructed in 1919 and was one of the town's most notable examples of early 20th century commercial architecture. Modification of its exterior began in the summer of 1970, effectively stripping the building of its historic style and appearance. The windows and decorative features were removed, and the building was clad in new brickwork. Vertical brick pilasters, buttress-like in appearance, were applied to the east wall and part of the north façade. Plate-glass windows were installed along the main floor, with paired windows on the upper floor. When the project was completed, the building retained its original two-story massing but nothing of its historic materials and appearance remained. It was a modern alteration of the era and does not appear to fit into the prevailing Old-World motif that was transforming much of Main Street.

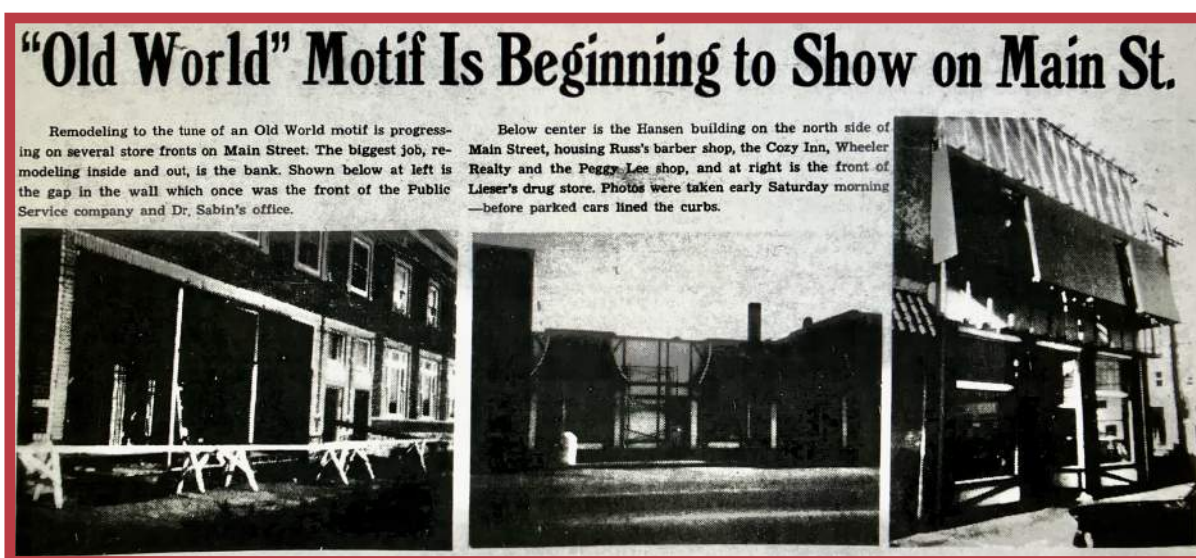
The Old-World Motif: By the late 1960s, Windsor’s downtown was struggling after years of stagnation and competition from shopping centers that were emerging in Fort Collins and Greeley. Denver and its many opportunities for shopping and services was also just an hour away by automobile on the recently completed interstate highway. In Windsor, the downtown commercial district had several vacant store spaces, and its historic buildings needed attention. Pressure to revitalize the downtown district increased when Kodak announced its plans to build a massive manufacturing facility in southeast Windsor, signaling that the town was about to experience tremendous growth. Something needed to be done to improve the look of Main Street and entice shoppers to spend their time and money locally rather than drive elsewhere.

In February 1968, mayor Wayne Miller suggested to the members of the Windsor Chamber of Commerce that downtown be provided with a facelift based upon a “German motif” that would reflect the heritage of many of the town’s residents along with those who lived and farmed nearby. Concerned that Main Street might devolve into something like Denver’s seedy Larimer Street, the editor of the Windsor Beacon addressed the community’s need for downtown revitalization in several editorials, discussing approaches that might be taken. The most extreme would involve leveling the entire downtown area and rebuilding it into a model shopping district using federal funds that were available for urban renewal projects. However, it was feared that this would strip the town of its local businesses in favor of chain stores and large merchandisers. No mention was made of historic preservation, an approach that was in its infancy at the time. Piecemeal repairs and storefront remodels were failing to address the larger problem of downtown’s decline. The newspaper’s editor concluded that the Chamber of Commerce needed to develop a cohesive plan so the owners of downtown’s buildings could work individually and together to bring Main Street back to life.

In October 1968, the Chamber of Commerce appointed a Main Street committee to study the problem and devise a solution. The committee initially met with representatives of Kansas City-based Fashion, Inc., a firm that specialized in remodeling and modernizing downtown districts. Fashion, Inc. proposed that the Chamber of Commerce cover the cost of having the upper facades throughout downtown clad in corrugated steel panels in various colors. The storefronts would then be remodeled by the property owners to their own liking. This plan was rejected. The editor of the Windsor Beacon called for some of the more dilapidated historic buildings to be demolished, while the rest would receive façade remodels based upon a common theme.

The Chamber of Commerce ended up engaging H.O.H., a planning consultant that studied Main Street, met with property and business owners, and had architectural sketches drafted to inspire thinking about the area’s future appearance. At a public meeting in January 1969, the idea of a “German motif” was mentioned again but no action was taken to develop a comprehensive plan or guidelines or to implement changes to the buildings. In April 1970, the members of the Chamber of Commerce voted to use the “Old-World” motif (the term “German motif” was no longer being used) for the downtown area. It was expected that this would pave the way for town officials and staff to begin planning for other improvements to the district, including lighting and parking. It was also expected that an architectural review committee would be established to review property owners’ plans for their façade remodels. The motif could not be required by the Town of Windsor or Chamber of Commerce unless the property owners created a covenant, so owner participation would be voluntary.

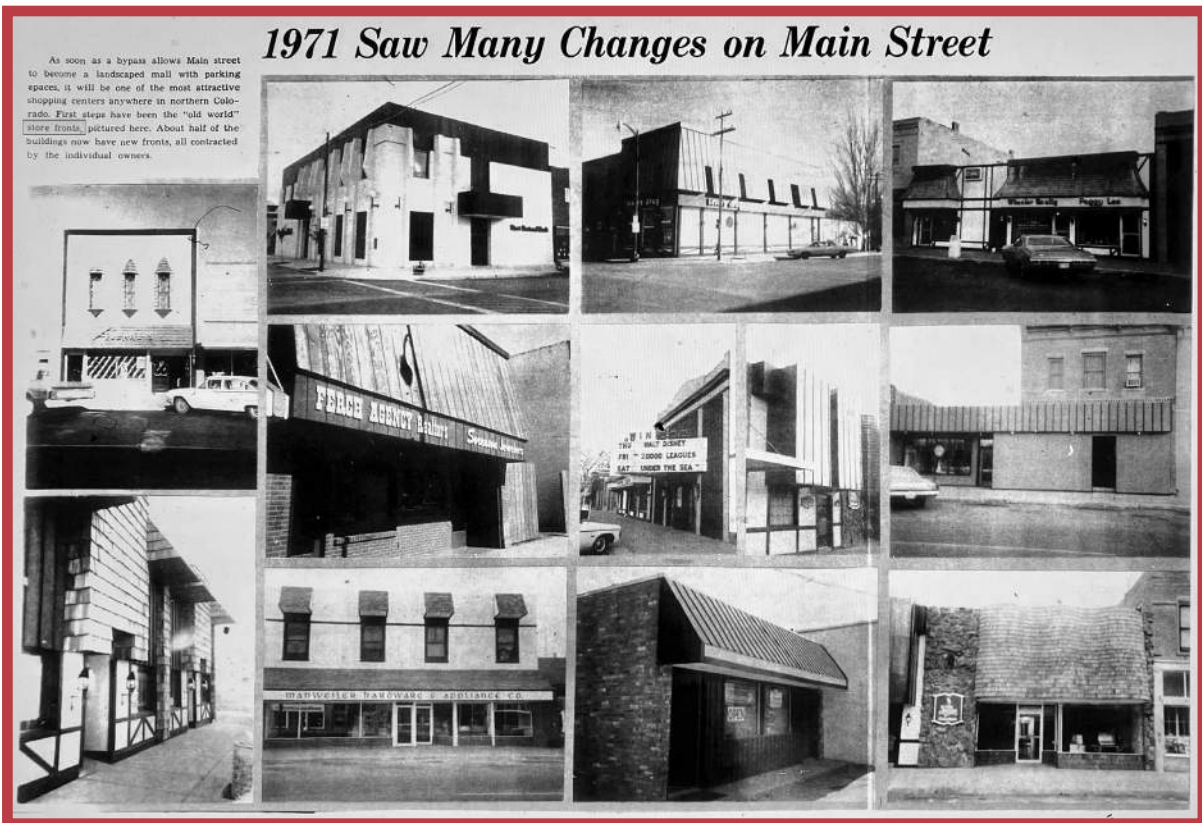
Encouraged by the Chamber of Commerce, the first property owners moved to remodel their facades in the spring of 1970 to the “Old-World” appearance. Wayne Lieser, the owner of Lieser’s Corner Drug, and Dr. Ronald Hansen, who owned four Main Street buildings, signed contracts with the Epcon Company to begin work. Dr. Kadlub was also in the process of having plans prepared for his building and engaging a contractor. Work on these facades and others to follow typically involved the removal and obscuring of historic materials and details, followed by the installation of stucco, faux half-timbering, fixed awnings that were either metal or clad in wood shingles, carriage lamp sconces, and signage that was in English but employed some “Old-World” fonts. The appearance of downtown Windsor began to change one building at a time as its late 19th and early 20th century American commercial appearance disappeared behind an idealized faux central European village. Most of the work was done by the Epcon Company, which was engaged by many of the property owners.



Windsor Beacon, 30 July 1970, p. 1

In the meantime, the Town of Windsor had little say in the remodeling of facades other than to ensure that changes complied with the building code. This proved to be somewhat controversial, and the subject came up for discussion at town council meetings. Of particular concern was the question of fire danger associated with the wood shingle-clad awnings and other materials and construction techniques being employed. The planning commission continued to push for a comprehensive downtown plan and Mayor Miller continued to encourage property owners to move forward with the Old-World motif. He also sought city council action that would make the motif official. Town planner Joe Simmons warned that this raised significant questions about what design features would constitute the elements of the motif, and who would regulate remodeling plans.

By August 1970, the Chamber of Commerce had appointed and activated an architectural review committee to review façade plans before permits were issued by the Town of Windsor. The first façade remodels were already being completed, others were soon approved, and the Old-World motif was gaining momentum. In November 1970, Public Service Company announced that it would be remodeling its façade at 422 Main St. to meet the motif, complete with a heavy shingle-clad awning with a curvilinear shape and framing rockwork. Façade remodels continued through 1973.



Windsor Beacon, 30 December 1971, p. 12

The impact of Windsor's shift to an Old-World motif in the downtown area was not all positive. Once the work was completed, many property owners raised rents to cover the costs. This started to drive up the cost of doing business in downtown Windsor for both business owners and their customers. In February 1972, a letter to the editor appeared in the Windsor Beacon questioning the impact of faux Old-World alterations upon the town's authentic historic architecture and heritage. While this comment was largely ignored, it did raise a question that would become more salient over the following years as historic preservation was integrated into urban planning nationwide.

Another concern was that after all the trouble and expense of remodeling the facades, Windsor's commercial district did not experience the economic boom that was expected. While some residents of the town and surrounding countryside continued to patronize downtown businesses, many others headed for the modern shopping centers that were continuing to emerge in the surrounding communities. The situation was exacerbated by the opening of the Greeley Mall and Foothills Mall in Fort Collins in 1973. Some in Windsor began to consider closing a few blocks of Main Street to traffic and converting the street and adjacent commercial buildings into an Old-World themed shopping mall. This idea never gained steam and it would be a few years before the commercial district began to draw shoppers in larger numbers again.

The question today is what is left of the Old-World motif in downtown Windsor? Field work completed for this study found that most of the 1970s alterations have been removed and replaced. While some of this occurred over the past few decades, the Downtown Development Authority façade revitalization program of recent years has so far resulted in seventeen remodels with more likely to occur in the next few years. This leaves Windsor's downtown commercial district with a remnant of the motif. It can be assumed that as these

remaining structures are remodeled, the Old-World appendages will gradually disappear. Property owners should be encouraged to restore as many of the original façade elements as possible. The following buildings are either largely intact from the 1970s or retain some features from the era:



418 Main St.



421 Main St.



422 Main St.



424 Main St.



431 Main St.



508-510 Main St.

Public Buildings and Health Care Facilities: Windsor's original townsite holds several historic buildings that were originally built and used as public facilities or centers of medical care. All appear to be in excellent condition and remain in use today as vital parts of the community. While some are locally designated or listed in the National Register of Historic Places, all seem likely to be eligible for some level of landmark

designation.

The original Town Hall at 116 5th St. was built in 1909 and served as a meeting place for the town council, housed the community's administrative offices and records, contained a jail cell, and was used by the fire department and police department. The second floor also contained a public meeting room. In 1999, the building was listed in the National Register of Historic Places. It now serves as Windsor's Art & Heritage Center and is registered as a Town of Windsor landmark.

Constructed in two phases between 1904 and 1910, the Park School at 301 Walnut St. served Windsor for years as its primary educational facility. After junior high and high school buildings were constructed on the west side of town between 1919 and 1921, the Park School continued to house grades one through six for several more decades. When Tozer Elementary, now known as the Tozer Primary School, opened in 1961, the Park School was vacated. Renamed the Park Building, it then housed the school district's administrative offices, a nonprofit preschool, and a senior citizens' center. It also provided the community with meeting rooms and various activities.

The Town of Windsor began to occupy the building in the mid-1980s. In 2010, the building was restored on the exterior and remodeled on the interior, and it continues to serve as Windsor's Town Hall to the present day. The building appears likely to be eligible for local landmarking and designation to the State and National Registers of Historic Places.

Another historic building related to education in Windsor is Cohagen Hall, located at 519 Walnut St. Prior to around 1920, teachers were almost exclusively single women who boarded with local families. As the community's population grew in the early 20th century, more teachers were needed to staff classrooms and the school district found it increasingly difficult for them to live in private homes. A solution to housing teachers needed to be found.

This two-story building with a raised basement was constructed in 1921 to serve as a teacherage capable of housing 32 female teachers. Required to live there, they were subject to strict enforcement of rules



517-519 Main St.



**Historic Town Hall / Current Windsor Art & Heritage Center,
116 5th St.**



Historic Park School / Current Town Hall, 301 Walnut St.

overseen by a house matron. These included that the exterior doors be kept locked, quiet hours be maintained, smoking was not allowed, and male visitors were restricted to the parlor. Cohagen Hall continued to be used as a teacherage through the 1940s, after which rooms were rented to teachers, college students, and married couples. The building was remodeled into several apartments starting in the 1950s and then sold in 1970 to a private party. It became known as the Cohagen Apartments and is evidently used for that purpose today. The Hall appears likely to be eligible for designation to the State and National Registers of Historic Places.



Cohagen Hall, 519 Walnut St.

During the first half of the 20th century, Windsor had two private hospitals that were founded and operated by local physicians. Town residents and those who lived in the surrounding countryside could rely upon modern, professional treatment for various injuries and illnesses, along with surgeries and delivering babies. Located at 216 5th St., Windsor Hospital is one of northern Colorado's finest examples of an early 20th century medical facility. Built in 1909, it continued to serve patients into the 1940s and was then sold and converted into apartments. It continues to be used as an apartment building. The other facility, the Bartz Memorial Hospital, is located two blocks to the west at 214 7th St. Both hospitals show little evidence of exterior alterations and appear likely to be eligible for local landmarking and designation to the State and National Registers of Historic Places.



Windsor Hospital, 216 5th St.



Windsor Library, 214 5th St..

Starting in 1936, the Windsor Public Library occupied a former schoolhouse at 3rd St. and Walnut St., followed by over a decade on the second floor of the old Town Hall on 5th St. In 1961, the library moved into a new building at 214 5th St. that had been constructed for its use. Designed by Greeley architects Einhorn and Nash, who also prepared the plans for Tozer Primary School in Windsor, the project was funded by public subscriptions along with a sizable donation from the American Legion post.

The building was a commercial or public-use expression of what has been termed the Contemporary (at the time) style of architecture, which was at its height in the United States between approximately 1945 and 1990. Inspired by the work of Frank Lloyd Wright and commonly employed on houses, the style's defining

characteristics include low massing with a very low-pitched and often front-gabled roof, widely overhanging eaves with exposed roof beams, windows placed just below the eaves, and the use of natural materials including brick.

The Windsor Public Library continued to occupy the building until the mid-1990s, and it now houses a dental clinic. The former library is one of the town's most significant Contemporary style buildings. Showing little evidence of alterations, it appears to be eligible for local landmarking and possibly designation to the State or National Registers of Historic Places.



United States Post Office, 215 6th St.

Another important mid-20th century Modern building is the US Post Office at 215 6th St. From 1920 to 1957, the post office was located at 428 Main St. followed by a decade from 1957 to 1967 at 430 Main St. Preliminary discussion about a new post office started in 1966 and in February 1967 the Windsor Beacon announced that a building would be erected on 6th Street. Conforming to US Post Office requirements, the facility would be privately built and owned, and then leased to the federal government. A request for bids was advertised in May and the contract was awarded to Kelsey Pottenger Jr. of Castle Rock, Colorado. Construction was completed by the end of the year and the editor of the newspaper described the new post office as "one of the prettiest buildings in town." It appears to be eligible for local landmarking and possibly designation to the State or National Registers of Historic Places.

Historic Residences Along Main Street: Historic residences are present along Main Street to the east and west of the commercial district, predominantly east of 2nd Street and in the two blocks from 5th Street to 7th Street. (The houses west of 7th Street are addressed in the Bowman's Addition discussion below.) Architectural features among these houses indicate that those to the east, close to Windsor Lake, the Windsor Mill, and the Great Western Sugar Company factory, are typically vernacular and modest in size. This suggests they were likely occupied by factory and farm workers, along with others employed in working-class jobs. Although some remain in use as residences, other houses to the west have been converted to offices and for small service businesses such as a spa or salon. Most exhibit elements of distinct architectural styles such as Queen Anne, Edwardian, Craftsman and Terrace. Various alterations appear to have been made to adapt some of the houses to commercial uses. While some might be individually eligible for landmark designation, most seem likely to contribute to a future historic district in this area.

Examples of Houses in the 500 and 600 Blocks of Main Street



521 Main St.



Dr. Porter House at 530 Main St.



601 Main St.



605 Main St.



612 Main St.



616 Main St.

Windsor's Original Residential Neighborhood: Located directly south of Main Street is Windsor's original residential neighborhood, which holds approximately 140 houses. These stand along both sides of Walnut Street and the north side of Elm Street between Chimney Park Drive and 7th Street. A small number of the houses face onto the intersecting numbered streets. Most date from the 1880s through the 1920s, along with some infill that might have taken place following World War II. While some of the houses are vernacular, many others represent a variety of architectural forms and styles. These include Queen Ann, Edwardian, Foursquare, Hipped-Roof Box, Gabled-Ell, Craftsman and Bungalow. A single Rustic style log house is located at 620 Walnut Street. Very few non-historic changes appear to have taken place in this area and it seems to be an excellent candidate for landmark status.

The 2010 Downtown Historic Context recommended that all of Windsor's residential neighborhoods be surveyed. Walnut Street's residential properties were then the subject of a student project in 2018-2019 that resulted in site forms and a very brief history of its development. The study concluded that a full intensive-level survey of Walnut Street be completed. That should extend to the north side of Elm Street, covering the entire original neighborhood. However, due to the large number of resources in this area, what might be more practical is a reconnaissance survey, including the historic public buildings and churches, followed by an intensive-level survey of select properties. This could then form the basis of a district nomination.

Examples of Historic Houses Along Walnut Street



200 Block of Walnut St.



300 Block of Walnut St.



400 Block of Walnut St.



400 Block of Walnut St.



601 Walnut St.



616 Walnut St.

Examples of Historic Houses Along the North Side of Elm Street



124 Elm St.



214 Elm St.



318 Elm St.



410 Elm St.



412 Elm St.



416 Elm St.

Chuches in the Original Residential Neighborhood: Windsor's original residential neighborhood contains seven churches that are scattered among its numerous houses. They were constructed between 1900 and 1957 to serve the English and German-speaking communities that were present in the town and surrounding countryside. The First United Methodist Church at 530 Walnut St. was listed in the National Register of Historic Places in 2004. Three years later, the congregation received a large State Historical Fund grant that was used to restore the building. Although the other churches have experienced various alterations, as some of the most prominent historic buildings in Windsor, they merit consideration for local landmark designation. Some might also be eligible for the State or National Registers of Historic Places.



Christian Church of New Windsor, 530 Walnut St.



St. John's Evangelical Lutheran Church, 102 Elm St.



Zion Evangelical Lutheran Church, 129 Walnut St.



St. Alban's Episcopal Church, 311 6th St.



German Congregational Church, 130 Elm St.



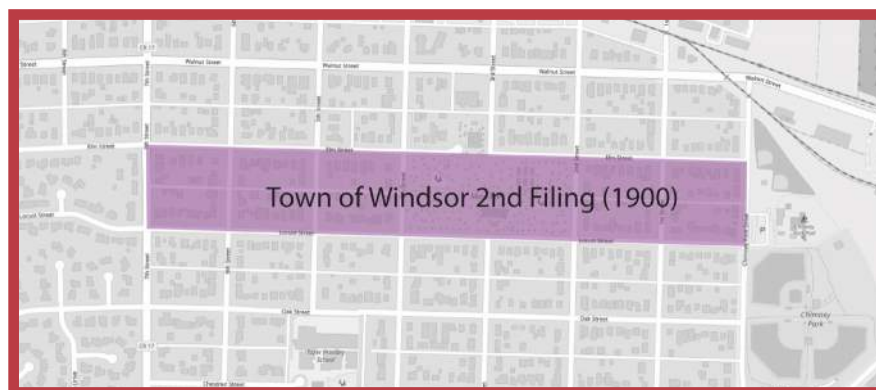
Bethel American Lutheran Church, 328 Walnut St.



First United Methodist Church, 503 Walnut St.

3.2 Historic Additions to the Townsite

Town of Windsor 2nd Filing (1900): After the original town plat was filed in 1882, the Town of Windsor remained the same size for almost two decades as its many vacant residential and commercial lots were developed. That changed in 1900, when the Town of Windsor 2nd Filing was platted. This added another 7-block wide tier of properties to the town, extending from East Street to West Street, and from Elm Street to Locust Street.



The addition is occupied by numerous houses that line the south side of Elm Street and north side of Locust Street. Most of these are similar to the houses along Walnut Street to the north in both age and the variety of styles. Notable exceptions include three ornamental concrete block houses at 107, 415 and 423 Elm Street, along with an I-house at 601 Elm Street. These are relatively rare building materials and forms in any community, and they merit additional research. A few other ornamental concrete block buildings are known to be present in Windsor, and they should be investigated as a distinctive building type. In general, the houses in the Town of Windsor 2nd Filing are modest in size yet retain much of their historic character. While some might be individually eligible for landmark designation, most seem likely to contribute to a future historic district in this area.

Examples of Historic Houses Along the South Side of Elm Street



13 Elm St.



107 Elm St.



415 Elm St.



423 Elm St.



501 Elm St.



601 Elm St.

Examples of Historic Houses Along the North Side of Locust Street



416 Locust St.



528 Locust St.

Toward the middle of the addition is Windsor's town park, which occupies two square blocks (25 and 26). The park was established when the blocks were donated to the Town of Windsor by the Travelers Insurance Company, represented by Lewis Kern. Trees and grass were planted in the open grounds and were watered by a well completed in the eastern area of the park. While many of the trees there today appear to be young, a number of larger mature trees remain standing that might date back decades. A bandstand, no longer standing, was constructed in the middle of the park in 1928 for public events. The American Legion provided a shelter house, toilets and picnic tables that are also gone. In 1940, the Lions Club constructed a large moss rock fireplace that has survived to the present day. This structure is still present adjacent to the picnic shelters, although its fireplace openings have been bricked closed. A small metal plaque mounted high on its north side commemorates its dedication.



Historic Windsor Town Park



Historic Lions Club Fireplace

Park Addition (1902): This small residential addition is just east of downtown Windsor between Chimney Park Drive and 2nd Street. It is bisected by Main Street, with Windsor Lake forming its northern boundary and the rail corridor on the south. The area appeared on the original town plat from 1882, which raises a question worth exploring as to why it was excluded from the incorporated Town of Windsor in 1890 and then treated as an addition twelve years later. Today the area is occupied by a modest number of small houses, some historic and others non-historic. Decades ago, these were located close to the Great Western Sugar factory, the rail line, the downtown commercial district, and other agricultural-industrial facilities that operated on the east end of Windsor, making it a convenient and affordable place for workers and their families to live.



Examples of Historic Houses in the Park Addition



1 Main St.



108-112 Main St.

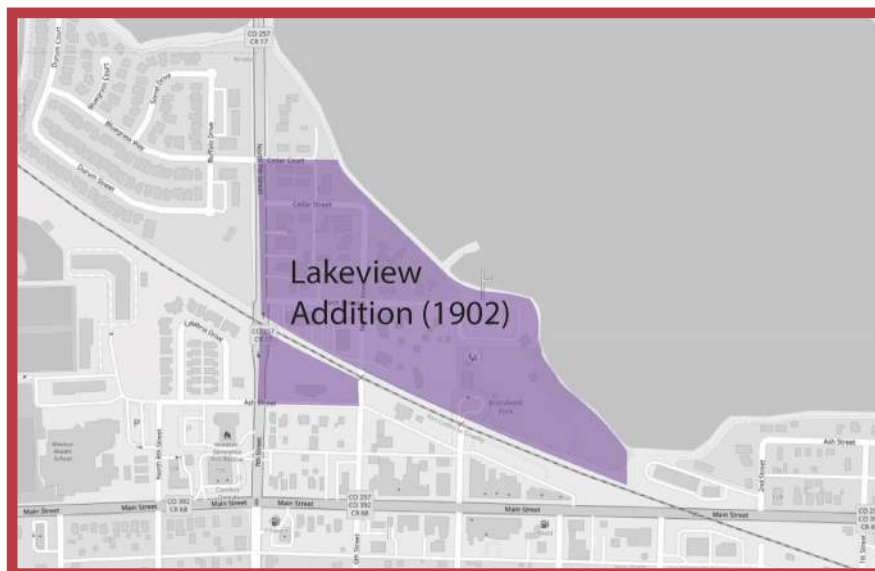


109 Ash St.



121 Ash St.

Lakeview Addition (1902): The Lakeview Addition occupies the area northwest of downtown Windsor, north of the railroad corridor between approximately 4th Street and 7th Street. It borders Windsor Lake on the east and is partially defined by its proximity and access to that body of water. While the addition holds a modest number of historic houses, it also contains two important historic non-residential features.



Windsor Museum at Boardwalk Park: By the mid-20th century, Windsor's 1882 train depot was threatened with demolition by the railroad. Community members rallied to save the building as an important remnant of the town's early history. They launched planning and discussions with the Town of Windsor and Colorado & Southern Railroad, and the building was moved out of the rail corridor. In 1976, the depot was restored and opened to the public in its new home, the grounds north of downtown and adjacent to Windsor Lake. The Windsor-Severance Historical Society emerged from this effort, which correlated with the national bicentennial and Colorado's centennial celebrations. For several years afterwards, the historical society operated the train depot as a museum.



Windsor Museum at Boardwalk Park



American Legion Hall, 624 Ash St.

Over the following decades, the town-owned Windsor History Museum at Boardwalk Park emerged to receive and display additional historic buildings that were brought there from the Windsor area. In addition to the 1882 Windsor Train Depot, these include an 1885 schoolhouse that was located northwest of town, an early 1900s Foursquare style farmhouse that was typical of those occupied by the Germans from Russia, an early 1900s beet shack or shanty that was typical of those used for temporary housing by sugar beet laborers, and an early 1900s Prayer Meeting House that was from Windsor and also used by the Germans from Russia. These buildings are arranged around the periphery of the park. Toward the park's entry is a bronze sculpture of a farm family, placed there to celebrate the community's agricultural heritage.

Boardwalk Park is visited not only for its collection of historic buildings, but also for its grassy expanse, recreational facilities, and beach frontage onto Windsor Lake. This makes the park a primary destination for historic education and leisure activities.

American Legion Hall: The other prominent historic resource in the Lakeview Addition is the American Legion Hall at 624 Ash Street. This long wood-frame building originally served as a 1940s officer's club at the German Prisoner of War Camp between Windsor and Greeley. Following the end of World War II, it was acquired by the American Legion and moved to its present location in Windsor, where it has served the needs of the organization and is also open for public events. With its significant history and architecture, including early interior finishes, the building appears likely to be eligible for local landmarking and designation to the State and National Registers of Historic Places.

Kern's Addition (1903): In exchange for the park donation in the Town of Windsor 2nd Filing, Lewis Kern requested that the residential blocks to the south across Locust Street be surveyed and platted. This added another 7-block wide tier of properties to the town, extending from East Street to West Street, and from Locust Street two blocks south to Chestnut Street. The Kern's Addition was filed in 1903, adding fourteen square blocks to the Town of Windsor and space for many new houses and later, a new school.



The addition is occupied by numerous houses that line the south side of Locust Street, both sides of Oak Street, and the north side of Chestnut Street. Most of these are similar to the houses in the Town of Windsor 2nd Filing to the north in both age and the variety of styles. Notable exceptions include several post-World War II houses and multiplexes in the 300 and 600 blocks of Oak Street. These are indicative of the growth that began to take place in the town during this period. In general, the houses in the Kern's Addition are modest in size yet retain much of their historic character. While some might be individually eligible for landmark designation, most seem likely to contribute to a future historic district in this area. The other historic resource in this area is Tozer Elementary School, which is located between Oak Street and Chestnut Street at about 5th Street. The building was completed in 1961 and appears to retain reasonably good architectural integrity although that will need to be evaluated. It appears to serve as Windsor's best example of a historic school from the post-World War II decades.

Examples of Historic Houses in the Kern's Addition



201 Locust St..



409 Locust St.



421 Locust St.



601 Locust St.



300 Oak St.



401 Oak St.



315-317 Oak St.



319 Oak St.



615 Oak St.

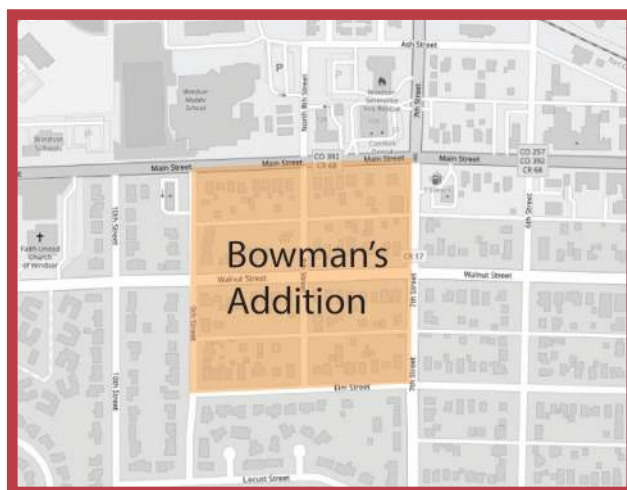


620 Oak St.



Tozer Elementary School

Bowman's Addition (1903): Bowman's Addition, filed in 1903, encompasses a four-square-block area west of 7th Street and directly west of the Original Windsor Townsite. It is occupied by numerous historic houses that date from the early decades of the 20th century. It is bordered by Main Street on the north, Elm Street on the south, 7th Street on the east, and 9th Street on the west. While several of the houses along Main Street still serve as residences, others have been converted to offices. In either case, these provide travelers entering Windsor from the west with a visual clue that they are entering the historic area of town even though they are still a few blocks shy of the commercial district.



The houses in this addition line the south side of Main Street, both sides of Walnut Street, and the north side of Elm Street. While many of these are similar to the houses in the Original Town of Windsor to the east in both age and the variety of styles, the Bowman's addition includes several high-quality brick bungalows and wood-frame Craftsman houses. The much older two-story wood-frame house at 709 Walnut Street, and the wood-frame Foursquare house at 709 Elm Street, which sits on an unusually large lot, appear to be worthy of research to discover more about their origins and early residents.

The 800 blocks of Walnut and Elm also hold several post-World War II houses, including ranches, bi-levels and split-levels, that are indicative of the growth that began to take place in the town during that period. In general, the houses in the Bowman's Addition are modest in size yet retain much of their historic character. While some might be individually eligible for landmark designation, as a group they seem likely to contribute to a future historic district in this area.

Examples of Historic Houses in the Bowman's Addition



701 Main St.



709 Main St.



729 Main St.



701 Walnut St.



705 Walnut St.



709 Walnut St.



710 Walnut St.



718 Walnut St.



800 Walnut St.



812 Walnut St.



813 Walnut St.



822 Walnut St.



704 Elm St.



709 Elm St.



717 Elm St.



803 Elm St.



815 Elm St.



819 Elm St.



Bartz Memorial Hospital, 214 7th St.

Another important historic resource in the Bowman's Addition is the Bartz Memorial Hospital, which faces east and is located at 214 7th Street. The facility operated from 1916 into the 1940s and was one of two hospitals in Windsor. Since then, it has been in use as a residence. The Windsor Hospital, two blocks to the east, was in the Original Townsite and is discussed above. Both hospitals show little evidence of exterior alterations and are likely eligible for local landmarking and designation to the State and National Registers of Historic Places.

Cemetery Addition (1917): This addition is located at the east end of Windsor's historic core, along the south side of Main Street and north of the historic Great Western Sugar Company factory. As its name suggests, the addition holds Lakeview Cemetery and nothing else. Although the cemetery was planted with grass and held many mature trees, most of the trees were destroyed by the 2008 tornado, which came right through the site. New trees have been planted and the cemetery's numerous gravestones survived. These memorialize and document the community's heritage, as the cemetery is filled with the graves of past residents from Windsor and the surrounding agricultural district. While most of the inscriptions are in English, some are in German. In addition, the family names confirm that while many families originating from Great Britain were in northern Colorado, the Germans from Russia were the dominant ethnic group in the Windsor area for decades. A smaller number of Hispanic names also appear in the cemetery, underscoring the presence of that community as well. The cemetery remains in use today and may be eligible for designation as a local landmark.

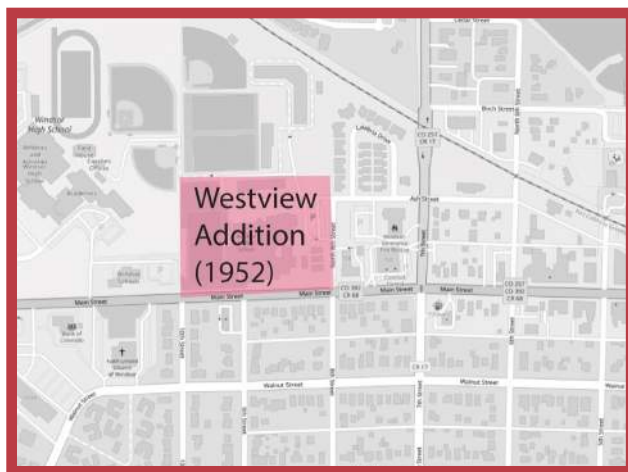


Lakeview Cemetery



Grave Marker Inscribed in German

Westview Addition (1952): A historic school building stands on the west side of Windsor, northwest of the intersection of 8th St. and Main St. in the Westview Addition. This is the former Windsor High School that was constructed in 1919. The building was substantially modified and greatly expanded during the 1960s and then replaced in 1975 with construction of a new school on adjacent acreage that had been acquired to the northwest. After the building was vacated, it became the town's Middle School, housing grades six to eight. It continues to be used for that purpose today. Due to the extensive alterations made to the building and the negative impact they had upon its architectural integrity, it does not appear to be eligible for local landmarking or designation to the State or National Registers of Historic Places.



**Historic Windsor High School / Current Middle School,
900 Main St.**

3.3 Agricultural Areas

In the countryside surrounding Windsor, hundreds of farm families worked the land from the late 1800s into the 1900s, raising crops and tending to their livestock. As their fortunes improved over the years, particularly during the early decades of the 20th century when irrigation was in place and lucrative sugar beet farming replaced grain crops, many of the farmsteads were built and continuously improved. In some cases, older farmhouses were replaced with modern bungalows or Craftsman houses. Barns were also replaced or enlarged, and buildings were added to accommodate the storage of automobiles and mechanized equipment.

As Windsor expanded into the surrounding countryside over the past several decades, many of the historic crop fields and pastures were developed as housing subdivisions and for commercial purposes, including shopping centers and the massive Kodak facility southeast of town. Farmhouses and outbuildings were demolished, and other features such as fence lines, silage pits, and silos largely disappeared from the landscape. Today the area continues to retain around one dozen historic farmsteads or remnants of them. How much longer they will last is anyone's guess.

Five of these properties are in the countryside north of Windsor's historic core, two are to the east and west, and another four are to the south. The area's surviving farms merit a survey to ensure that they are documented in terms of their history and physical characteristics. Some of them might prove to be eligible for historic landmark designation by the Town of Windsor. One of these properties, the Dickey Farm at 33327 Weld County Road 15, was landmarked in 2020, complete with its Halfway House and Halfway Homestead.

In addition to the farmsteads, the Windsor area is crossed by several historic irrigation ditches that date back to the 1800s. These include the Whitney Ditch, Greeley No. 2 Canal, B. H. Eaton Ditch, and the Loudon Ditch. While it is virtually impossible to landmark these features due to state regulatory restrictions that require 100% owner buy-in, the role they played in the historical development of Windsor and its surrounding countryside should be emphasized, celebrated, and presented to the public by the HPC, the Town of Windsor, and the Windsor Art & Heritage Center in the coming years. Programming could be conducted in conjunction with the Cache la Poudre National Heritage Area.

Section 4 – Education and Outreach

4.1 Value of Historic Preservation

Rather than locking historic sites away, historic preservation demands that new uses be found and that historic sites become vital and active places, complementing, and directing new development. Repurposing old buildings reinforces development patterns of the past and creates nodes for pedestrian activity and engagement with significant community sites. Historic structures and architecture of the past augments places and historic preservation plays a significant role in the physical organization of a town. Historic sites often become centers of activity, and increased activity translates to new opportunities for housing options, economic development, and business innovations that support the long-term sustainability of the town. Both commercial and residential history is important to preserve, and the historic sites allow for unique options, and can always contribute to heritage tourism, defined by the National Trust for Historic Preservation as “travelling to experience the places, artifact, and activities that authentically represent the stories and people of the past and present. Cultural, historic, and natural resources make up heritage tourism sites.” https://www.achp.gov/heritage_tourism

Windsor can reinforce its foundation by prioritizing historic preservation, and therefore solidifying it for future generations to build upon. The value proven to be associated with historic preservation includes increased opportunity for economic development, protection of the environment, protection of the character of the town, quality of life, and so much more.

Historic Preservation and Economic Development

The economic benefits of historic preservation have been widely proven in Colorado and across the nation for decades. Since the early “Main Street” movement - a role model program in downtown revitalization begun in the 1970s - historic preservation has grown to become a fundamental tool for strengthening communities and an effective method to achieve a wide range of public goals. Windsor is a designated Colorado Main Street community which is the Department of Local Affairs’ (DOLA) premier rural development community program. Windsor can benefit from the designation due to DOLA’s help amassing funding and data to share, providing technical assistance to communities to support vibrancy in downtowns statewide, and providing recognition and visibility from the designation. DOLA’s publication *The Main Thing Preserving the Past for the Future* (Spring 2023) discusses the importance of historic preservation and the multitude of economic advantages that result from preservation efforts. Those who want to spur economic vitality in their community can utilize preservation to do so with the help of funding that is available to support these efforts.

Small business incubation, affordable housing, sustainable development, neighborhood stabilization, commercial district revitalization, job creation, promotion of the arts and culture, small town renewal, and heritage/cultural tourism are established examples of preservation-enhanced, “place-based” economic development. Windsor’s Downtown Development Authority has a current program that seeks improvement of downtown facades to support the notion that the built environment can enhance or detract from an experience.

Historic Preservation contributes toward shared goals of increasing tax base and property values around historic resources, encouraging private investment for historic areas by demonstrating a commitment to a property, district, or neighborhood. Windsor can launch place-based economic development surrounding historic places and heritage by appealing to the tourist population. There is also evidence that rehabilitation of places offers a higher return on investment for job creation than new construction or manufacturing because of its reliance on artisanship rather than the purchase of materials. Preservation can create jobs and can promote long-term occupancy for buildings being underutilized.

A 2017 report by Clarion Associates, *Preservation for a Changing Colorado: The Benefits of Preservation*, provides that:

...every \$1 million spent on historic preservation in Colorado leads to \$1.03 million in additional spending, 14 new jobs, and \$636,700 in increased household incomes across the state. And preservation will continue playing an important role over the next 50 years, helping local communities adapt to trends that will bring significant changes to Colorado. Larger economic trends also are changing the ways in which Coloradans work, and preservation is providing new spaces for creative communities and co-working.

As explained by the National Trust for Historic Preservation, “place-based strategies build on the existing, unique assets [of] areas, including natural and scenic amenities, cultural heritage and traditions, and distinctive historic structures and landscapes. Protecting and enhancing their assets contributes to an improved quality of life that helps retain existing residents and attract new investment.”

Numerous seminal studies over the last 30+ years, including the 2011 PlaceEconomics report titled *Measuring Economic Impacts of Historic Preservation: A Report to the Advisory Council on Historic Preservation*, supports these findings regarding historic preservation’s role in economic development:

- Historic preservation helps enhance cultural vitality and identity, which in turn works to attract tourists, inspire community-based volunteerism, and increase tourism employment;
- Increases the demand for labor and increases business for local suppliers;
- Effectively targets areas appropriate for public



intervention;

- Creates jobs in short term construction and long-term occupancy;
- Increases tax bases and property values;
- Reusing buildings and existing infrastructure often reduces overall project and maintenance costs;
- Preservation activity can impact and encourage private investment in an area by demonstrating public commitment to a district or neighborhood;
- Historic tax credit programs can encourage and stimulate historic preservation activity. Tax incentives, which Colorado has embraced with two state historic tax credit programs, attracts businesses and home buyers to older urban areas and historic districts, encouraging the reuse of old buildings rather than adding to suburban sprawl with new buildings;
- Historic preservation is an effective planning policy to combat urban blight, reduce crime, and address affordable housing issues.

Historic Preservation and the Environment

In accord with the Historic Preservation Plan community input event held 22 March 2023, attendees emphasized how much Windsor Lake is treasured. Not only is it historically significant, but it also contributes to the environment and wildlife as a character-defining feature of the community. Preservation of historically significant landscapes includes avoiding degradation of the resource. In the case of Windsor Lake, the *Open Space and Trails Strategic Plan* notes the high usage of Windsor Lake for motorized boating, paddle sports, fishing, heavy use on the surrounding trail, and wildlife viewing. Finding balance between the benefits of access to this resource and the resource's health into the future necessitates understanding through education and enforcement of rules that respect the resource. The Mission statement for *The Secretary of the Interior's Guidelines for the Treatment of Cultural Landscapes* explains that the Department ensures that "development is in the best interest of all our people by encouraging stewardship and citizen participation in their care." The simplicity of movements like LNT, "Leave No Trace" can be captured by the town by promoting lessons on the historical significance of the lake to the community, its establishment, and its future.

The history of Windsor Lake is intimately tied to the community's history and even predates the town's establishment, when there was just a small encampment at its shore. Once a watering hole for buffalo, the lake, which is a constructed reservoir was developed as "Lake Hollister," to provide recreational opportunities, wildlife solace, and agricultural irrigation opportunities. The future quality of the lake will be determined by regulation for its protection or lack thereof.

Historic Preservation allows for usable, attractive buildings on developed land, it is a form of environmentally conscious infill development. The reduction in new materials necessary directly relates to the reduction in embodied carbon, the amount of carbon emitted during the construction of a building. These reductions, coupled with the ability to utilize existing infrastructure makes preservation and redevelopment the gold standard of development. This is especially true when developers or municipalities are careful and considerate of the important and unique features that make a place historically significant or that tie it to a distinct period in a form of context-sensitive design to continue a legacy. Among the major findings on historic preservation's

role in sustainability, reported in the Saving Places research policy “Older Smaller Better” are:

- All across America, blocks of older, smaller buildings are quietly contributing to robust local economies and distinctive, livable communities. Numerous studies, reports, and research analysis demonstrate the unique and valuable role that these older, smaller buildings play in the development of sustainable cities. Established neighborhoods with a mix of older, smaller buildings perform better than districts with larger, newer structures when tested against a range of economic, social, and environmental outcome measures.
- Buildings are more than their individual components. The design, materials, type of construction, size, shape, site orientation, surrounding landscape, and climate all play a role in how buildings perform. Historic building construction methods and materials often maximize natural sources of heating, lighting, and ventilation to respond to local climatic conditions. The key to a successful rehabilitation project is to identify and understand any lost original and existing energy-efficient aspects of the historic building, as well as to identify and understand its character-defining features to ensure they are preserved. The most sustainable building may be one that already exists. Thus, good preservation practice is often synonymous with sustainability. For more information: <https://forum.savingplaces.org/act/research-policy-lab/older-smaller-better>

Historic Preservation and Community Character/Quality of Life

Human memories are grounded in place. How each of us experiences the built environment is shaped in our awareness that historic places have touched our lives and are pivotal to our memories. Of the many ways humans perceive history, the most profound is through the built environment. How we feel about the built environment and the way it allows us to act, interact, think, and reflect are all important aspects of the character of a place. We value our ancient vistas and our durable historic places because they enrich our quality of life.

Throughout the process of creating this plan, the consultants captured community feedback which sometimes included negative acknowledgment that there are some changes being formulated or actively happening that negatively impact the long- standing character of a neighborhood, the historic significance of existing buildings or landscapes, the pedestrian-scale of downtown, and the Windsor Lake area. This feedback also made it clear that community members are often reluctant to pursue stringent or restrictive regulations. Rather, they look for balance between old and new through community education, outreach, incentives, and selective review techniques that are already in-place. Some additional regulation may be welcomed if it is first vetted by the public and outreach contains an educational component.

Smart historic preservation policies recognize that not all old buildings are salvageable. Some may be functionally, technically, or architecturally beyond redemption. Older buildings may need updating to meet today’s living standards, involving the incorporation of new materials and environmental systems. This Plan utilizes this understanding and suggests ways to rank-order or prioritize preservation initiatives or projects based on several factors. (See section 5.7)

4.2 Existing Education and Outreach Programs

Education: It is clear that Windsor and its community members have already made great strides to prioritize their history, with excellent community resources such as the Windsor History Museum and the programmatic activities and outreach it takes on, the Clearview Library District which provides access to books and online resources to discover historic information about Windsor, the Windsor-Severance Historical Society which focuses upon regional history and genealogy, and the Town of Windsor with its existing preservation program, Historic Preservation Commission, and regulations regarding the importance of preservation of historic resources.

Participation: A notable example of existing education and outreach tools that Windsor utilizes is the Windsor Project Connect website, which implores residents and stakeholders to engage with community resources, policy, and programs. This website provides information on planning activities and other areas of resident concern, presents opportunities for feedback and other public participation.

Celebration: The Town of Windsor's historic preservation awards program should become more robust and take place on an annual basis. This is a great way to promote a broad preservation ethic in the community by highlighting and celebrating the efforts of property owners who have made a point of engaging in preservation as they work on their buildings. Exemplary efforts should be chosen each year and presented with awards. Awardees should be provided with a plaque or some other tangible item that can be displayed and will recognize their dedication and effort. The awards should be given out at a public ceremony that includes the Historic Preservation Commission, Town of Windsor staff, and elected officials. In addition to property owners, the HPC might want to consider giving awards to others who have contributed to historic preservation in the community. These might include historians, contractors, consultants, tour guides, museum staff, lenders, realtors, developers, individual advocates and non-profit organizations. Windsor's awards program should always have a direct association with historic preservation and should not compete with the history awards presented by the Windsor-Severance Historical Society.

Branding: A consistent branding image for preservation still needs to be articulated. The brand should capture the dynamic nature of the town through its many phases that currently may appear to be "random" and highlight that a community such as Windsor can define its place in the web of development along the northern Front Range and continue to succeed by remaining adaptive to change.

For Windsor's preservation branding program, a historic theme should take the forefront. Throughout Windsor's distinct periods of development, various industries have shaped the community. The industries of the past ranged from agricultural to value added sugar products, railroad shipping, cameras, and more currently energy and other technology industries. Although these may be perceived as disconnected, the story of Windsor remains one of resilience and adaptation, and worth celebrating.

A brand should have a compelling edge to spread the stories from the different eras, from 1865 when Cheyenne and Arapaho tribes ceded their claims to the land, the 1869 Settlement (Meeker and Greeley), the Colony of 400 homes, 1873 Halfway house of John Hilton: Hiltonville, Dryland farming, Jacoby Farm History, the Railroad (and its critical location between Fort Collins and Greeley), Sugar Beets, the Kodak era, Old World Motif, 2008 tornado, to the standing product of adaptive reuse – Windsor Mill, façade improvements downtown, and continued planning for preservation. As the Windsor Mill manages to do, we think future branding should encourage people to blend their recreation and leisure activities with historic preservation and promote beauty and a balance of modern and historic in the built environment. **Any branding should also spread the main message that..... important and meaningful to the community and helps tell it's many stories.**

Establishing an inclusive brand means that Windsor is open to newcomers of all generations, backgrounds, and creeds being connected to the historic resources within the community.

Momentum: In some cases, community members can rally around one specific piece of their built heritage and gain momentum for protection of other historic resources in the wake of those efforts. The energy that comes from enthusiastic community members coming together for a greater purpose can be a catalyst to create a shift in the community psyche and gain positive feelings toward preservation, protections, and regulation. Word of mouth and resident-led events and meetings can lead to significant advances in preservation efforts.

4.3 Signage and Wayfinding

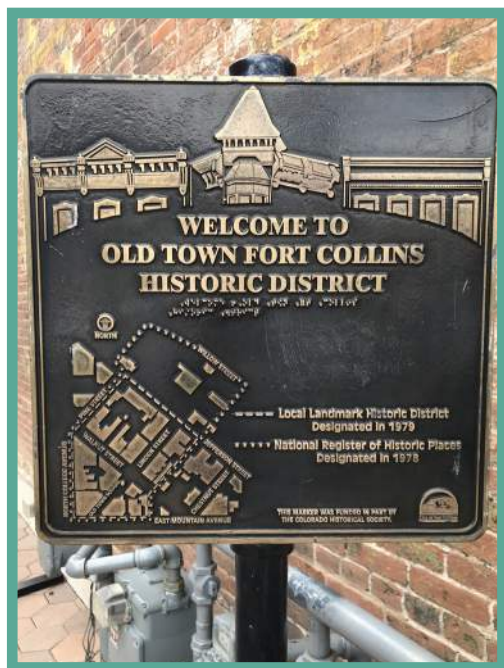
Storytelling is a vital tool that can help define a “brand” for Windsor’s history. The Windsor History Museum has publicized historic storytelling to connect with the community in a way that is truly ancient, a testament to its effectiveness.

Historic Walking tours, and town celebrations surrounding Windsor’s history and historic resources are great ways to passively include the entire population, as well as tourists and visitors. Wayfinding that includes Historic sites as places of interest can create a very immersive pedestrian experience. Targeted outreach to schools, senior centers, and organizations within the community could provide benefits as well. In any case, the town has already achieved a great deal of community support for preservation and utilizing the recommendations in this Plan will help to propel Windsor toward even more winning achievements.

This standardized sign for the Windsor Historic Museum does not do justice to the nature and content of the Museum. More interesting and informative signage can be implemented to identify the historic downtown, whether or not it becomes a historic district such as Old Town Fort Collins. Alternatively, this Simpson Street

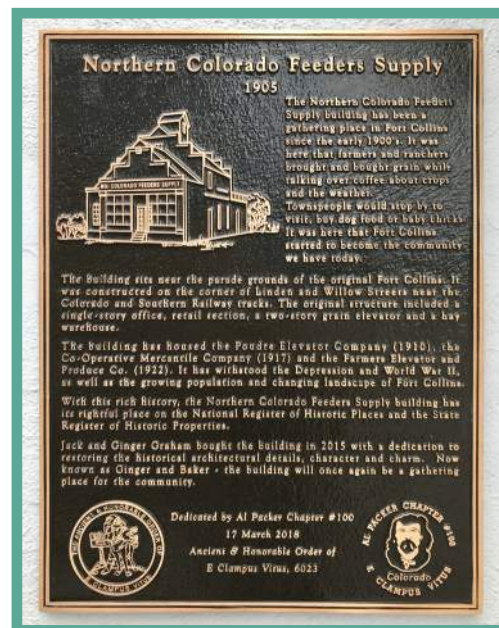


Standard Department of Transportation Sign for Museum



sign from Lafayette, Colorado is designed to create excitement upon entering the historic downtown. Signage for specific historic resources can promote cultural tourism. Numbering these signs and providing a walking-tour map provides an opportunity for visitors and locals alike to become acquainted with the community. The sign depicted below is an example of a marker sign that provides a substantial history of the building as well as a tribute to the owners' preservation efforts.

Street identification signs can also help to identify a special district or historic area. Here is an example from Aspen, Colorado where unique street signs are used for the Main Street Historic District.



In the Summer of 2023, Windsor installed these temporary banners along Main Street to inform the public about the Windsor History Museum.



Section 5 – Goals and Policies

5.1 What are the Resources We Want to Protect?

We want to safeguard the heritage of the town by historical designation and associated regulation of buildings, districts, landscapes, sites, and structures that signify the town's history. We also want to ensure that new development preserves or enhances the character of the Downtown and historical designated buildings, districts, landscapes, and structures. We seek to promote the town's history and foster public support, appreciation, and understanding of historic resources through public education and partnerships. By creating a strong educational focus to this plan, we are hoping that we see an increase in the amount of support for additional regulation or review when it comes to changes to historic resources. There is hope that residents that own historic properties will seek direction from the town and feel comfortable asking questions.

Many of Windsor's historic resources have been previously identified in inventory surveys including certain residential streets, publicly owned buildings and structures, industrial and civic spaces, parks and open spaces, and commercial areas. Only a small percentage are protected. It should be noted that National Register listing affords no protection for a historic resource nor does it trigger design review at the local level.

5.2 How can We Achieve Protection?

Developing incentives for the preservation, restoration, and adaptive reuse of historic structures is a strategy to achieve protection. We recommend that the town help to compile funding resources that can be made available to residents that own historic properties, participate in applying for these funds in tandem with the owners, and promote these individual efforts by formally recognizing people that take on these important preservation tasks. The local awards program can be re-imagined to make a more meaningful impact, it can include a yearly award for exemplary individual efforts taken on by property owners for preservation. More than incentivization, protection is achieved through a strong, enforced ordinance that is properly administered and understood by the appointed body whose job it is to apply the preservation regulations. In the case of Windsor, only formally landmarked historic properties go through a design review process and are subject to the application of preservation regulations. However, it is important for the HPC to establish guidelines for additional local properties that can be subject to their input and review. To create their guideline, the HPC can use this Plan to identify the historic trends and characteristics of the community that warrant protection and seek a broader understanding of why enforcement of the regulations is so crucial to the maintenance of historic resources.

Since preservation is a local effort, listing a property on the National Register of Historic Places is not the only action available. While National Register designation requires the property owner's consent, local designation does not require owner consent. The local designation process includes the Historic Preservation Commission holding a public hearing and making a recommendation to the Town Board for final action. If owner consent is not obtained by the HPC, there are specific requirements to public notice, mailing,

publication, and posting on the properties being considered for designation. (Sec. 15-16-40). The town can also harness public input received to justify designation of larger geographical areas through the creation of historic districts that may have distinctive characteristics, related uses, or collectively represent a certain period. These locally created districts also require a public process, but do not require consent from property owners within a proposed district.

Local designation for preservation results in a landmarked site or in a designated historic district that is protected in the sense that no person shall carry out or permit to be carried out any new construction, alteration, removal or demolition without first obtaining a landmark alteration certificate for the proposed work including plans and materiality. An owner of property designated as a landmark or located in an historic district may apply for a landmark alteration certificate with the Planning Department. The Planning Department then submits the application and a recommendation to the Commission for final approval.

The downtown and some neighborhood areas could be designated as historic districts. This districting strategy can work to create more historically potent neighborhoods where the experience of interacting with historic resources embraces and bolsters the unique charm of that area. To that effect, historic districting can allow for the review of infill development entering the district in order to ensure compatibility with existing historic structures. The Action Item List found in Section 6 of this plan provides a proposed roadmap for effective preservation efforts and must be carefully studied, prioritized, and implemented where found appropriate.

5.3 Existing Land Use and Preservation Codes

Alignment, balance, and preservation of character are some of the guiding principles of Land Use planning. The town has done much work to implement land use strategies that further the goals of the town. The goal of this Plan includes creating alignment between the land use regulations, preservation standards, and the guiding documents such as the *Windsor Visions 2025 Plan*, *Downtown Corridor Plan*, and the *2016 Comprehensive Plan*, or identifying where there is disconnect. The goals and policies in this Plan build upon those identified by past planning efforts to help guide growth and development in a way that is respectful to historic resources. They are intended to serve as a policy guide for additional plans as they relate to identified historic resources of Windsor.

Existing provisions of plans and standards, especially in the *Downtown Corridor Design Guidelines* contain objectives to maintain historic resources and aim to create a pattern in the design of new development near historic resources. Architectural standards aid in suiting a pedestrian-scaled, walkable downtown core that is vibrant, and avoids trending materiality and promotes either historic materials or complementary materials to remain cohesive with the surrounding historic buildings. These design standards can be more strictly enforced in a designated historic district, so designation should be the overarching goal for suitable neighborhoods, downtown, and other areas of historic significance. In addition, Design Guidelines for historically sensitive areas should provide property owners with adequate detail in terms of materials, design, features, massing, etc.

The Guidelines articulate the importance of preserving “the historic heritage of the original core community” and explains that surveys completed by Windsor residents display a clear preference for keeping the “Small Town Feel.” Land Use regulations can promote this shared community value and have already made strides to do so. Promotion of unique destinations and innovative adaptive reuse of historic structures in the town center will further advance the notion that a nod to the history of the town is important for community connection and a highlight of the community. Retrofitting buildings in a way that increases their viability, while protecting the historic character should be a goal with any updates to preservation codes. The code should be protective but not overly restrictive so that a large variety of businesses would be able to exist within historic buildings and highlight past architecture as a unique advantage to occupying the space. According to community outreach (See Section 7.5) conducted for the creation of this Plan, it is clear that Windsor residents could be made comfortable with additional regulation if they are educated on the reasons why such regulation might be pertinent.

Article XVI - Historic Preservation Sec. 15-16-10. - Purpose and intent, of the *Town of Windsor Charter and Municipal Code* states:

It is the purpose and intent of this Article to provide for the protection and preservation of the town’s historic and cultural heritage through the designation of historic landmarks and districts. Such protection and preservation will enhance property values through the stabilization of historic neighborhoods and commercial areas and will create economic and financial benefits to the town by making it attractive to tourists, visitors, home buyers, businesses, and developers. This Article is designed to create a method to draw a reasonable balance between private property rights and the public interest in preserving the town’s historic character by ensuring that the demolition of, moving of or alterations to properties of historic value shall be carefully considered for the impact to the property’s contribution to the town’s heritage.

Historic Preservation can help Windsor accomplish goals to ensure that downtown remains vibrant by promoting the maintenance of infrastructure, buildings, and historic resources, and creating a cultural center where activities take place in iconic surroundings. These efforts can create a tangible presence of history in a location and provide a rich environment that people want to make a destination. The efforts in preservation of heritage will in-turn promote hometown pride by furthering understanding of the history and promoting connection with the past for residents and visitors alike. The town would be able to utilize historical resource preservation to advance goals of providing diverse cultural opportunities, programmatic outreach, and opportunities for the community to collaborate and live up to the “Small Town Feel.” Detailed analysis of historic preservation benefits is provided in Section 4.1.

The ordinance in its current state does not include HPC Design review for all historic properties (over 50 years of age) or new development near historic sites to confirm that they are sensitively designed to be compatible with their historic surroundings. Questions on the support of these review options were taken to the public with a Historic Preservation Master Plan Survey and found to be supported by the majority of responders. (See Section 7.4)

The 2016 Comprehensive Plan highlights goals that relate directly to the preservation of historic resources in the community. The 2016 Plan offers that Windsor considers the use of form-based code regulations to maintain and enhance the desired design of the neighborhood, promote desired infill development. It also discusses goals to maintain the character of existing residential neighborhoods and make investments that leverage their distinctiveness from newer parts of town, to invest in projects that reinforce the community's tight-knit, small town character, to promote diversity in the types of housing available (including historic homes) and creating opportunity for affordable housing development. (See Section 4.1)

The Town of Windsor is updating their Comprehensive Plan. The draft vision statement and guiding principles have been distributed for community input and many are in alignment with the goals of this Historic Preservation Plan. Some notable draft guiding principles that relate to historic preservation are:

- *Balanced and sustainable growth that contributes to Windsor's character, enables quality of life amenities and services.*
- *A vibrant and resilient economy that leverages Windsor's cultural hubs and activity centers, which build upon dynamic commercial, educational, and employment districts, and emphasizes innovation and adaptability.*
- *A sense of place and small-town character that makes Windsor a desirable place to live, work, and recreate.*

While some comprehensive plans have an element or chapter dedicated to historic preservation, others distribute recommendations for historic preservation in various chapters. The new Windsor Comprehensive Plan should be seen as interacting with this Historic Preservation Plan to provide a complete approach recognizing Windsor's cultural heritage.

5.4 Role of the Historic Preservation Commission

The Historic Preservation Commission was established for the purpose of taking on the responsibility of historic preservation matters. The commission should consist of five members, three of which have some professional or technical knowledge or skills that relate to historic preservation, or a notable interest in the topic of the community's history. Of the Historic Preservation Commission's powers and duties, some are advisory in nature, participating in public education programs, conducting surveys, and pursuing financial assistance for preservation-related programs.

There are two key quasi-judicial roles:

- Review the proposed designation of landmarks and historic districts. The Commission shall forward its recommendation by written report to the Town Board for consideration and final action. (Sec. 15-16-30)
- Review and make decisions on any application for alterations to a designated historic landmark. (Sec 15-16-90 and following sections)

For decisions relating to proposed demolition, redevelopment, or relocation of designated resources or landmarked properties, the Town Board has final decision-making authority.

The HPC adopts the criteria for review of historic properties nominated for designation as an historical landmark and creates a recommendation for those that meet the criteria that the Town Board designate by ordinance the properties that qualify designation.

This review includes a list of exemptions that the HPC may want to consider in making its determination. Of particular concern may be the “economic hardship exemption” since no specific criteria are provided in the Code for this exemption.

The final decisions of the HPC with respect to alteration certificate applications are further subject to appeal or call-up by the Town Board. An applicant may appeal the decision of the HPC to the Town Board within a designated period of time. See Section 5.5 for more information on Landmarking of Historic Resources.

5.5 Landmarking of Historic Resources

The Town of Windsor’s municipal code (Sec. 15-16-60) provides extensive discussion of the criteria for landmarking historic properties and districts (this is referred to in the code as “designation”). Review of this material indicates that it is overly complex and in need of revision. Why the criteria were spelled out in this way is unclear. What is apparent today is that the language and formatting need to be streamlined and improved to make the criteria section easier to understand and apply by the Town of Windsor’s planning staff and Historic Preservation Commission. This will also provide resource owners with greater clarity as their properties are considered for local landmark designation. Many communities across Colorado adhere closely to the far more concise criteria used by the Colorado State Register of Historic Properties and National Register of Historic Places. In some cases, these are slightly modified or expanded to account for local characteristics. The guidelines developed for the state and national programs can also be used to direct Windsor’s landmarking program, again with local modifications made as necessary. It is recommended that the Town of Windsor engage in a process to review and revise the current landmark eligibility criteria with the goal of improving them. Guidance for that process could be provided by a preservation consultant, the Colorado Department of Local Affairs, or the State Historic Preservation Office.

Nomination for designation as a local landmark can be made by HPC members or any resident by filing an application with the town. The Planning Department and at least one member of the Commission shall contact the owner to explain the reasons and effects of the designation in an effort to gain consent from the owner. Before the application is complete for review, this consent must be secured. Process is explained

in Section 15-16-40 & 15-16-50 of the *Town of Windsor Charter and Municipal Code*. There is a separate procedure (15-16- 40(2)) for HPC review without the owner's consent, followed by Town Board proceeding (15-16-50(a&b)). Especially concerning designation for non-consenting owners, it is important for the HPC and Town Board to have clear criteria for designation.

The National Parks Service's *Preservation Planning Guidelines* explains the process of completing preservation work, the framework is explained, and it takes a broad approach so that it is easily replicable for a variety of purposes and could be applied to the Windsor context. Focus on public buy-in and participation is essential to the quality of the outcomes of preservation planning. This resource also makes the key point that preservation goals should be oriented toward the greatest possible protection of properties in the historic context and should be based on the principle that properties should be preserved in place, if possible, through affirmative treatments like rehabilitation, preservation, or restoration.

Understanding how to prioritize efforts that have the maximum potential for preservation and implementation in Windsor requires a review of a variety of tools, policies, and programmatic devices to be considered for the community along with discussion of how to collect findings. Questions that the municipality can ask of preservation projects to collect findings include; Does this bolster economic development? Does it conserve natural resources? Does it conserve cultural resources? Does it promote the community's historical education? Does it promote appropriate historically sensitive infill? Does it support other goals articulated by the town? (in plans, strategies, regulations, etc.)

Tools, policies and programmatic devices that answer "yes" to one or more of these questions can include;

- Local designation and protection of town-owned properties
- National Register of Historic Places (and Local Landmarking)
- Local Official Education (including Local Real Estate and Construction professionals)
- Resident Outreach and Education
- Adopt Historic Design Standards for residential development (just commercial for now/ covered by HPC)
- Demolition review (covered by HPC)
- Trails and Open Space review for Lakeside development
- Funding programs (incentives, tie to other initiatives like climate change/ affordable housing, tourism, etc.)
- Grant recipient readiness (shovel-ready preservation projects)
- Collaborative programs
- Continued advocacy programs
- Preserved historic resources attract business and home buyers to older urban areas when paired with a Historic tax credit program.
- Expansion of Awards Program.

5.6 Priorities for Preservation Efforts

Historic Resource Surveys: Windsor’s preservation ordinance was adopted in 1995, and among the various powers and duties of the HPC is a requirement that it “conduct surveys of historic areas for the purpose of defining those of historic significance and prioritizing the importance of identified historic areas and structures.” Other responsibilities of the HPC are reliant upon the completion of survey projects.

Survey work began in Windsor in 1996-1997, when 125 properties throughout the original townsite and its early additions were documented by a professional consulting team with the help of local volunteers. Many of the resources were found to be eligible for landmarking by the Town of Windsor and for designation to the State and National Registers of Historic Places. Two potential landmark districts were also identified in the historic residential neighborhood south of Main Street.

One decade later, in 2008-2010, a different professional consultant completed a survey and historic context of Windsor’s downtown commercial district. That project also identified properties that were eligible for local landmarking and designation to the State and National Registers. The historic context provided the Town of Windsor with a history and analysis of its commercial core, while also addressing the introduction of façade alterations in the 1970s that were intentionally completed to update or freshen Main Street by turning it into a faux version of the main thoroughfare in a central European town. At the time of the changes, this was referred to by community leaders and the newspaper as an “Old-World motif.” The question of a potential downtown historic district was addressed in light of the façade modifications as they existed at that time.

Between 2016 and 2019, three additional projects were completed in Windsor, all of them by students from Colorado State University. These included a study of the Great Western Sugar Company factory site on the east end of town, documentation of the community’s historic churches, and a survey of Walnut Street and completion of a brief guide to the town’s architecture. As discussed in greater detail above, these projects resulted in student-quality work, meaning that the documentation is highly variable. While some of the work done to document the historic residents of houses along Walnut Street or to establish the histories of churches was well-researched and written, principal elements of the survey forms and other project deliverables are not reliable for the purposes of preservation planning and decision-making. These projects essentially provided the students with experience outside the classroom and likely cost the Town nothing. However, they failed to provide Windsor with professional quality results, requiring that the resources be surveyed again.

Despite the historic resource survey projects that were completed over the past three decades, much of Windsor’s historic fabric needs to be resurveyed or documented for the first time. Also, as time has passed the number of properties reaching the fifty-year mark has only increased. This is particularly notable in Windsor because the town started to emerge from a lengthy period of stagnation around 1970. When the previous surveys were completed, many of these built resources were not considered for documentation because they had not reached the minimum age standard. This includes places such as Tozer Primary School, some commercial and public buildings, and the many apartment buildings, residences, and new residential additions that date from the late 1960s and early 1970s.

The expansion of survey work throughout Windsor needs to cover three primary periods in its history of development: town settlement and early growth during the 1880s and 1890s; growth and transformational change during the first half of the 20th century sparked by construction of the Windsor Mill and Great Western Sugar Company factory; and the sudden burst of growth and change in the late 1960s and 1970s that was caused by the arrival of Kodak. All of these need to be taken into consideration as future preservation surveys and other studies are planned.

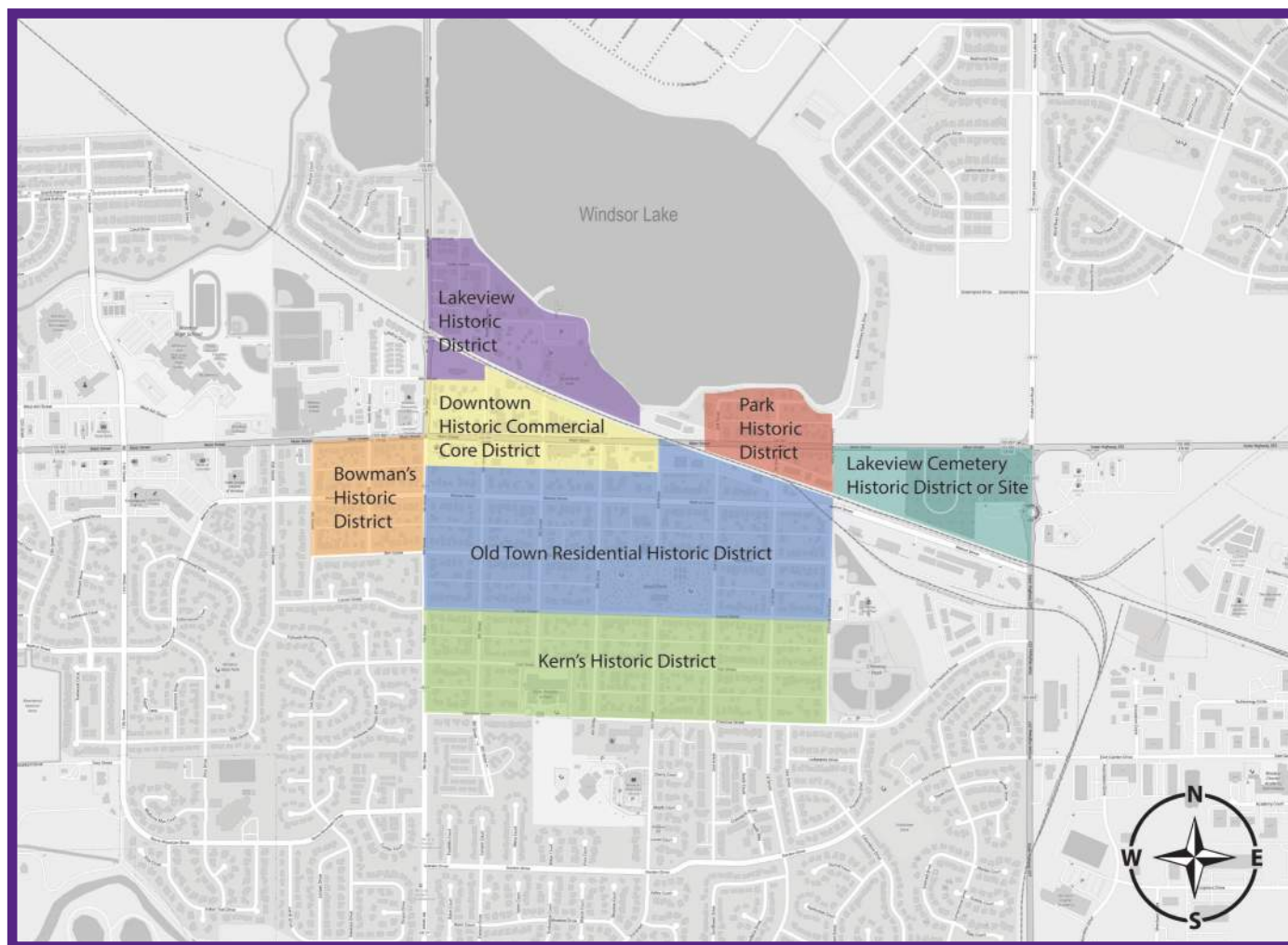
Downtown Commercial District: Survey work in the downtown commercial district was completed between thirteen and fifteen years ago, at a time when many of the Old-World alterations of the early 1970s were still in place and none were near the fifty-year mark. Many changes have taken place in the area since that time, including multiple façade remodels. While the project deliverables from 2008-2010 were well written and remain useful today, some of the site forms likely need to be updated to reflect architectural changes, to fill information gaps (for example using digitized newspapers that were not available at the time), and to re-assess the integrity and significance of each property. This could result in changes to the individual determinations of eligibility for landmark status. Properties that were developed during the 1960s and early 1970s might also need to be documented for the first time. Re-survey of the commercial district might result in a conclusion that a potential historic district is present there or that individual properties have become eligible (or are now ineligible) for landmark status due to façade restorations and renovations. Survey and re-survey in this key area should be treated as a high priority in the near future.

Original Residential Neighborhood and Early Additions: Windsor's original residential neighborhood and early additions are predominantly occupied by houses, churches and public buildings. Lakeview Cemetery and Windsor Park are also part of the early additions to the town. These areas and features are all deserving of reconnaissance survey followed by focused intensive-level survey. Priority surveys should cover the original residential neighborhood, followed by the Town of Windsor 2nd Filing and Kern's Addition to the south, and Bowman's Addition to the west. The Park and Lakeview Additions would follow those unless redevelopment pressures or other factors make them rise in priority. The sugar factory site and cemetery could be documented at any time, independently of the larger survey efforts.

Historic Resources Dating from the 1960s and 1970s: Rapid growth in Windsor during this period resulted in the development of individual properties such as Tozer Primary School and Faith United Church of Christ, along with new additions close to the town's earlier historic core. That would include the residential blocks south of Chestnut Street and west of 7th Street. Survey in these areas should start with reconnaissance work that would define the resources and boundaries for further investigation. That would direct intensive-level survey so that it focuses upon those areas or individual resources that merit the time and expense.

Agricultural Resources: As the Town of Windsor expanded into the surrounding countryside over the past several decades, various historic agricultural resources were annexed into the community. Crop fields were developed into housing subdivisions, a process that is ongoing today. This also resulted in the loss of farmsteads and other historic agricultural features. What remains are several surviving farmsteads along

with irrigation ditches that run through the Town of Windsor. These include segments of the Whitney Ditch, Greeley No. 2 Canal, B. H. Eaton Ditch, and the Loudon Ditch. All of these features of the area's agricultural heritage are worthy of documentation and analysis in the coming years.



Potential Historic Districts in Windsor

Historic Districts: The fieldwork and research completed for this plan indicate that more than one historic district is merited in the Town of Windsor. Although Main Street will require additional study, it might retain enough integrity to be designated by the Town of Windsor as a historic downtown commercial district. Its history is well documented. Eligibility will rely upon how much the buildings have changed and in what ways, including in recent years, and whether the area is intact enough to merit designation. At this time, it appears that a nomination would be successful through the Town of Windsor. Whether it merits nomination to the State or National Registers would require further investigation and discussions with the Colorado State Historic Preservation Office.

South of Main Street, the original residential neighborhood along Walnut Street and the north side of Elm Street is little changed from the early 20th century, with few major alterations, demolitions, or infill projects to alter its integrity. The early Town of Windsor 2nd Filing and Kern's Addition to the south, along with Bowman's

Addition to the west, are similarly intact and appear as an extension of the original neighborhood due to the ages and styles of the houses. The area also includes Windsor's historic Town Park. While these areas might appear to merit the establishment of a single residential historic district, that might be problematic due to the excessively substantial number of properties. Instead, they might need to be approached as two or three districts. A reconnaissance survey conducted to focus upon potential boundaries would be the starting point for the nomination of residential districts.

Windsor Lake has been discussed as a potential individually landmarked historic site or district due to the central role it has played since the 1870s or 1880s in area irrigation along with recreation from the late 19th century through the 20th century.

Mid-20th century resources should also be considered for potential historic district status in the coming years and decades. Areas highlighted for consideration might include Windsormere Village, Windsor Village, the Windsor West Subdivision, the Willow Park Subdivision, and the Windsor West Shopping Center. However, these would need to be studied first to analyze their architecture, look at potential boundaries, and determine whether they merit district designation.

Alleyway Buildings: Windsor's original town plat and its historic additions include alleyways that bisect the blocks on an east-west axis. Many of the historic residential properties include what might be termed alleyway buildings, or residential outbuildings, although not all of them are accessed from the alleys. Among these are detached garages, workshops, sheds used to store various items, at least one carriage house, trash incinerators, and possibly some surviving chicken coops or other small animal sheds. The detached garages, typically set back behind the houses, seem to be primarily accessed from the front streets by way of long driveways along the sides of the houses. Some are accessed directly from the alleys. Other outbuildings are in the backyards or side yards.

As the decades passed and many of these buildings went out of use or weathered to the point that they needed repairs, some were demolished. Others remain standing today, still being used or simply left to deteriorate. With a growing population along the Front Range and increasing pressure for urban density and the permitting of Accessory Dwelling Units on residential lots, the survival and preservation of historic alleyway buildings has become an important preservation topic.

In recent years, communities such as Boulder and Lafayette have arranged for surveys of their alleyway buildings to determine what is still standing and whether preservation efforts should be undertaken to encourage preservation of the more important examples. A brief reconnaissance of Windsor's alleyways indicates that at least one carriage house remains standing, along with many detached garages and other outbuildings. A survey of these resources should be conducted in the coming years to increase understanding, set priorities, and grow public appreciation and support for these small, often overlooked structures that played an important role in the community's historic development.

Examples of Alleyway Buildings



**Oversized Sing-Wide Garage
Double Doors and Stuccoed Exterior**



**Oversized Single-Wide Garage
Sliding Wood Doors on Side Entry**



**Single-Wide Garage
Brick Walls and Hipped Roof**



**Single-Wide Garage
Enlarged to Double-Wide**



**Large Shop Building
Oversize Doors and Concrete Block Walls**



**Likely Trash Incinerator
Cinder Block Construction**



**Single-Wide Garage and Shed
Wood-Frame Construction**



**Single-Wide Garage
Concrete Block on Stone Foundation**



Carriage House

5.7 Preservation Incentives: Grants, Tax Credits and Other Options

The benefits of individual landmarking include the honorific designation that attaches to the property, along with the information about history and architecture that it provides to the property owner, the Town of Windsor, and the community as a whole. Depending upon the property types, the owners might also become eligible to compete for grants from the Colorado State Historical Fund and to apply for state and national preservation tax credits. No restrictions are imposed by the state or federal governments upon any properties that are designated as historic landmarks. Owners of private properties may do whatever they wish with their landmarked buildings as long as their plans meet local regulations and permitting standards.

In addition to honorific recognition, listing in the National Register has the following benefits for historic properties:

- Under federal Law, the listing of a property in the National Register places no restrictions on what

a private owner may do with their property up to and including destruction, unless the property is involved in a project that receives federal assistance in the form of funding or licensing/permitting.

- If federal monies are attached to the property, then any changes to the property have to allow the Advisory Council on Historic Preservation to comment on the project. For federal, federally licensed, and federally assisted projects, Section 106 of the National Historic Preservation Act of 1966 requires that federal agencies allow the Advisory Council on Historic Preservation an opportunity to comment on all projects affecting historic properties either listed in or determined eligible for listing in the National Register. The Advisory Council oversees and ensures the consideration of historic properties in the federal planning process.
- Eligibility for certain tax provisions -- Owners of properties listed in the National Register may be eligible for a 20% investment tax credit for the certified rehabilitation of income-producing certified historic structures such as commercial, industrial, or rental residential buildings. This credit can be combined with a straight-line depreciation period of 27.5 years for residential property and 31.5 years for nonresidential property for the depreciable basis of the rehabilitated building reduced by the amount of the tax credit claimed. Federal tax deductions are also available for charitable contributions for conservation purposes of partial interests in historically important land areas or structures.
- Consideration of historical values in the decision to issue a surface mining permit where coal is located in accordance with the Surface Mining Control Act of 1977.
- Qualification for State or Federal grants for historic preservation when funds are available. The Colorado State Historical Fund (SHF) provides grant funding opportunities for physical work on National Register, State Register, and locally landmarked properties.
- SHF and Certified Local Government (CLG) grants can also be utilized to help in education and outreach efforts, survey, nominations, and other preservation planning projects.

5.8 Emerging Topics in Preservation Planning

Throughout the review of the Town of Windsor's existing plans and regulations, some of the emerging topics in preservation and planning were excluded. These include climate change preparedness, provisions for identifying and supporting the skilled trades and practitioners that are required to take on preservation work, and an overarching goal for inclusivity in historic preservation.

Climate Change: The increased frequency of significant weather events is indicative of climate change repercussions that require a vast number of resources and early investments for preparedness. Even with preparation, there are some weather events that are unavoidable, unpredictable, or that no amount of preparation can address. Historically relevant resources should be retrofitted to best endure potential climate impact. They can serve as a symbol of resilience, displaying the past in their stately, enduring way. Being that the Town of Windsor existing within Larimer and Weld Counties, we found it important to note that Larimer County has a Comprehensive Emergency Preparedness Plan, and Weld County has a Hazard Mitigation Plan that discusses goals and implementation of strategies to reduce loss of community assets in disasters,

this can include historic resources.

Skilled Trades: Encouragement of training in the traditional trades could positively impact the future of historic resources. Skilled tradespersons in construction are a dwindling resource. Replenishment of the pool of craftspeople skilled enough to tackle restoration projects jobs is a concern for the future of historic preservation. Some communities have made a point of identifying and even certifying tradespeople who are skilled in maintaining and renovating historic structures.

Equity and Inclusion: Communities throughout Colorado and the United States are working to ensure that underrepresented populations are being treated with fairness, their needs and interests are being taken seriously, and that they have a voice in government decision-making and action. As it relates to history and historic preservation in Windsor, much of the community's focus over the years has been upon its prominent Anglo-Saxon community and its many families whose origins are found in the immigration of Germans from Russia. This emphasis has been prevalent in published histories and newspaper articles covering the Town of Windsor and its surrounding agricultural district. What is missing is information on other minority groups that might be present.

As discussed above, inscriptions found on grave markers in Lakeview Cemetery show that people of Hispanic background have also been present in the area. Other minority groups that played a role in Windsor's history might also be found. In the coming years, an effort should be made to reach out to members of that community and determine whether there are any topics and places of importance that should be recognized and highlighted for documentation and preservation. A historic context study on the topic of underrepresented communities should also be prioritized.

Section 6 – Action Plan

6.1 Recommended Activities

These recommendations have been brought together into several broad categories, with timeframes attached. Although recommended timeframes are provided here, all actions will be subject to completion as staff availability and funding allows. Many items suggested here may become ongoing activities, while others can be removed upon completion. While most elements of the Historic Windsor Preservation Plan will remain valid well into the future, it is suggested that the Action Item List be revised on a relative frequent cycle to ensure that the goals remain timely, practical and are completed. The recommendation numbers are associated with the section of the plan that they relate to.

6.2 Action Item List

Task Area One: Community Survey and Education

Recommendation 1.3b: Create an educational toolkit for area contractors, real estate professionals, and town staff to continue their education in historic preservation. This educational approach to expanding the prevalence of historic preservation could cover a baseline understanding of what HP is, the history of the area, historic architecture, or technical skills that can be applied to restoration. With this toolkit, there should always be encouragement to pass knowledge and skills on, perpetuating and expanding the community capacity for Historic Preservation.

Recommendation 1.3c: Prioritize downtown as a vibrant core and focus historic preservation and enhancement efforts on this area.

Recommendation 1.3d: Maintain the Main Street Community Designation and reach for the benefits that the designation and program can provide.

Recommendation 1.3e: Survey residential buildings and consider protecting neighborhood districts by reviewing development and redevelopment in historic districts so that the characteristic of the historic neighborhoods remain intact but also enhance their long-term viability.

Recommendation 2.3a: Engage a professional historian to document and evaluate the sugar factory site, Main Street, correct other survey forms for Walnut Street, the Church Survey as well as conduct an update to the Architectural Guide to supplement the information and edit for accuracy.

Recommendation 2.3b: Support State or National Register designations for eligible sites. Consider a local designation for other eligible buildings and districts.

Recommendation 2.3c: Encourage the restoration of historic facades in the downtown area in collaboration with the Downtown Development Authority.

Recommendation 4.1b: Establish a robust information program on the rehabilitation and restoration of older structures within the community. This program would include information on the environmental

benefits of rehabilitation rather than a scrape-and-replace ethic. In the same way that most people understand the benefits of recycling as much household trash as possible, the environmental benefits of preservation should be made clear.

Recommendation 4.3d: Support and encourage attendance at the annual “Saving Places” Colorado Preservation conference by members of the HPC, planning staff, and interested Town Trustees.

Recommendation 4.3e: Provide educational opportunities for elected officials and department staff, hosted by the HPC, where they can become more knowledgeable about various aspects of preservation and how it can benefit the town economically and be integrated into many aspects of the town’s operations.

Recommendation 4.3f: Consider putting a guide to Windsor’s working-class architecture on the website to encourage residents to think about how smaller, often vernacular buildings can be just as important as the larger or more high-style ones found in big cities.

Recommendation 5.1a: Update and improve existing surveys and provide additional survey activities and historic context work as needed.

Recommendation 5.8: Complete a historic context study on the topic of underrepresented communities.

Task Area Two: Identify Additional Historic Resources and Establish Historic Districts

Recommendation 5.2a: Consider a local landmark process for all buildings and sites already listed in or eligible for listing in the National Register of Historic Places and/or the Colorado Register of Historic Properties.

Recommendation 5.6: Consider the establishment of one or more additional historic districts to include the Windsor Lake area and key residential neighborhoods.

Recommendation 5.1c: Increase the number and diversity of individually landmarked properties is an area of preservation that merits attention from the Town of Windsor. Districts should be considered for the local landmarking process.

Task Area Three: Branding and Community Outreach

Recommendation 1.3a: Expand the online resource Windsor Online Walking Tour to include the Walnut St. Survey historic residential properties and other notable historic sites to the map. Collaborate with the County and neighboring municipalities such as Severance, Timnath, and Loveland to identify historic resources within the 3-mile plan area. Include these resources in the Map in Section 7.1.

Recommendation 4.2a: Expand the Town of Windsor’s preservation awards program to take place on an annual basis and be more robust. Give out tangible awards, such as plaques that can be displayed and shared proudly. Create a page for the awards program on the town website that includes the full list of recipients from 2011 to the present time.

Recommendation 4.3a: Create a cohesive digital and print style to be utilized for all outreach and programmatic materials addressing historic preservation. A town social media account should be dedicated

to the purpose of promoting the importance of historic preservation, keeping community members engaged, and posting historic photographs to confirm this visceral connection to past times.

Recommendation 4.3b: Facilitate the launch of a branding campaign for Historic Preservation utilizing input from ongoing public engagement. A playful “pick your favorite” with options that encapsulate a historic theme could be a good engagement strategy.

Recommendation 4.3h: Engage in other educational activities in the community In addition to ongoing improvement of the website. The HPC should continue to engage in the development of a regular schedule of tours and lectures that focus upon historic resources and preservation topics.

Recommendation 4.4a: Develop a unified wayfinding and interpretive signage design and branding program for historic sites and districts to create a sense of place.

Task Area Four: Improvements to the Town’s Preservation Policies

Recommendation 3.1a: Collaborate with the Downtown Development Authority (DDA) on implementing façade improvements that restore the historic appearance of downtown street and promulgate the importance of retaining historic characteristics.

Recommendation 4.1a: Promote State Historic Tax Credit programs to stimulate historic preservation activity and economic development in Windsor Provide a website link to the tax credits page on the History Colorado website: <https://www.history Colorado.org/preservation-tax-credits>

Recommendation 4.1c: Implement a program to develop Certified Neighborhood Organizations that would include all historic neighborhoods within the town. A Certified Neighborhood Organization (CNO) program, similar to one that has been implemented in Denver but tailored to the needs and scale of Windsor, would perform uniform training for neighborhood leaders and a mechanism for representation before boards and Town Trustees on matters relating to the historic neighborhoods.

Recommendation 5.4a: Create and circulate the HPC design standards and review criteria so that residents can easily understand a standard review process.

Recommendation 5.4b: Keep a living list of historic preservation professionals and groups dedicated to historic accuracy or that have demonstrated interest in history, architecture, archaeology, engineering, and culture in order to help answer technical questions, confirm accuracy for future design standards, historic stories, etc. Ideally, the list prepared by the HPC will include local groups and individuals but also State and Federal Historic Preservation Officers and contacts that they might recommend for support.

Recommendation 5.5a: Streamline Eligibility Criteria for Local Landmarking. Guidance for the process could be provided by a preservation consultant, the Colorado Department of Local Affairs, or the State Historic Preservation Office.

Action Item Matrix

Town of Windsor: Historic Preservation Master Plan

Near Term → Long Term

Task Area One - Community Survey and Education

- 1.3b Create an Educational Toolkit
- 1.3c Prioritize Downtown as a Vibrant Core
- 1.3d Maintain the Main Street Community Designation
- 1.3e Survey Residential Buildings and Consider Protecting Neighborhood Districts
- 2.3a Engage a Professional Historian to Document and Evaluate Historic Properties
- 2.3b Apply for State and National Registration for Eligible Sites
- 2.3c Prioritize the Removal of Old-World Motif from Downtown Facades
- 4.1b Establish a Robust Information Program for Rehabilitation/Restoration
- 4.3d Support/Encourage "Saving Places" Colorado Preservation Conference Attendance
- 4.3e Provide Education Opportunities for Elected Officials/Town Staff hosted by the HPC
- 4.3f Create a Guide to Windsor's Working-Class Architecture
- 5.1a Update and Improve Existing Surveys
- 5.8 Complete a Historic Context Study



Task Area Two - Identify Additional Historic Resources and Establish Historic Districts

- 5.2a Begin Local Landmark Process for Properties Already on National and State Registers
- 5.7 Consider the Establishment of Historic Districts
- 5.1c Increase the Number and Diversity of Individually Landmark Properties



Task Area Three - Branding and Community Outreach

- 1.3a Create a Cohesive Digital/Print Style for Outreach Purposes
- 4.2a Facilitate the Launch of a Branding Campaign for Historic Preservation
- 4.3a Engage in Other Education Activities for Residents
- 4.3b Develop a Unified Wayfinding and Interpretive Signage Design
- 4.3h Expand Windsor Online Walking Tour
- 4.4a Reactivate Town Preservation Awards Program and Create Page on Website



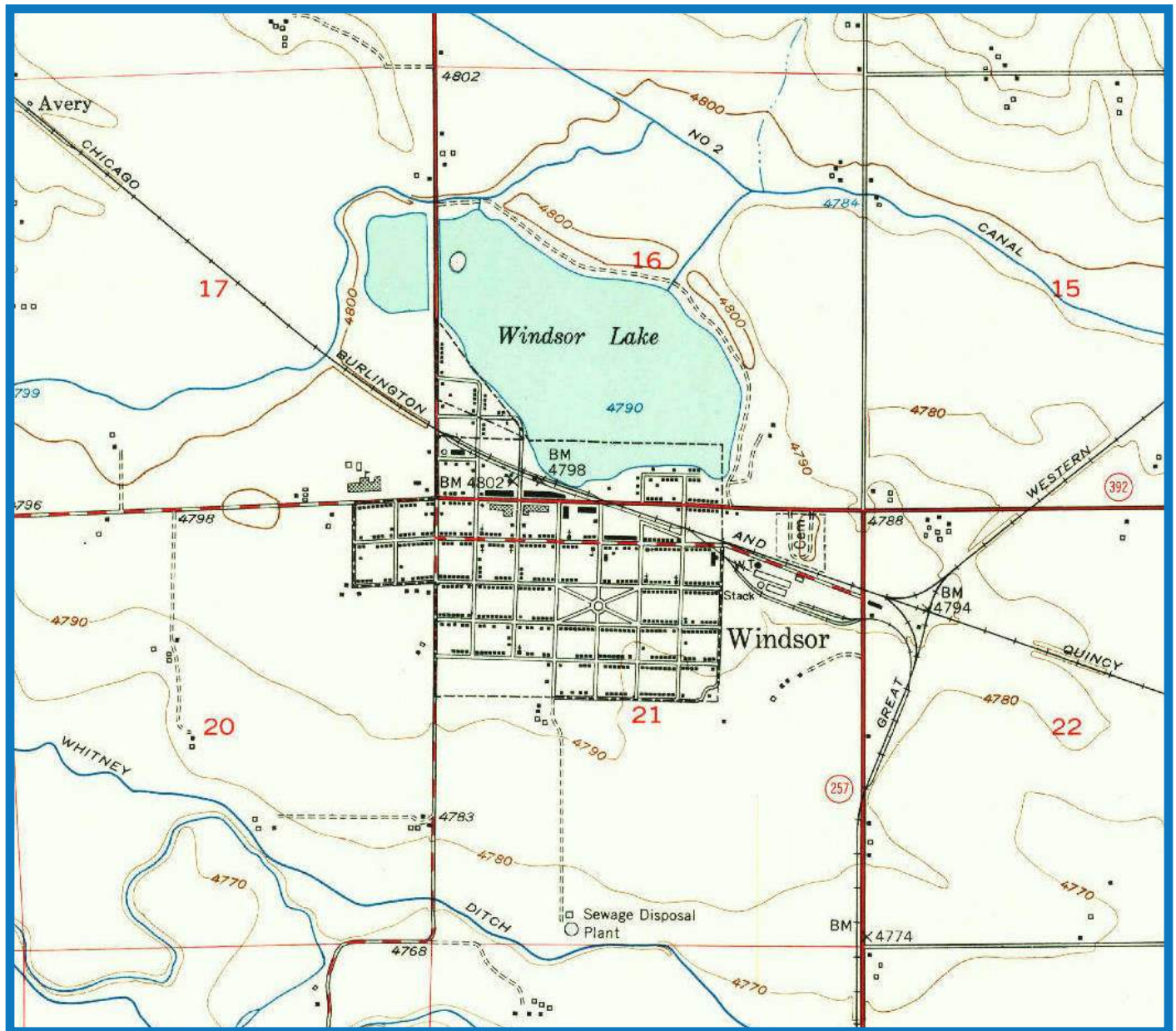
Task Area Four - Improvements to the City's Preservation Program

- 3.1a Collaborate with the Downtown Development Authority
- 4.1a Promote State Historic Tax Credit Programs
- 4.1c Implement a Development Program for Certified Neighborhood Organizations
- 5.4a Create/Circulate HPC Design Standards and Review Criteria to Residents
- 5.4b Update Historic Preservation Professionals/Groups List for Historic References
- 5.5a Streamline a Review/Revise Process for Current Landmark Eligibility Criteria



Section 7 – Appendices

7.1 Historic Maps



Windsor USGS 7.5' Topographic Quadrangle Map, 1950

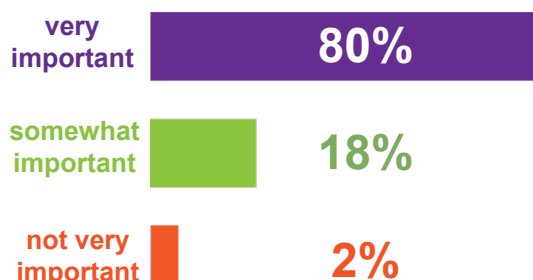
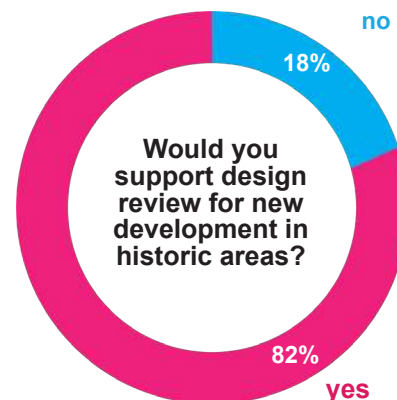
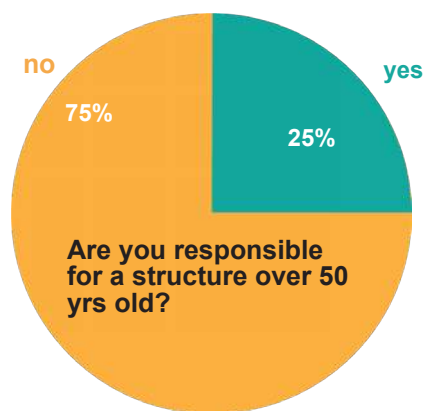
Town of Windsor, Colorado
Historic Preservation Master Plan 2023

7.2 Results from the Citizen Survey

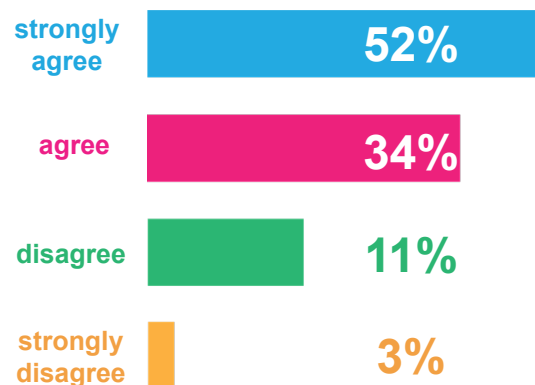
The overwhelming majority of survey takers are property owners.

What brought you to the survey?

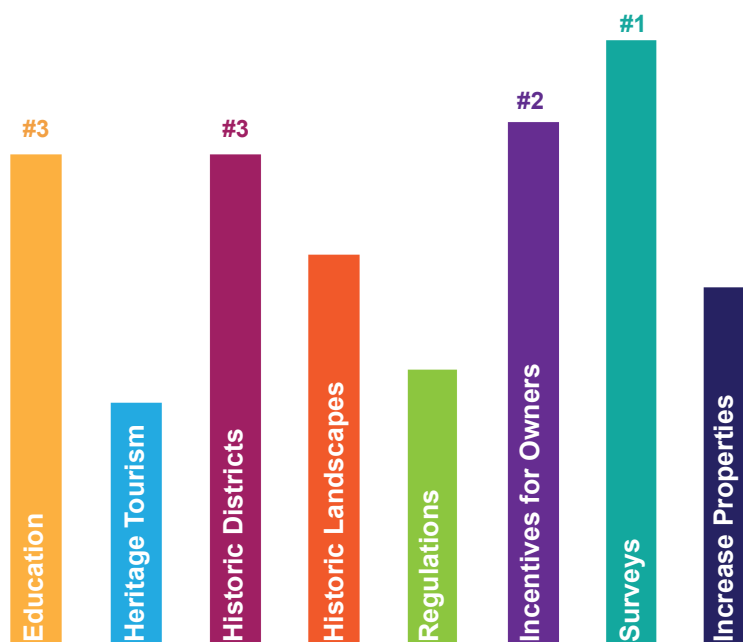
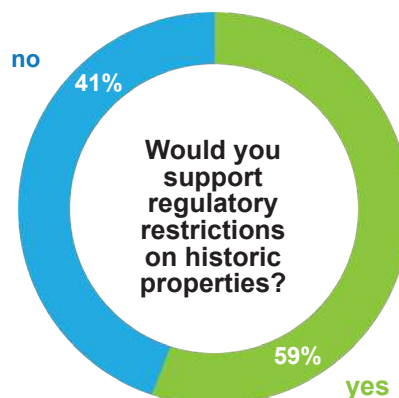
34%
support
preservation
52%
curious



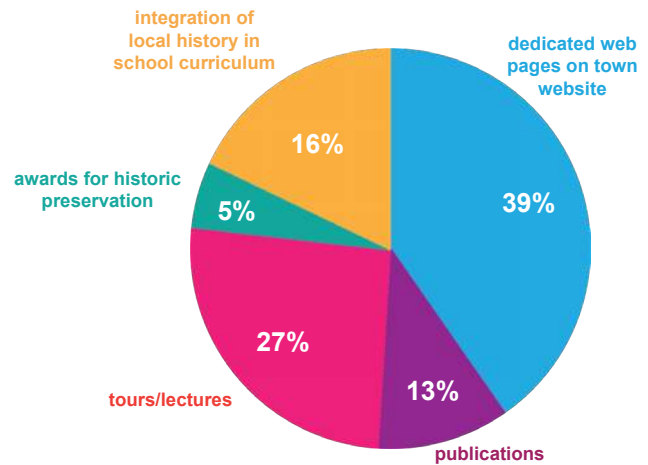
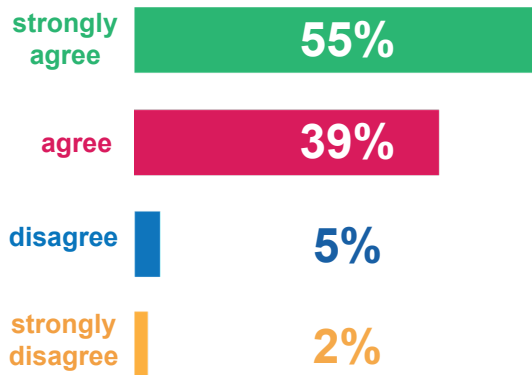
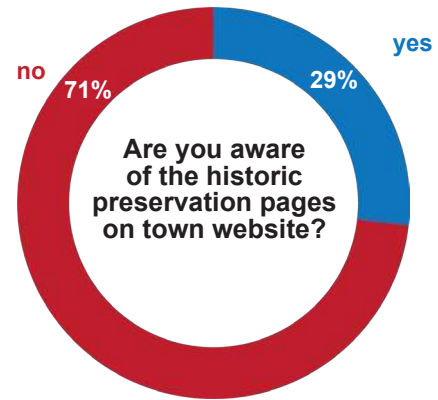
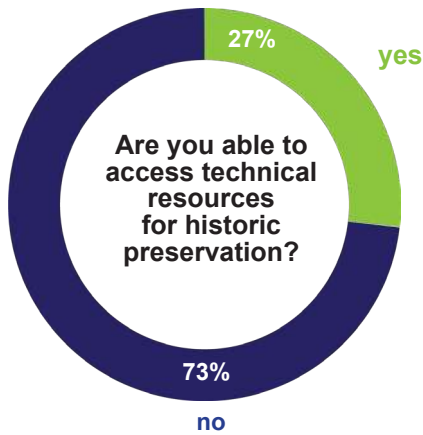
How should historic preservation be regarded in the town?



Should historic buildings authentically represent the historic built environment?



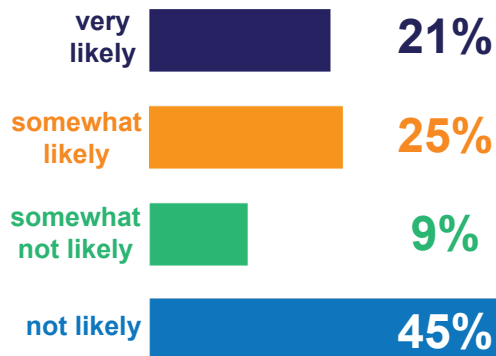
What are the most important activities to pursue in the future?



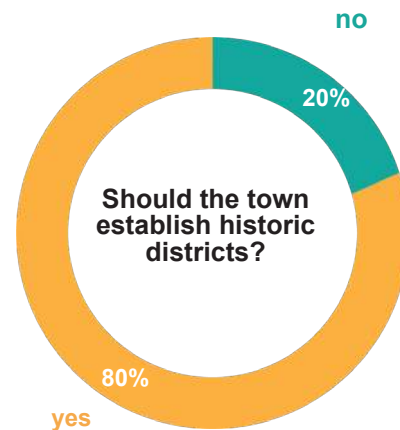
Does the city provide adequate resources to ensure the preservation process is understandable?

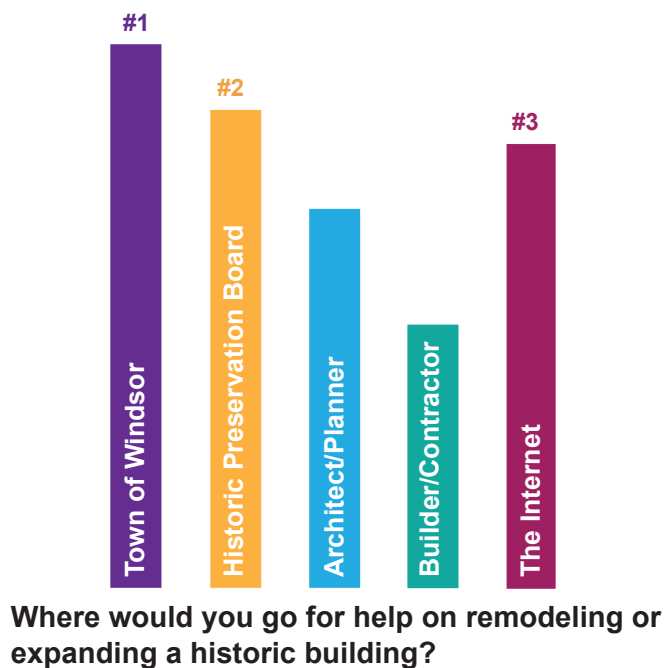
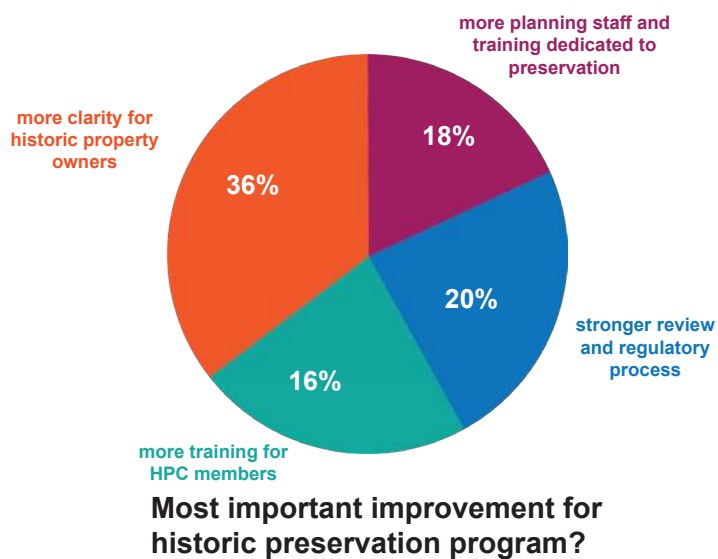
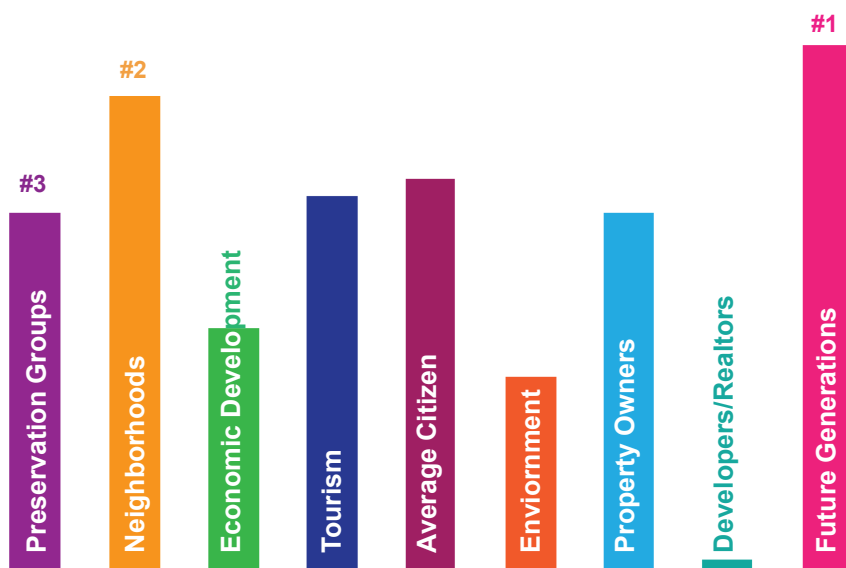
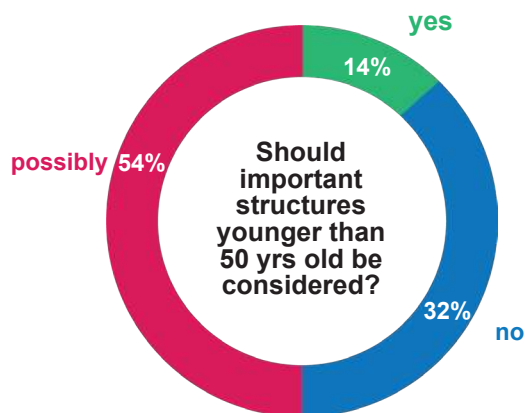
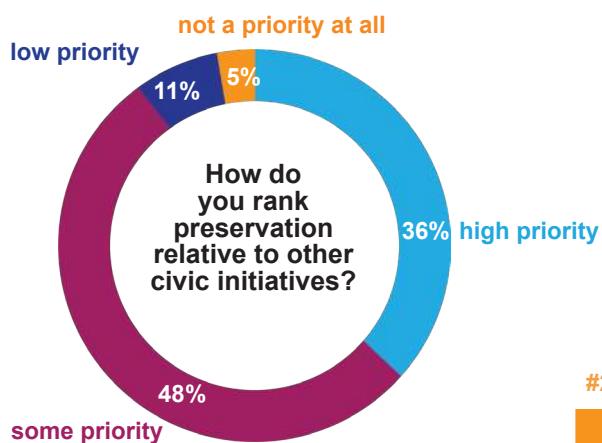
Best way to make public more aware?

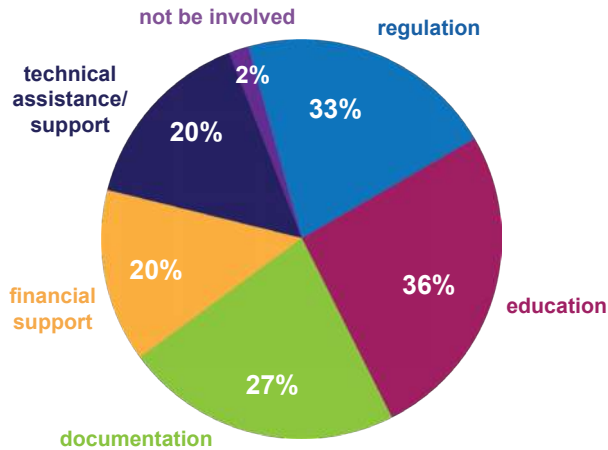
89% of survey takers don't know where to find an experienced tradesperson or contractor for a historic building.



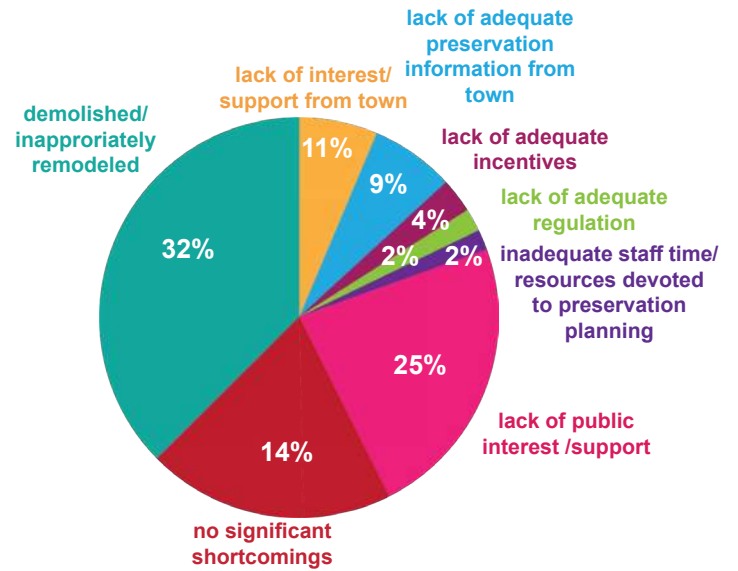
Would you restore or repair a building yourself?



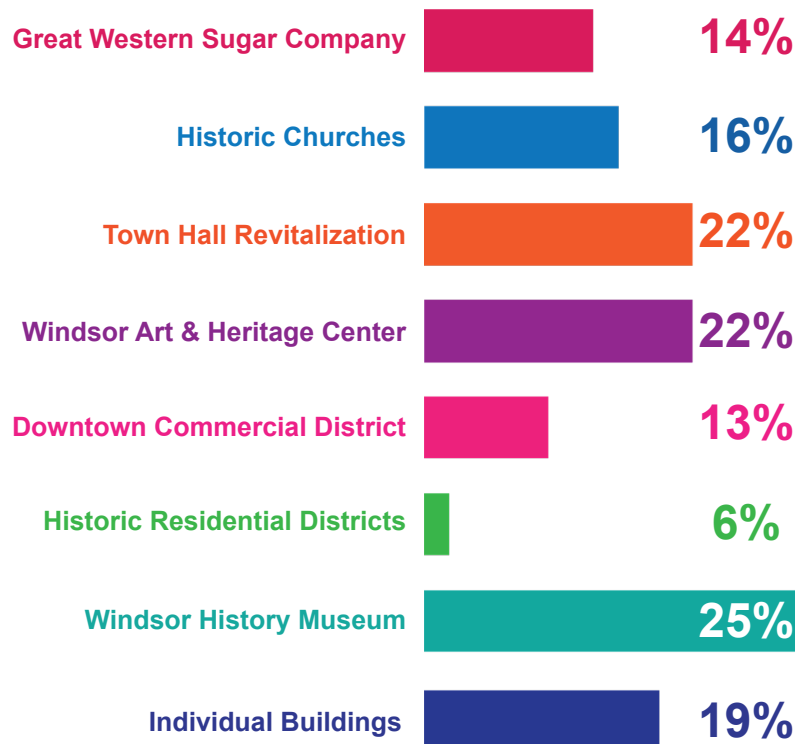




What is the most important role of the town in historic preservation?



What are the greatest shortcomings of historic preservation in the town?



What are the greatest historic preservation successes?



MEMORANDUM

Date: November 8, 2023
To: Historic Preservation Commission
From: Kimberly Lambrecht, Senior Planner
Re: Review Future Meetings Agenda
Item #: D.1.

Background / Discussion:

Please see the attached Future Meetings Calendar for review and comment. Review the list of Future Topics so the Commission can begin to compare these topics with the priorities noted in the Preservation Plan, and begin to prioritize goals for next year and beyond.

Financial Impact:

Relationship to Strategic Plan:

Recommendation:

CC:

Attachments:

1. HPC Future Meetings Calendar - November



HISTORIC PRESERVATION COMMISSION FUTURE MEETINGS DISCUSSION ITEMS

DATE	TOPIC
November 8, 2023 5:45 pm	Final review of Historic Preservation Master Plan Outline plan for future meetings calendar
December 13, 2023 5:45 pm	Dinner Meeting
January 10, 2024 5:45 pm	TBD
February 14, 2024 5:45 pm	No meeting – Saving Places Conference: January 31 – February 2, 2024, Boulder, CO
March 14, 2024 5:45 pm	
April 10, 2024 5:45 pm	

Future Topics:

Code Revision/Updates discussion
Educational materials for outreach
Letters to property owners eligible for Local Historic Designation
Outreach to the Poudre Valley Cemetery
Introductory meeting with Windsor Severance Historical Society
Website updates
Comprehensive Plan Updates (ongoing)
Windsor Lake – Historical Research – ongoing discussion
Local designations for the First United Methodist Church and the Kaplan-Hoover Site

Upcoming Meeting Dates*

<u>Wednesday November 8, 2023</u>	5:45 P.M.	Regular HPC Meeting
<u>Wednesday December 13, 2023</u>	5:45 P.M.	Regular HPC Meeting
<u>Wednesday January 10, 2024</u>	5:45 P.M.	Regular HPC Meeting
<u>Wednesday February 14, 2024</u>	5:45 P.M.	Regular HPC Meeting
<u>Wednesday March 13, 2024</u>	5:45 P.M.	Regular HPC Meeting

* May not include any Historic Preservation Commission (HPC) work sessions which may be requested and may also be scheduled for these dates. Regular meeting dates may be changed to a work session at the discretion of the Chair when no action items are present.



MEMORANDUM

Date: November 8, 2023
To: Historic Preservation Commission
From: Kimberly Lambrecht, Senior Planner
Re: Discuss December HPC Meeting Location
Item #: D.2.

Background / Discussion:

In recent years, the December HPC Regular Meeting has been held off-site. The December Meeting will be held on December 13, 2023. The Commission should plan on determining a location for the December Meeting.

Financial Impact:

Relationship to Strategic Plan:

Recommendation:

CC:

Scott Ballstadt, Director of Planning

Attachments: