



TOWN BOARD AND PLANNING COMMISSION JOINT WORK SESSION

February 5, 2024 - 5:30 PM
Town Board Chambers, 301 Walnut Street, Windsor, CO 80550

To view Town Board meeting broadcasts, visit
www.windsorgov.com/MeetingsOnDemand.

AGENDA

GOAL of this Work Session is to have the Town Board receive information on topics of Town business from the Town Manager, Town Attorney and Town staff in order to exchange ideas and opinions regarding these topics.

Members of the Public in attendance are asked to be recognized by the Mayor before participating in any discussions of the Town Board

WORK SESSION AGENDA ITEMS

1. Comprehensive Plan and Urban3 Presentation - D. Eisenbraun, Senior Planner
2. 2024 Community Survey Update - J. Humphries, Administrative Services Director
3. Short-term Rental Draft Ordinance - D. Money, Town Attorney; S. Ballstadt, Director of Planning; M. Price, Planner I;
4. Liquor License Classifications and Liquor Fees Follow-up Discussion - K. Frawley, Town Clerk
5. Future Meetings Agenda

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: February 5, 2024
To: Mayor and Town Board
From: David Eisenbraun, Senior Planner
Re: Comprehensive Plan and Urban3 Presentation - D. Eisenbraun, Senior Planner
Item #: 1.

Background / Discussion:

Title Slide and Introductory Section

Urban3 is a land use economics firm based in Asheville, NC. Our work focuses on understanding how different development and land use choices impact municipal budgets. First, we start by recognizing that municipalities are defined boundaries of land. Municipalities can annex land, but there is only so much land that can be added, so municipalities must think carefully about how to most effectively use the land they have.

Farmers think about their land from an efficiency standpoint. How much water is used per acre, how much crop yield per acre, and so on. Cities can look at developments in a similar way, considering the amount of land consumed compared to the value generated in the form of taxable value.

This concept may seem abstract or foreign, but we use this idea in other areas. For example, with cars. We don't talk about fuel consumption in cars in terms of miles per tank because each car's gas tank is different in size. Instead, we consider miles per gallon, which tells us the efficiency of each vehicle.

Despite the data available related to the benefits of efficient land use, it can be hard for people to see. At Urban3, we not only analyze the data, but present the information in ways that are easy and quick to understand. We start by showing the Economic MRI of our home county, Buncombe County, in North Carolina. In 2D it can be hard to see some of the detail, but in 3D it is easy to see what portions of the county are most productive. The City of Asheville and its downtown shoot off the map, while lower value per acre areas are clear to see.

Now, we will move on to our analysis of Windsor.

Tax Systems & Budget Sections

Before we jump into our analysis of Windsor, it is important to understand the tax system and budgetary reality in the town. Colorado uses a system where an assessment rate is applied to different types of property before the tax rate is applied. Residential property gets a lower assessment rate compared to commercial, industrial, and other types of land. This has big implications on revenue generation for Windsor.

Looking at the General Fund budget, we can see the main sources of revenue and the main expenditures for Windsor. Sales tax and property tax make up the biggest revenues, while general government and police make up the biggest expenditures.

Windsor Economic MRI Section

Now we will jump into the Economic MRI for Windsor. Windsor straddles Weld and Larimer Counties, with the majority of the town in Weld County. Looking at the value per acre of the region, it is clear to see the productivity of the municipalities. Looking at Windsor and some surrounding cities, we can see how the value per acre model compares.

Zooming into Windsor, we can see certain areas of the Town that are the most productive, like downtown and some new compact residential developments on the western side of town.

Looking at the ratio of taxable to nontaxable land in Windsor helps us understand what areas of the town are directly contributing to property tax revenue versus what is not. The nontaxable land helps contribute in other ways, by providing civic spaces for people to enjoy and public services that people

rely on.

Comparing the productivity of downtown Windsor to the town as a whole we see that downtown produces about 0.5% of the taxable value in town, but only takes up about 0.1% of the land in town. This generates a ratio of 1:5. This is a solid ratio and shows that downtown is helping carry the load of some lower productivity areas of the town. However, there is always room for improvement and supporting downtown development will pay dividends for the community into the future.

Land Use Types Section

Here, we break down some different examples of land uses in Windsor and show specific examples of their productivity. We start with the Timnath Walmart as a baseline. Though it is not inside the town's limits, it is a development pattern that people are familiar with and can be used as a simple baseline for value per acre for the area.

We start with different residential land use types from single family detached, to duplexes and triplexes, to small apartments, to condos, to townhouses, and finishing with large apartments. There is a progressive increase in value per acre as we move through these development types, but we see big jumps as we enter the condos, townhouses, and large apartments. These development patterns produce more value per unit of land consumed.

From here we move into commercial land uses, starting with lower density shopping center style developments moving to main street style developments. We see the value per acre nearly triple.

Focusing on developments on Main Street, we see a series of highly productive developments. With the highest value per acre development topping out at \$11.6 million per acre. It is important to realize that many of these main street buildings have been in Windsor from the beginning and have been helping to produce value for the town for generations. These developments can be 10 times as productive as other, lower density developments in other areas of town.

Land Value per Acre Section

Next we look at the land value per acre of properties in Windsor. This considers just the value of the land without taking into account any improvements (buildings) on the property. Looking at the data this way can show interesting patterns.

In Windsor, there is a trend towards new, compact development having significantly higher land value per acre numbers compared to older, less dense development. This shows the influence of subdividing land and changing development entitlements on the land value in Windsor.

Sales Tax Analysis Section

Here we look at the sales tax revenue per acre for Windsor. To preserve anonymity, sales tax producing properties were grouped together and aggregated to larger areas. We can see the commercial nodes in Windsor popping out, with Downtown, New Windsor Marketplace, and Crossroads Blvd being the highest productivity areas.

We can then stack property tax revenue on top of the sales tax revenue to see what areas of town are the most productive for Windsor. Looking at the model, we can see how much more significant sales tax revenue is compared to property tax revenue for Windsor. We can also see that having high sales tax per acre values doesn't mean that property tax per acre values must be small. Downtown Windsor is the winner in both sales tax and property tax productivity, showing the potency of main street style development.

Infrastructure Analysis Section

Next, we analyze Windsor's infrastructure systems and the costs associated with maintaining them. Urban3 uses a different methodology when it comes to considering the costs of infrastructure systems by taking into account the complete lifecycle costs associated with maintaining and operating these systems year after year. Once a jurisdiction puts infrastructure in the ground, they are typically responsible for maintaining that infrastructure in perpetuity.

First, we consider each of the main infrastructure systems Windsor is responsible for: roads, water, sewer, and stormwater. Each system varies in scale, but each is significant. Looking at the

annual lifecycle cost for these systems, we get an understanding of the budgetary commitment required for their maintenance.

As an example, we look at the sewer system and its revenue versus expenditure over the past few years. From 2018 to 2021, the sewer fund ran at a surplus. But then in 2022, there was a major capital expenditure that had to be made. If you average it out from 2018 to 2022, there was a net deficit of about \$300,000 per year for the sewer fund. This isn't too bad, but shows the nature of funding these infrastructure systems. There is an ongoing cost for annual maintenance, but periodically there will be a major expense for large capital investment. These should be considered in the annual budgeting for the system.

We then compare the average annual expenditure for each system over the past 5 years compared to Urban3's systems analysis. At first, it looks like each system is covering the needed costs. However, when we start to break down expenditure, we can see that it is composed of three main pieces: operation and maintenance; capital operations and maintenance; and new capital, or adding new infrastructure. This last piece, adding infrastructure, actually increases the future expenditures through expanding the current system. We don't want to compare that to maintaining the current system, so if we remove that piece, we can see that most systems aren't keeping up with the required expenditure to maintain them.

From here, we spatialize the cost data and compare it to revenue. We map the total revenues of Windsor against the total costs to see what areas of town are net revenue or cost producers. When we net out the costs against the revenues, we see that commercial and mixed use areas tend to be net producers for Windsor, compared to residential areas. This is a function of the tax system that Windsor operates under in Colorado, with commercial areas being taxed higher compared to residential areas and sales tax playing a more significant role compared to property tax. However, we can see differences with each land use group. Lower density residential areas with significant infrastructure investments tend to perform worse compared to residential areas with moderate density. And then comparing commercial areas, lower density commercial performs worse compared to more dense, mixed use areas.

Projections Section

Here we look at four subareas in Windsor that are slated for new land uses: CAC, Downtown, Harmony & 257, and Highway 34. Each has its own mix of uses, but generally CAC and Downtown are more similar and Harmony & 257 and Highway 34 are more similar.

When applying the estimated net revenue or cost per acre to each of the land uses in the projection areas, we can see that all end up being revenue positive. However, the influence of commercial versus residential and open space plays an important role. We can see that subareas that include residential and open space tend to have lower net revenues. This is because these land use types aren't as financially productive as commercial and mixed use. However, they are important land uses to include in Windsor because they create a community where people can and want to live. Windsor could focus on creating as many commercial uses as possible, but then would lack the people and environment to maintain a thriving community. Balancing these land uses and understanding their influence on the town's health is key to sustainability moving forward.

Public Asset Analysis Section

Public entities like the Town of Windsor often own significant amounts of land in their jurisdiction that are underutilized and could be put to use in a different way that could help generate value for the community.

In Windsor, about 24% of the Town is non taxable. The Town of Windsor owns 9% of property in town limits, or about 2.2 square miles. From here we can filter down land that is more feasible to consider for redevelopment opportunities to understand what sort of potential value this land can have.

Focusing on 0.4 square miles of land owned by the town, we see that land could be worth approximately \$100 million. This is additional value that could be added to the town. If the other tax exempt property is also considered, an additional \$800 million of value could be realized.

We aren't advocating for all of this property to be redeveloped immediately, but instead for the

town to keep in mind opportunities in the future to leverage the land it owns and consider how to use its assets to best support public service goals moving forward.

Financial Impact:

Relationship to Strategic Plan:

Recommendation:

For Information Only.

CC:

Attachments:

1. Urban3 Presentation

URBAN³

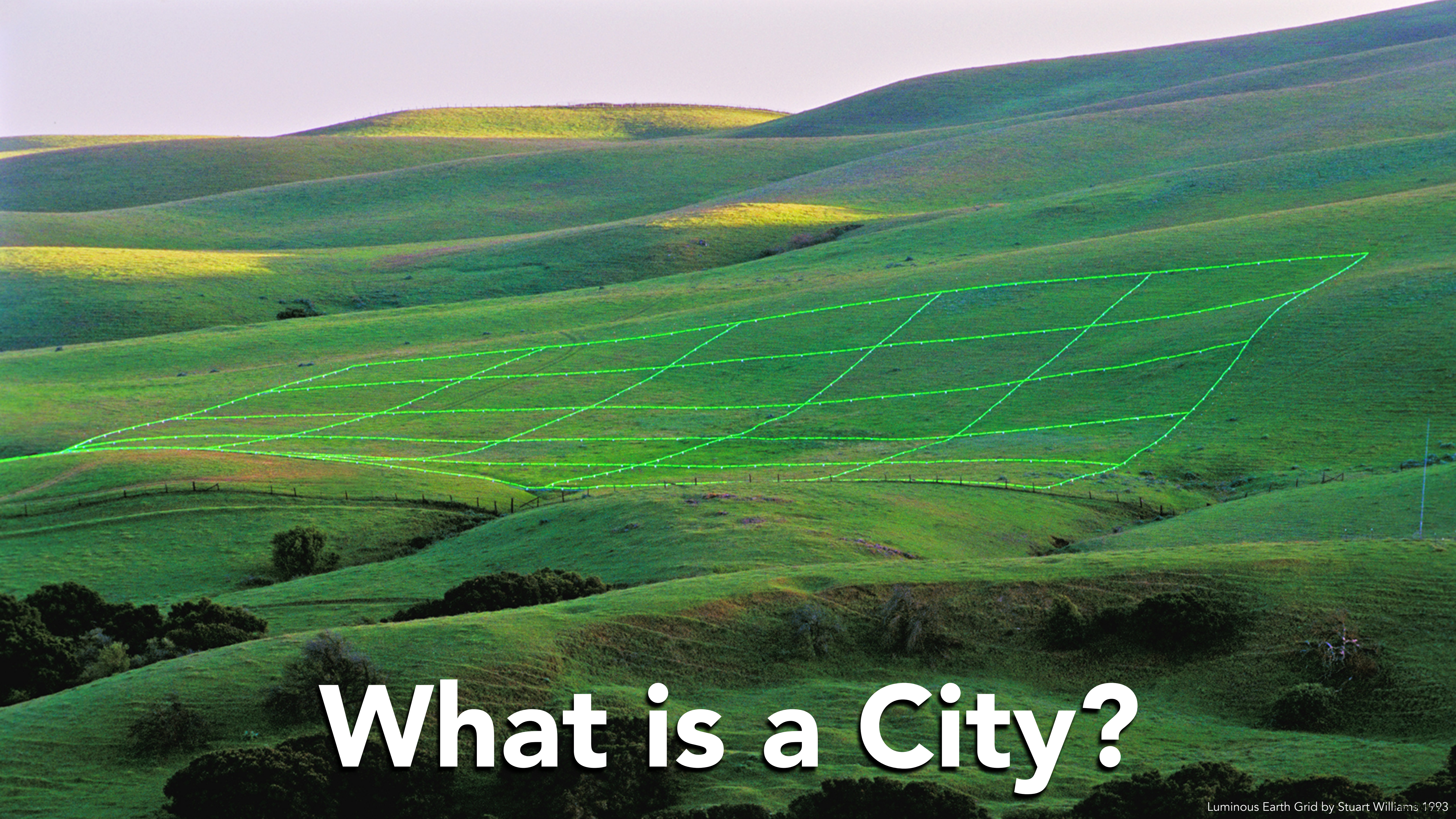
Economics of Community Design

Windsor, Colorado

Value per acre map of Auckland,
New Zealand



What is a City?



What is a City?

Land Production





For 40 years this building remained vacant..... its tax value in 1991 was just over **\$300,000**



Today the building is valued at over **\$11,000,000**

An increase > **3500%**

in **15 years**

The lot is less than **1/5 acre**

Asheville Walmart

Total Tax Value:
\$20M



Downtown Building

Total Tax Value:
\$11M

Land Consumed (Acres)



Total Property Taxes Per Acre



City Sales Taxes Per Acre

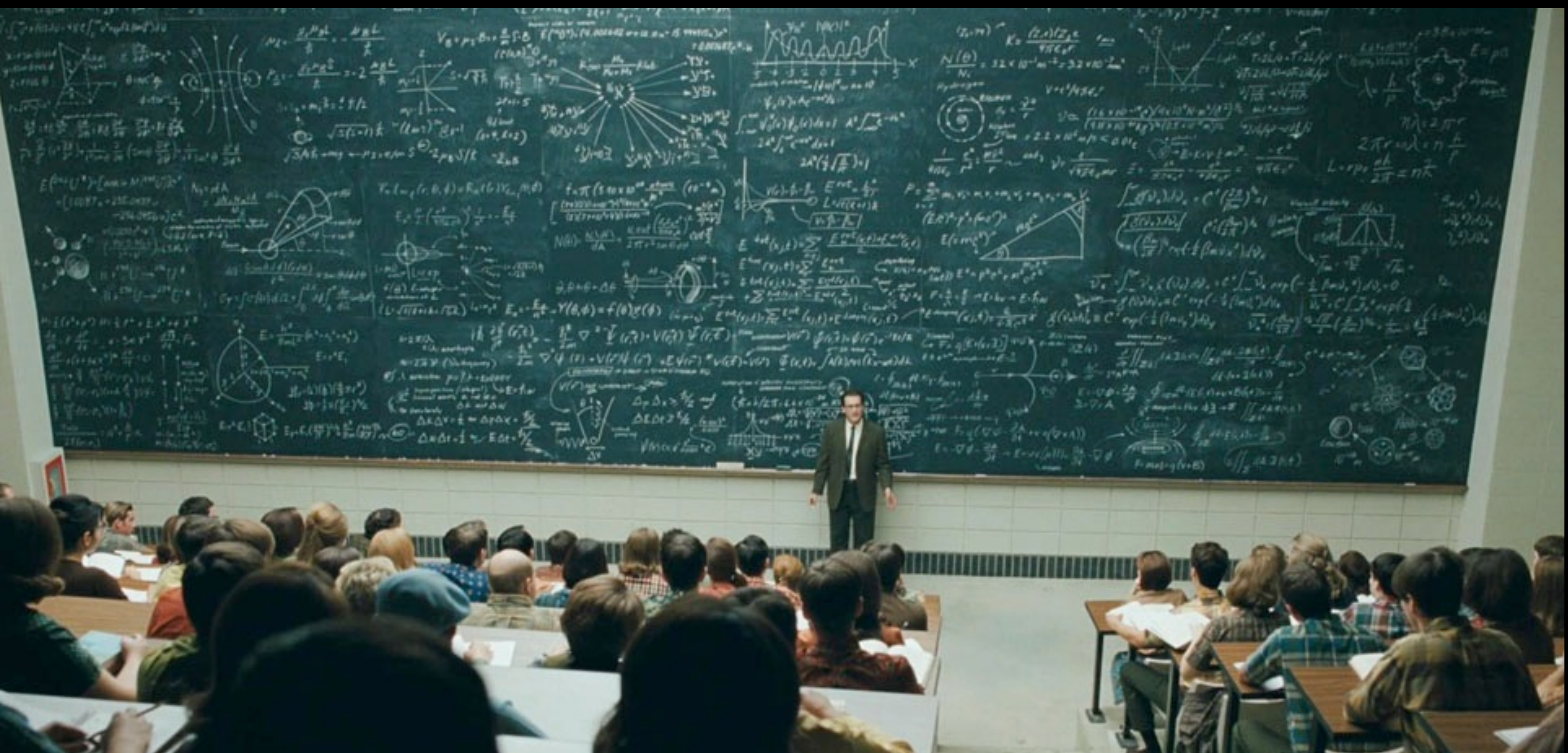


Residents Per Acre



Jobs Per Acre





Scary Math

How do we compare cars?

Miles per tank



1955 BMW Isetta

Rolls-Royce Phantom
Drophead

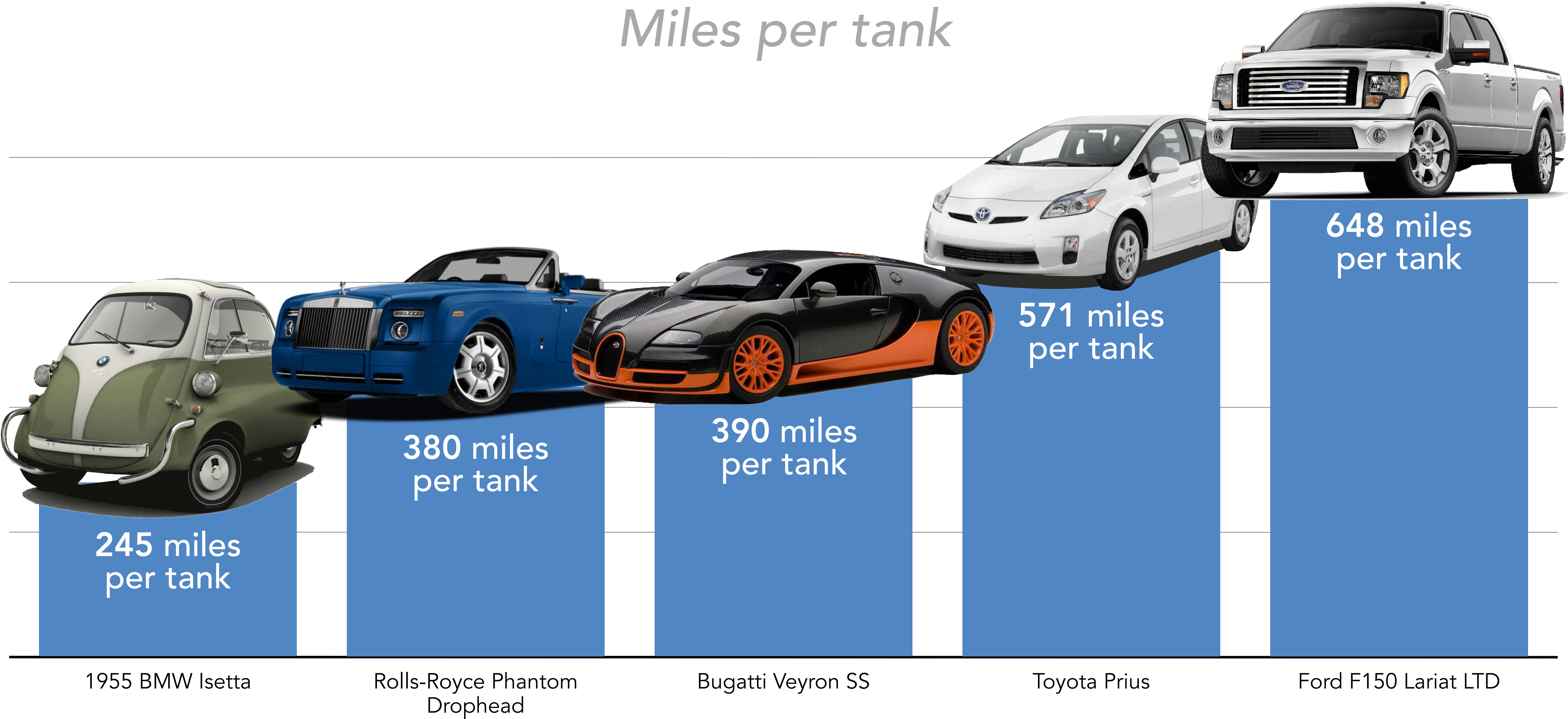
Bugatti Veyron SS

Toyota Prius

Ford F150 Lariat LTD

How do we compare cars?

Miles per tank



How do we compare cars?

Miles per gallon



50/70 mpg



11/18 mpg



8/14 mpg



51/48 mpg



13/18 mpg

1955 BMW Isetta

Rolls-Royce Phantom Drophead

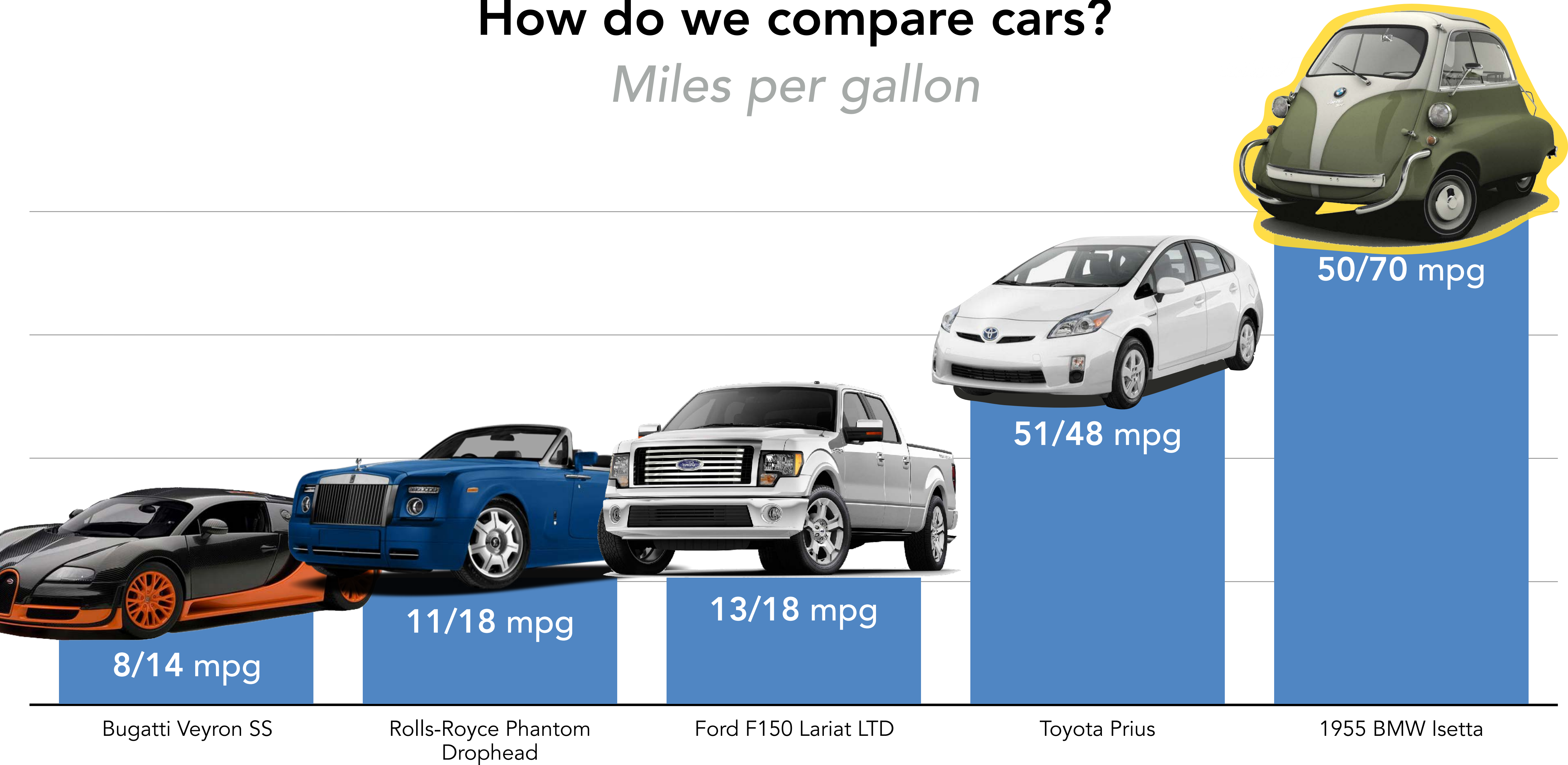
Bugatti Veyron SS

Toyota Prius

Ford F150 Lariat LTD

How do we compare cars?

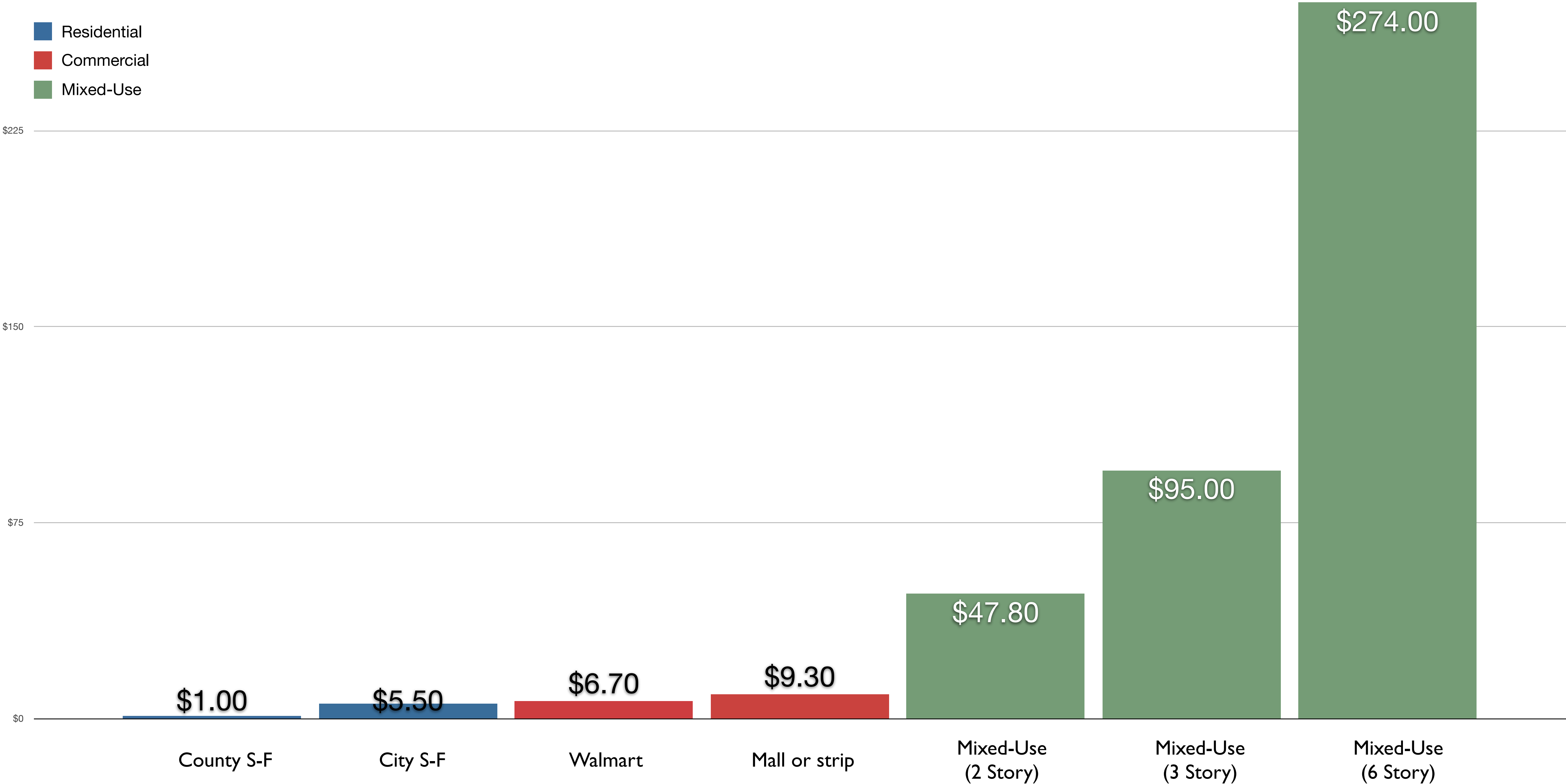
Miles per gallon



County Property Taxes/Acre

Ratio Difference of 60 City Set, in 21 States (+ a Province)

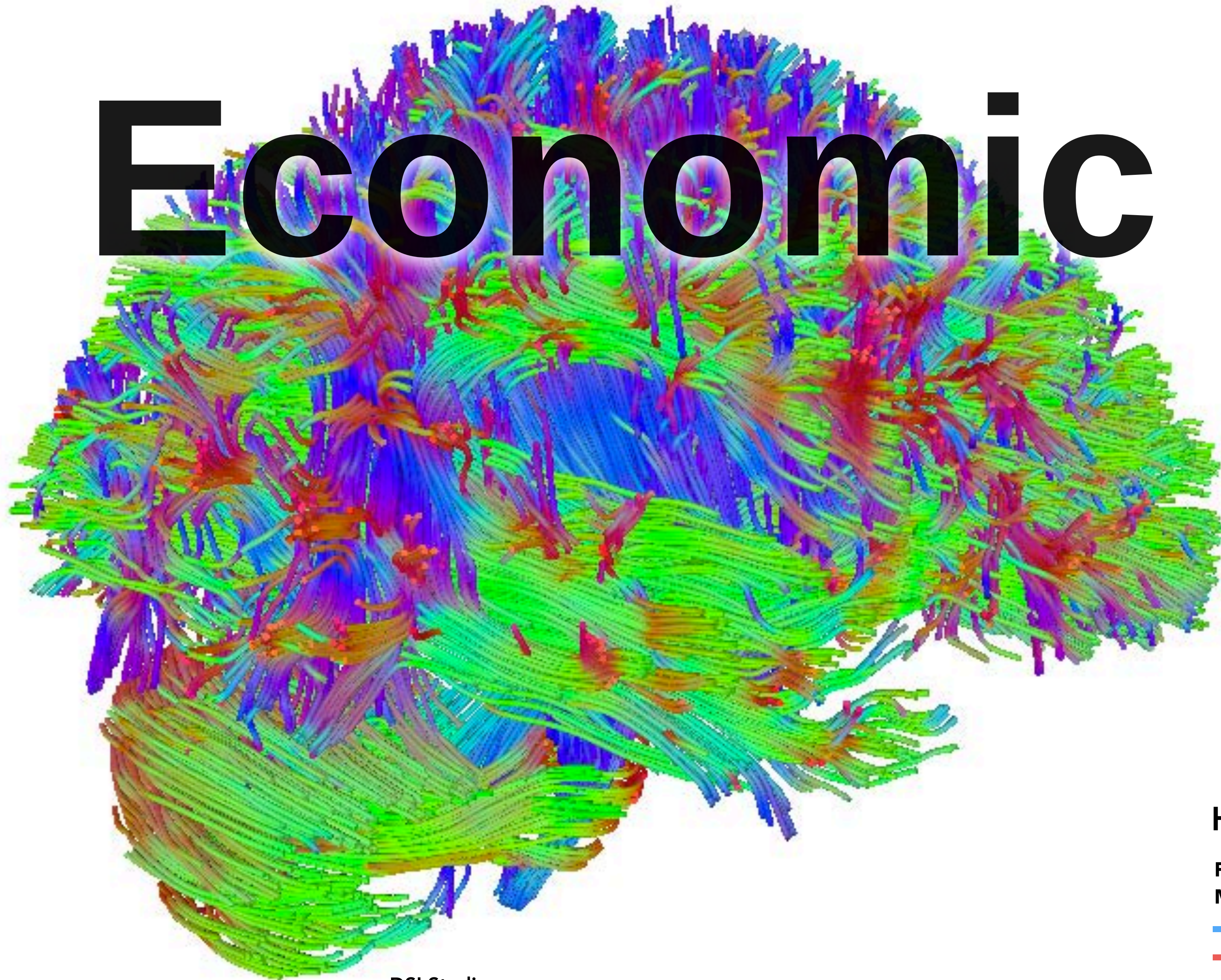
- Residential
- Commercial
- Mixed-Use



Question:

**But why don't people
see that?**

Economic MRI™



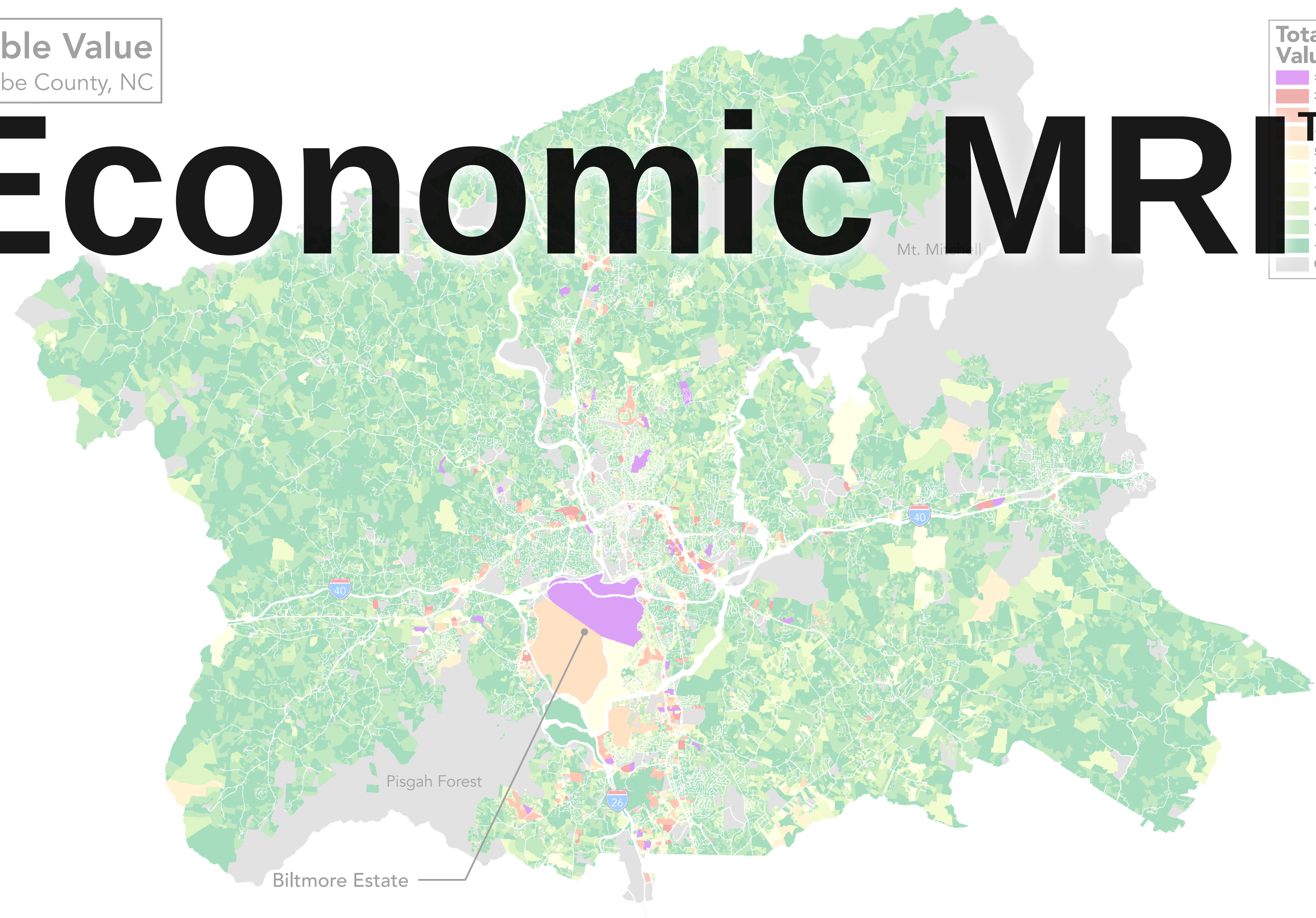
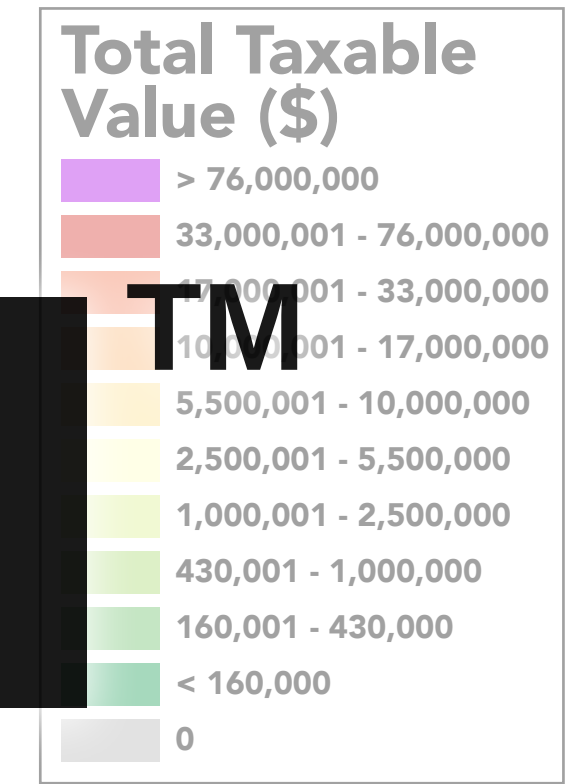
DSI Studio

Human Connectome Project

Fiber architecture of the brain.
Measured from diffusion spectral imaging (DSI).

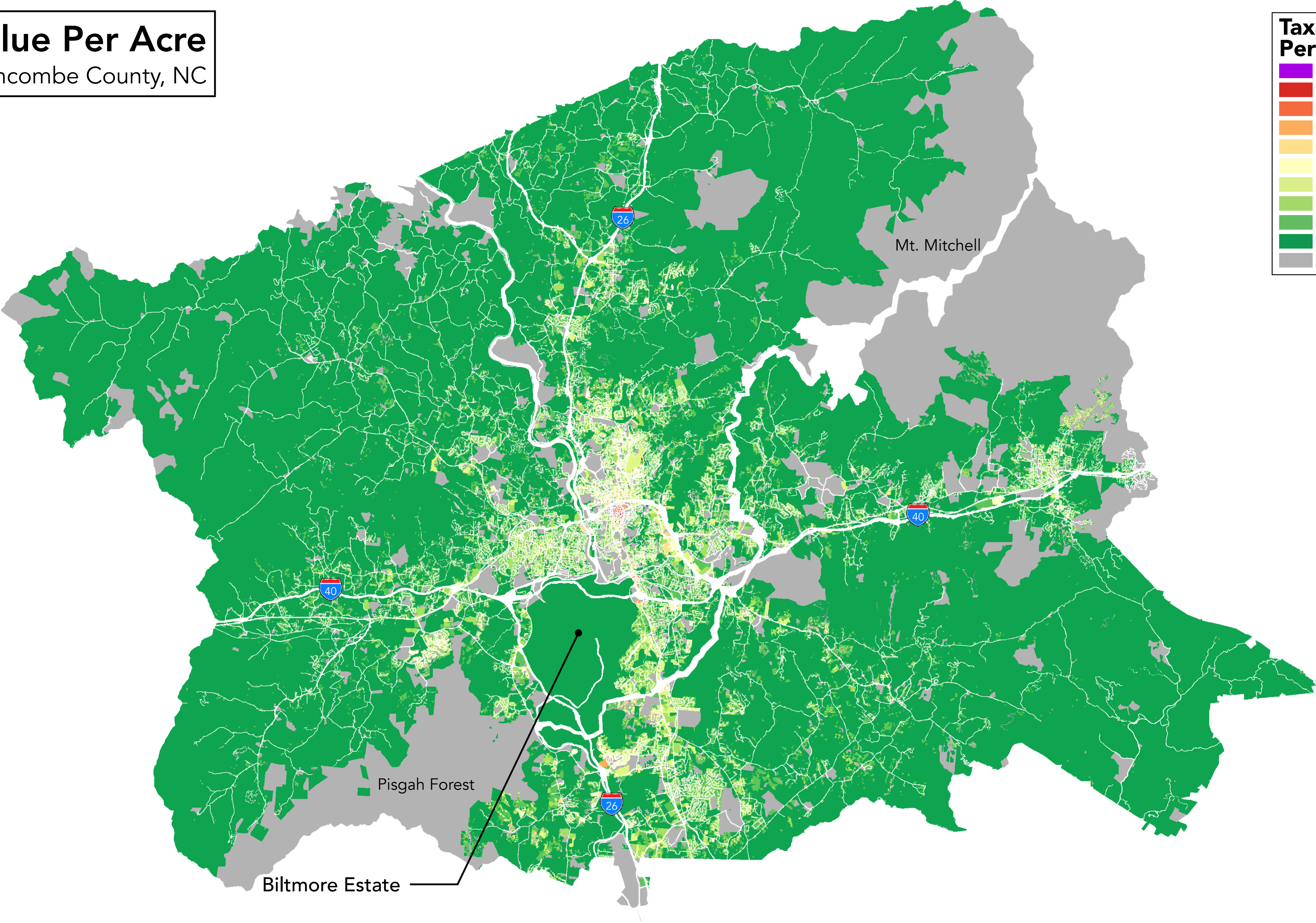
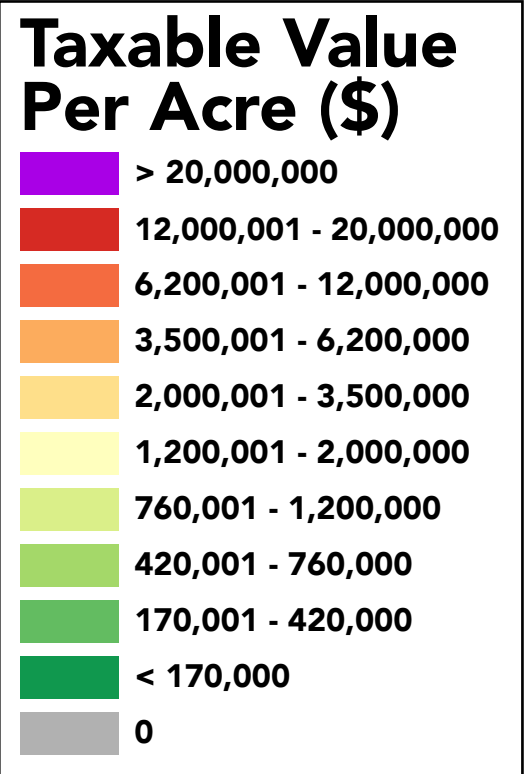
- up-down
- left-right
- anterior-posterior

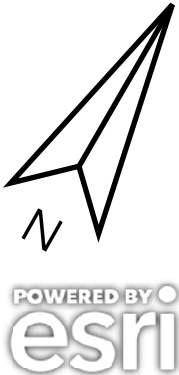
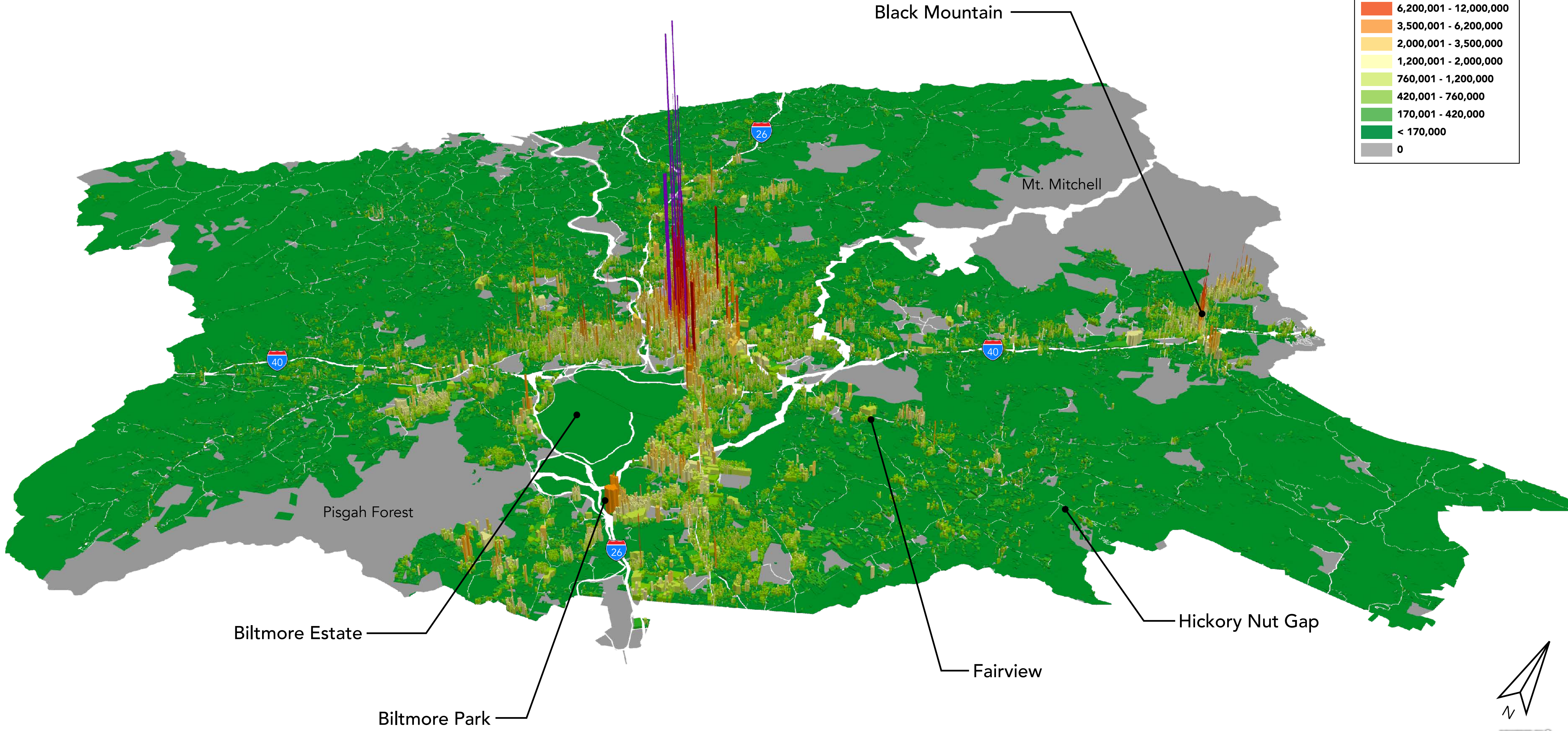
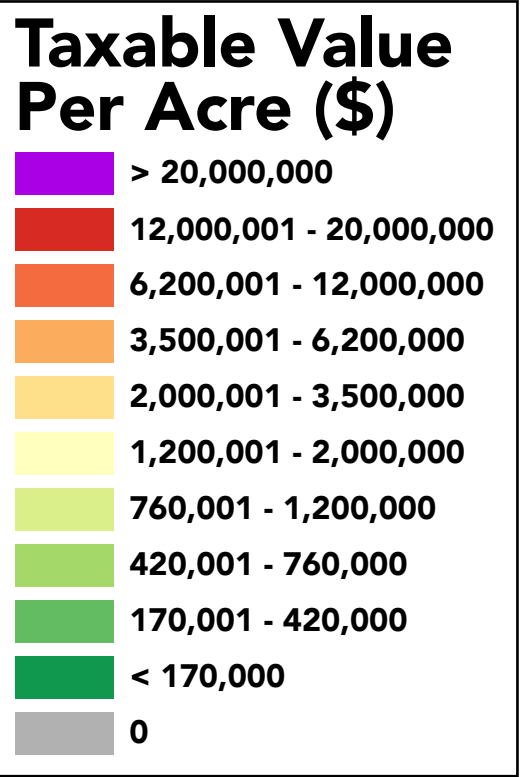
EconomicMRI™



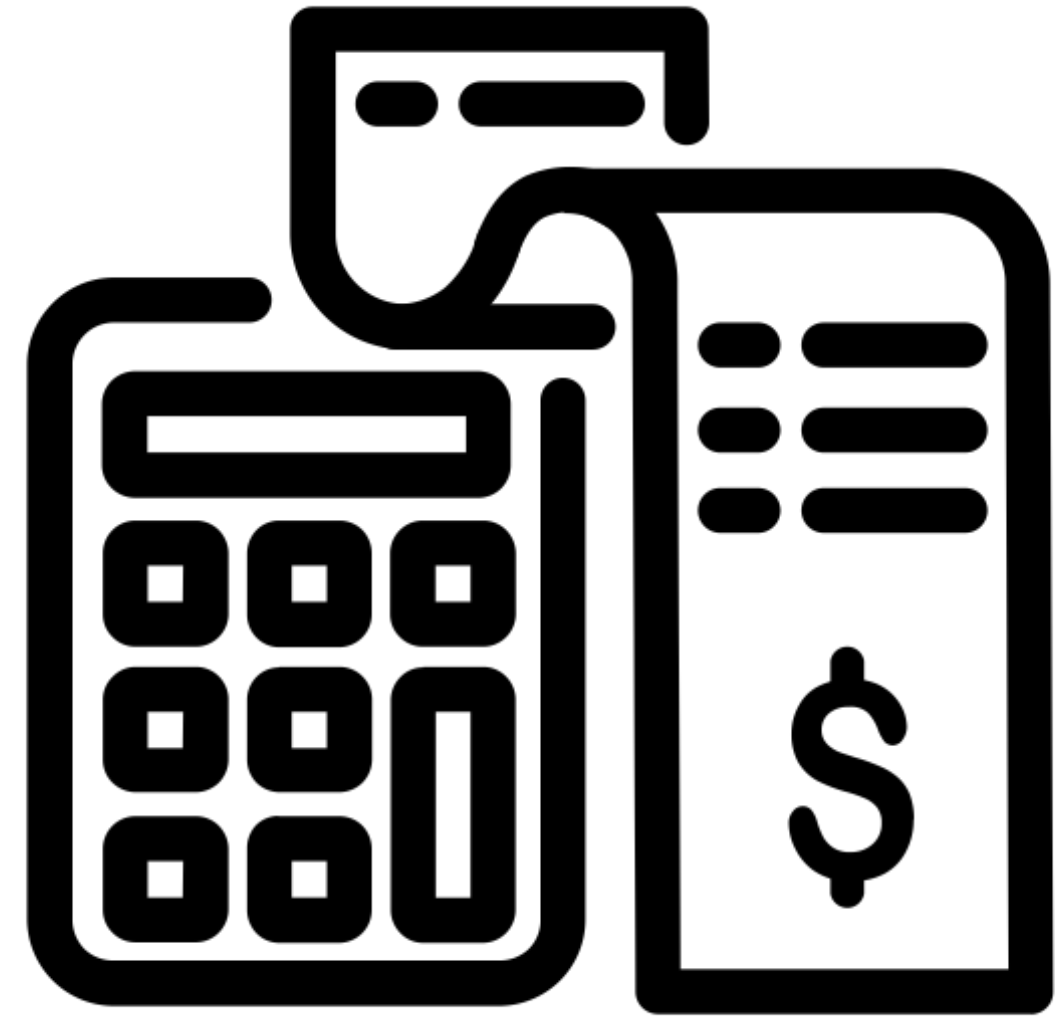
Taxable Value Per Acre

Buncombe County, NC









Tax Systems

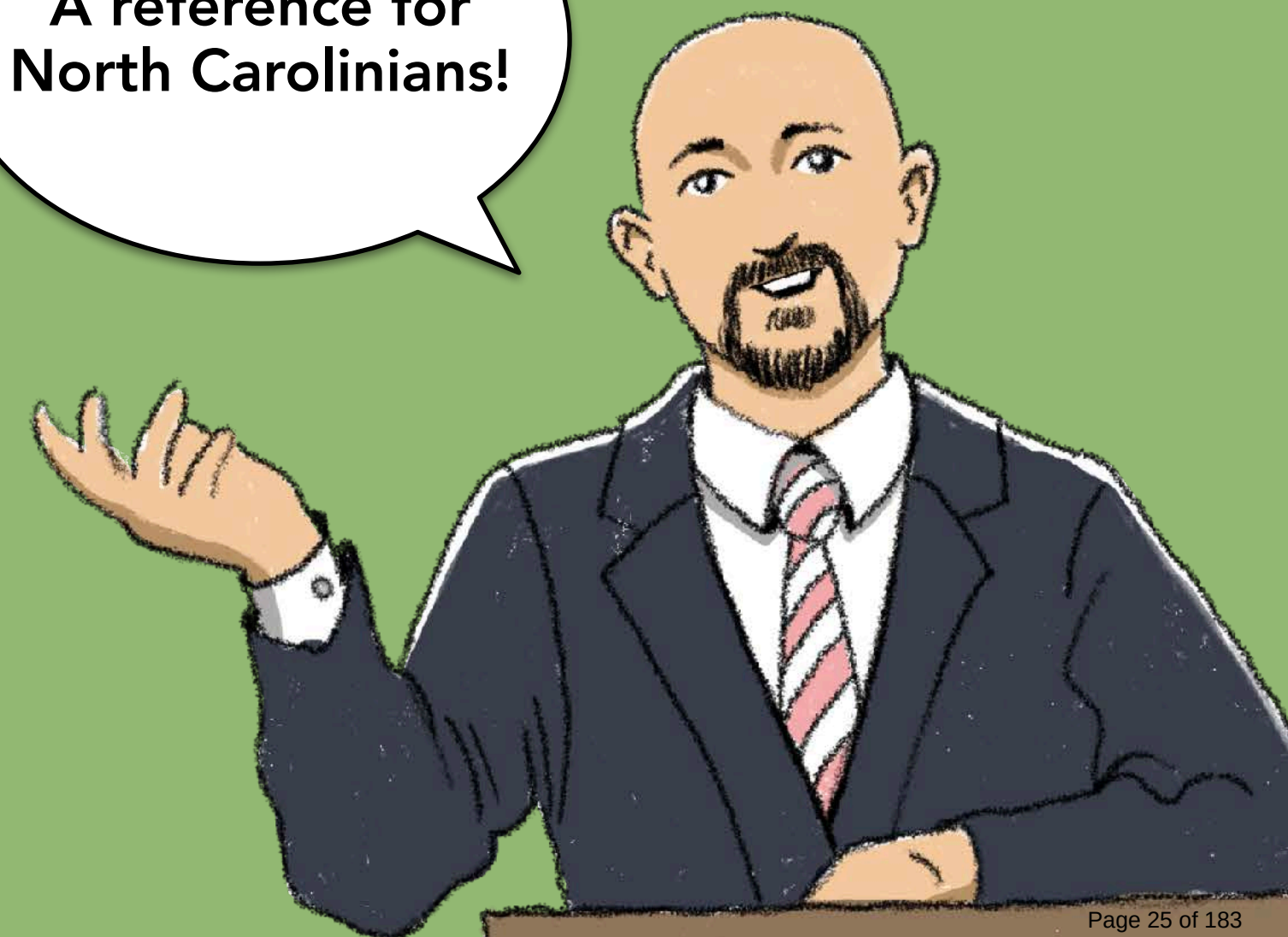
How Your Services are Funded

wikiHow Your Taxes Work

Colorado



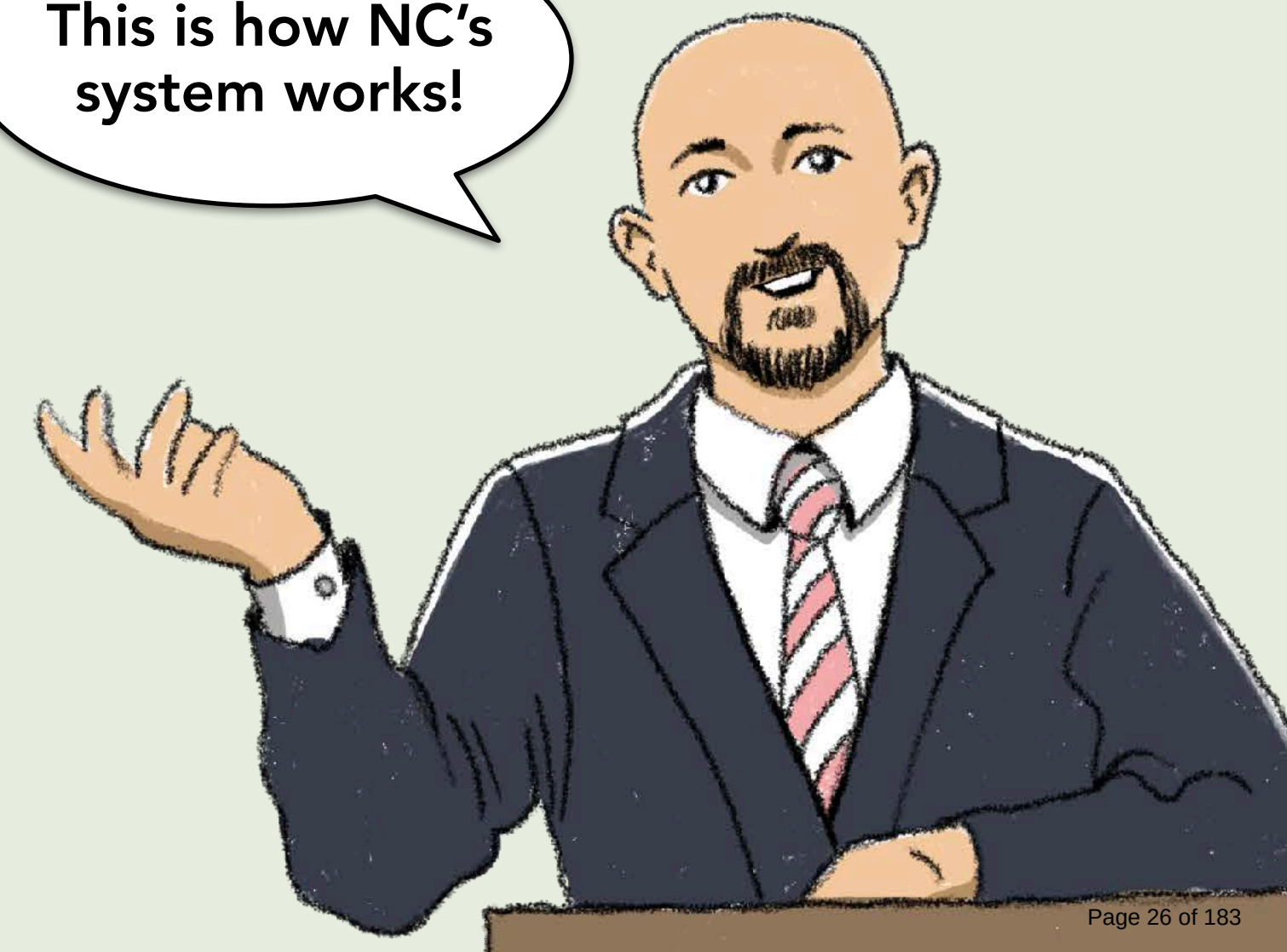
A reference for
North Carolinians!





$$\text{Market Value} - \frac{\text{Exemptions}}{\text{Taxable Value}} \times \frac{\text{Mill Rate}}{\text{Tax Bill}}$$

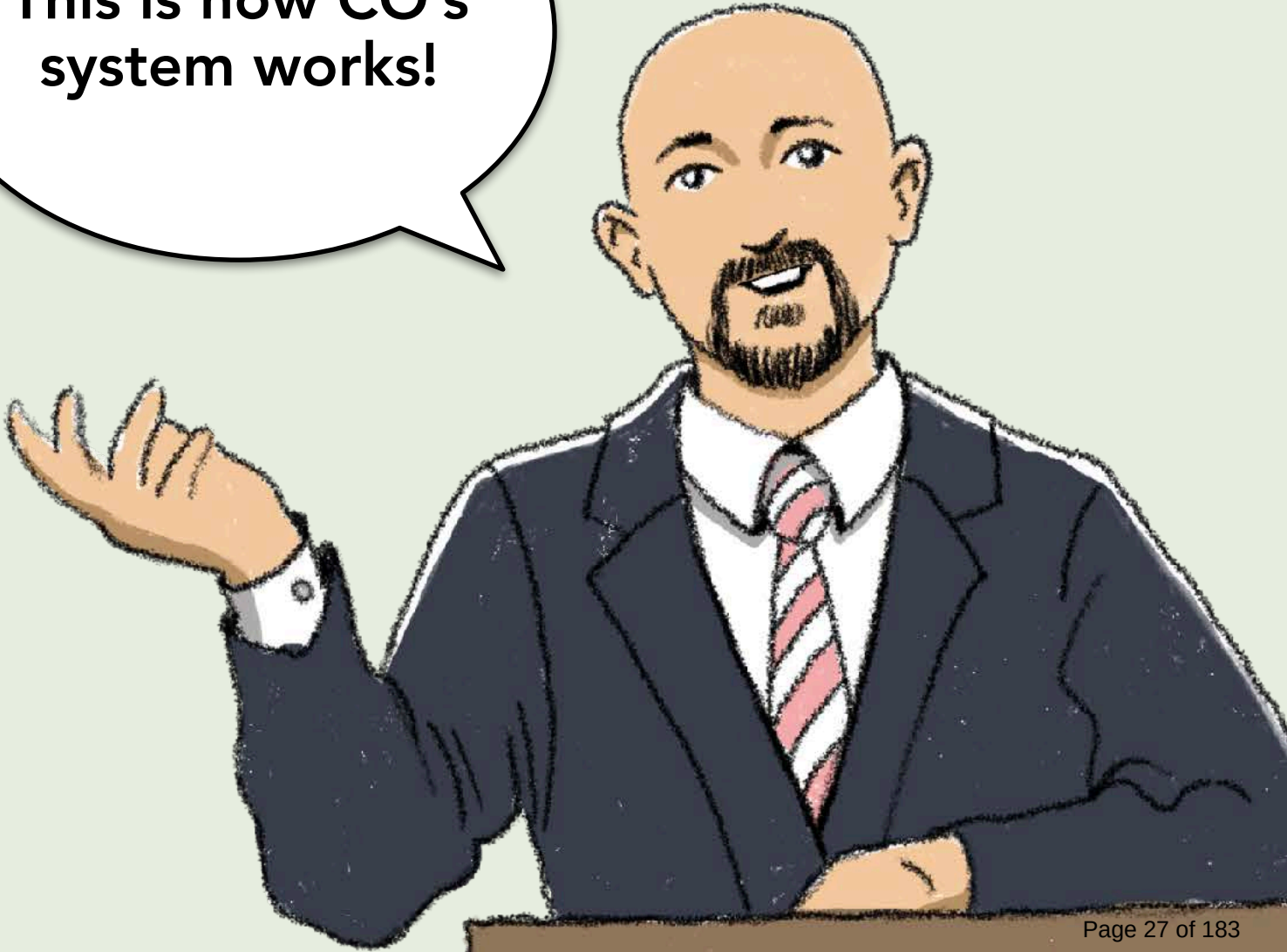
This is how NC's system works!





Actual Value - Exemptions X Assessment Rate = **Assessed Value** X Tax Rate = **Tax Bill**

This is how CO's system works!





		Actual Value	X	Assessment Rate	=	Assessed Value	X	Mill Levy*	=	Tax Bill
	Commercial	\$300K	X	0.29	=	\$87K	X	95.00	=	\$8,265
	Residential	\$300K	X	0.075	=	\$22.5K	X	95.00	=	\$2,138



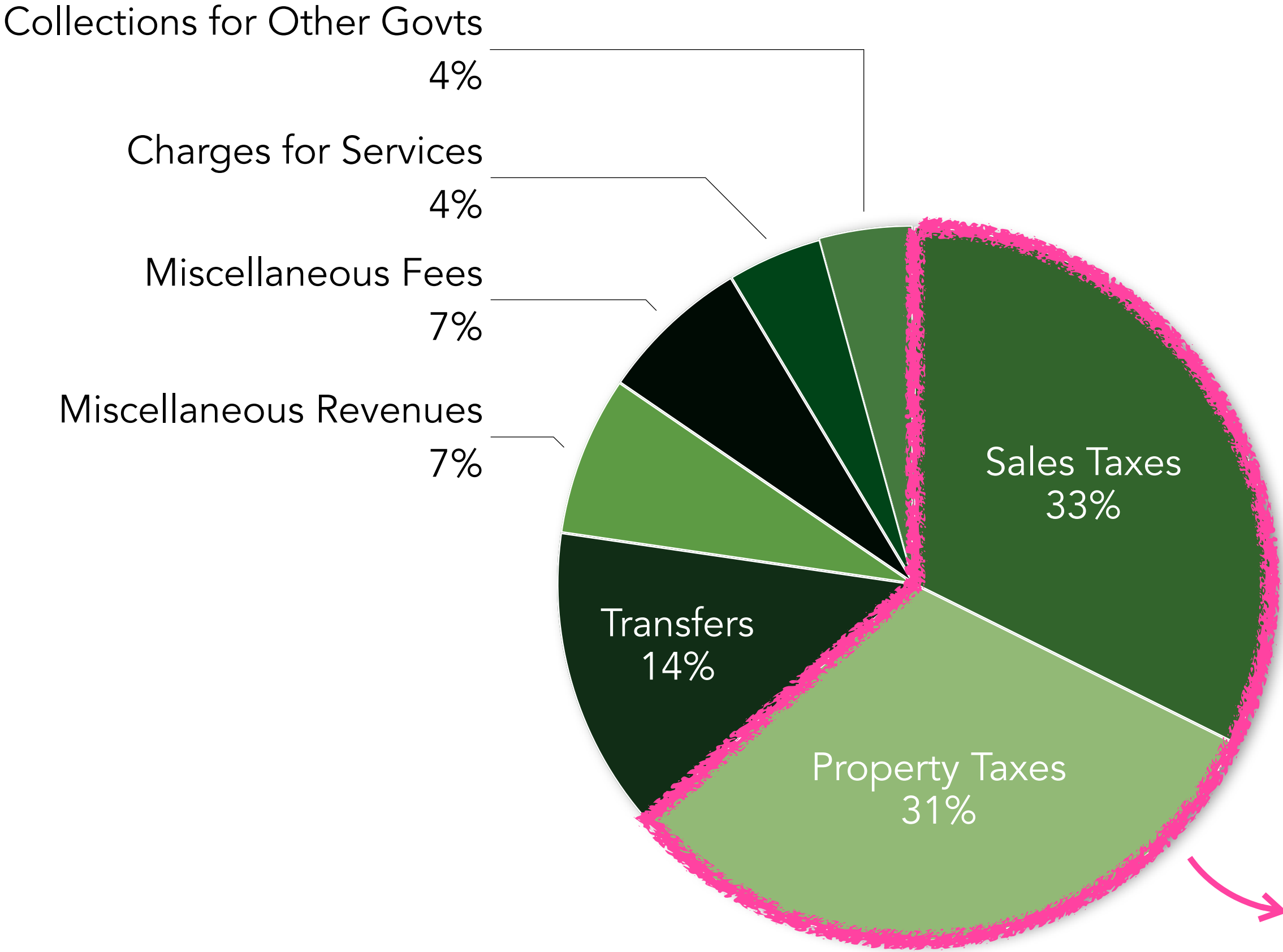
*Mill levy: \$1 per \$1000 of assessed value



Budget

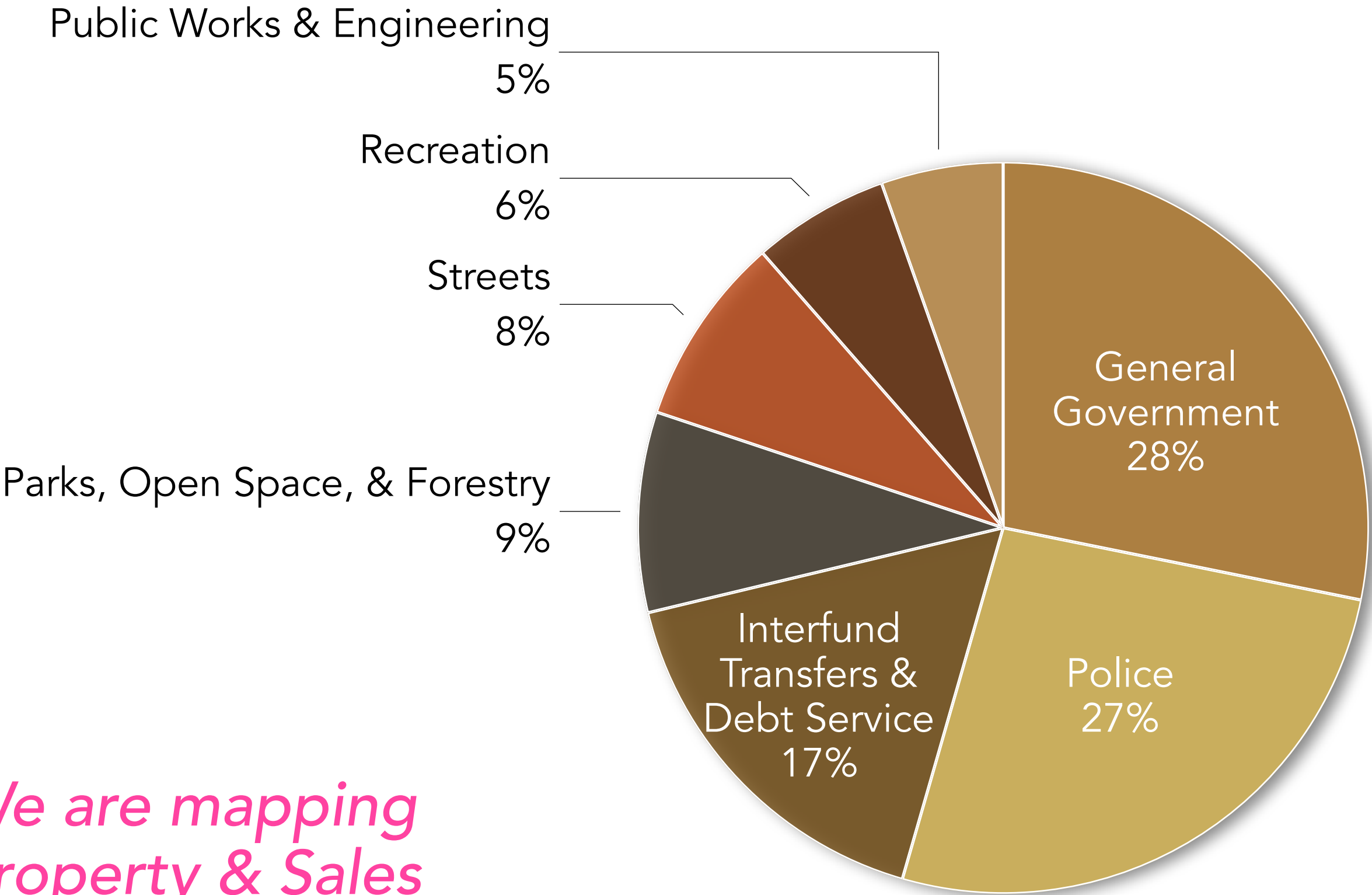
Your City by the Numbers

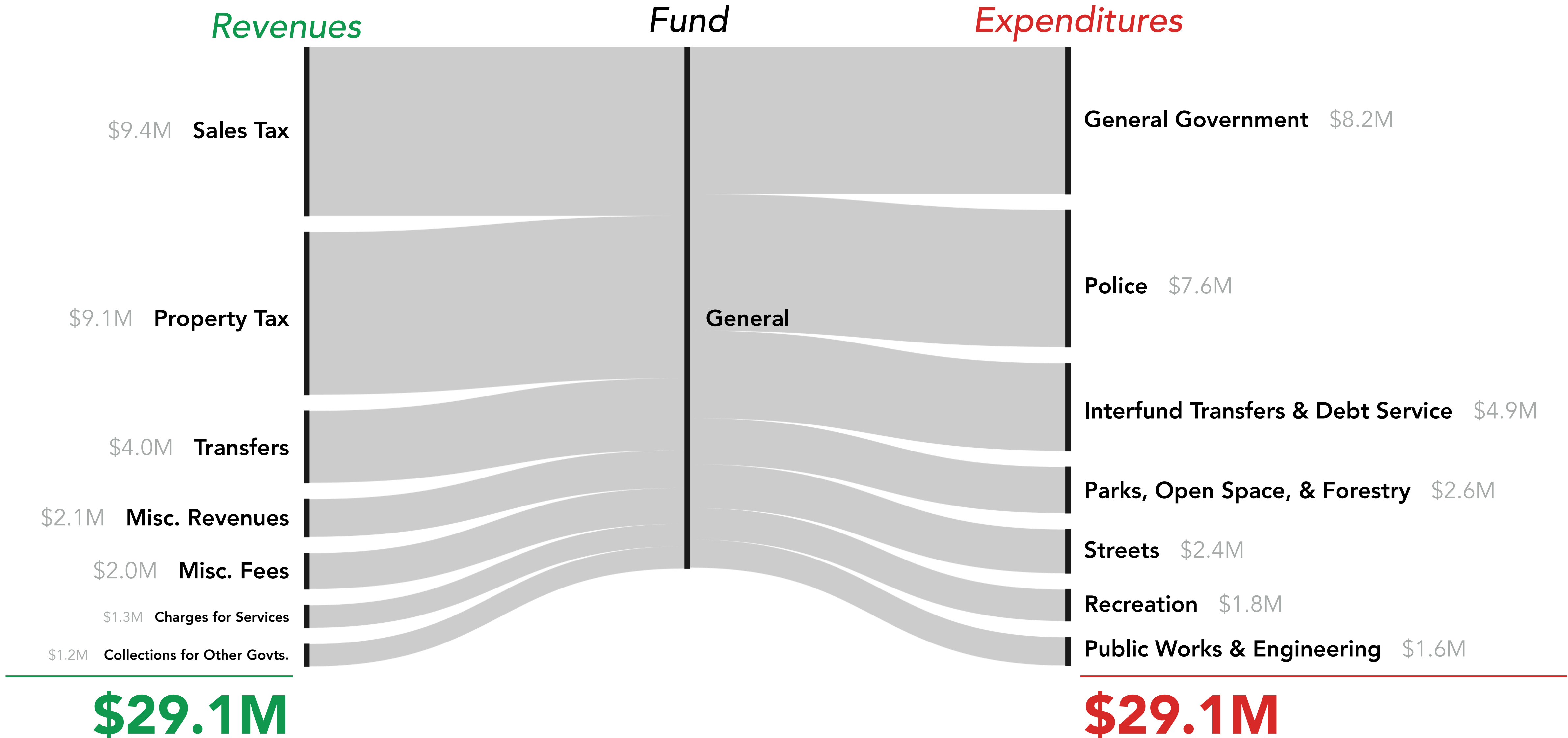
Revenues: **\$29.1M**

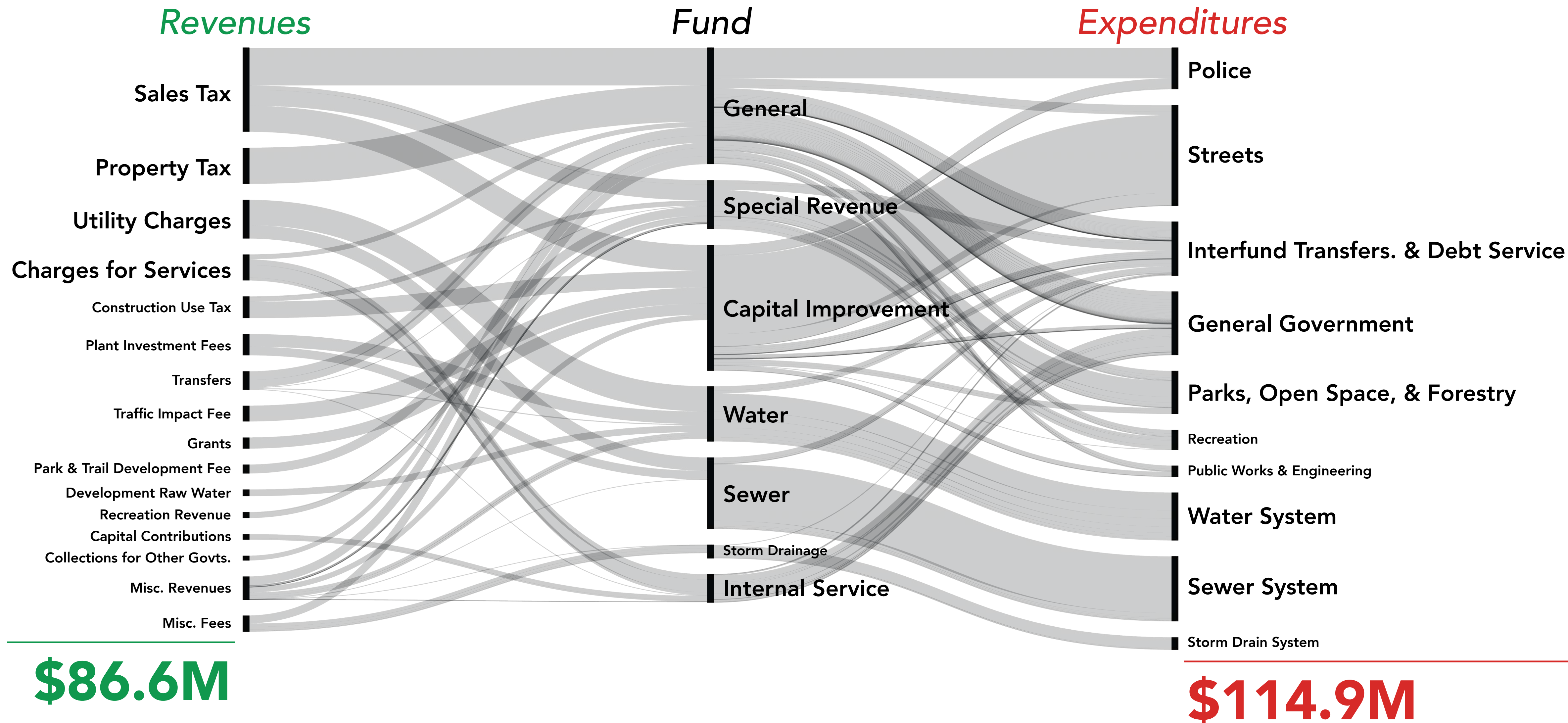


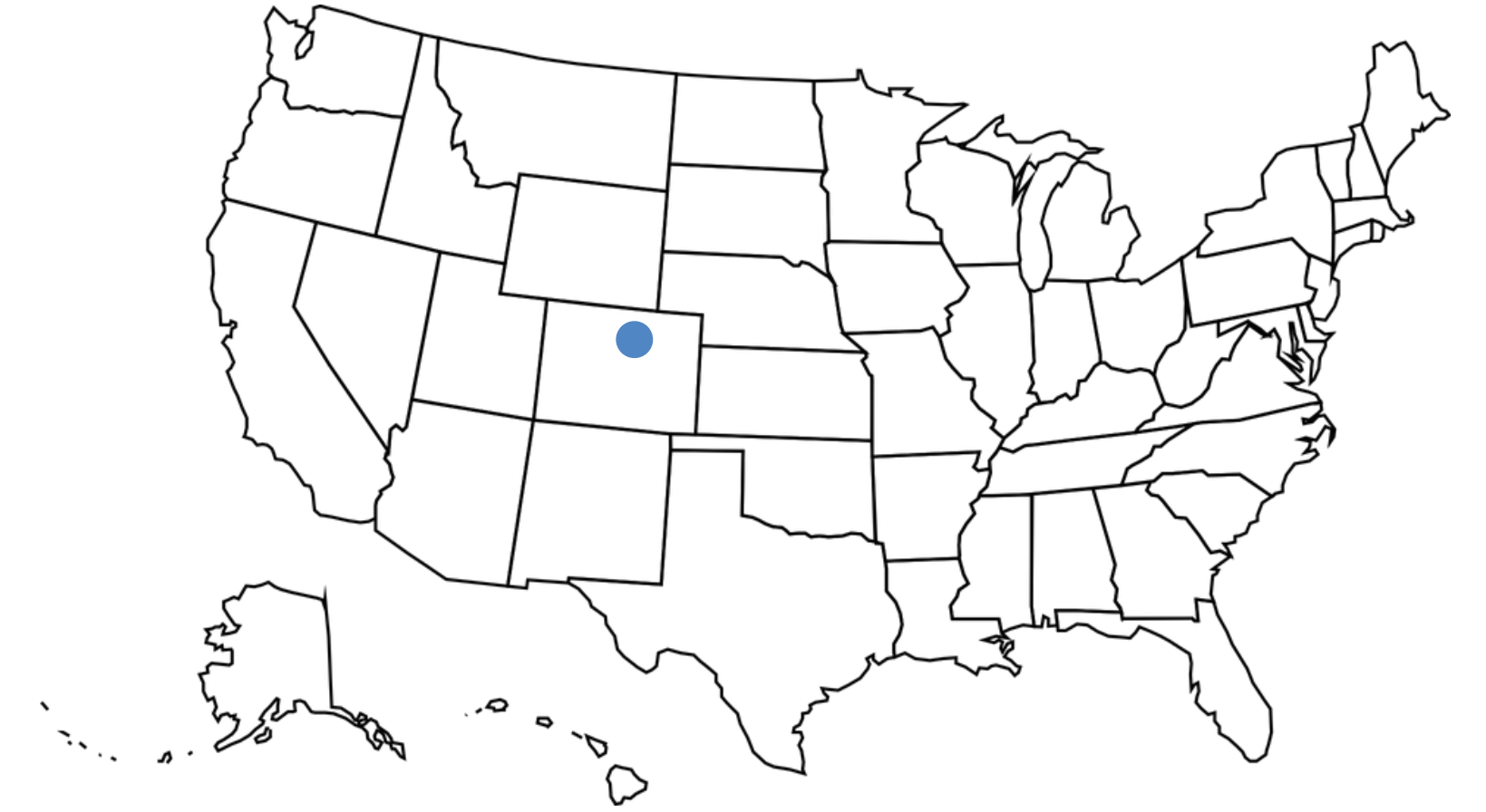
*We are mapping
Property & Sales
Taxes.*

Expenditures: **\$29.1M**







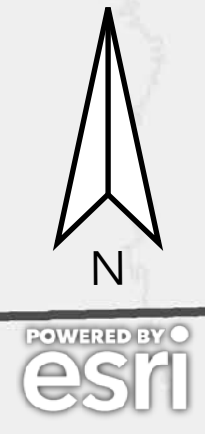
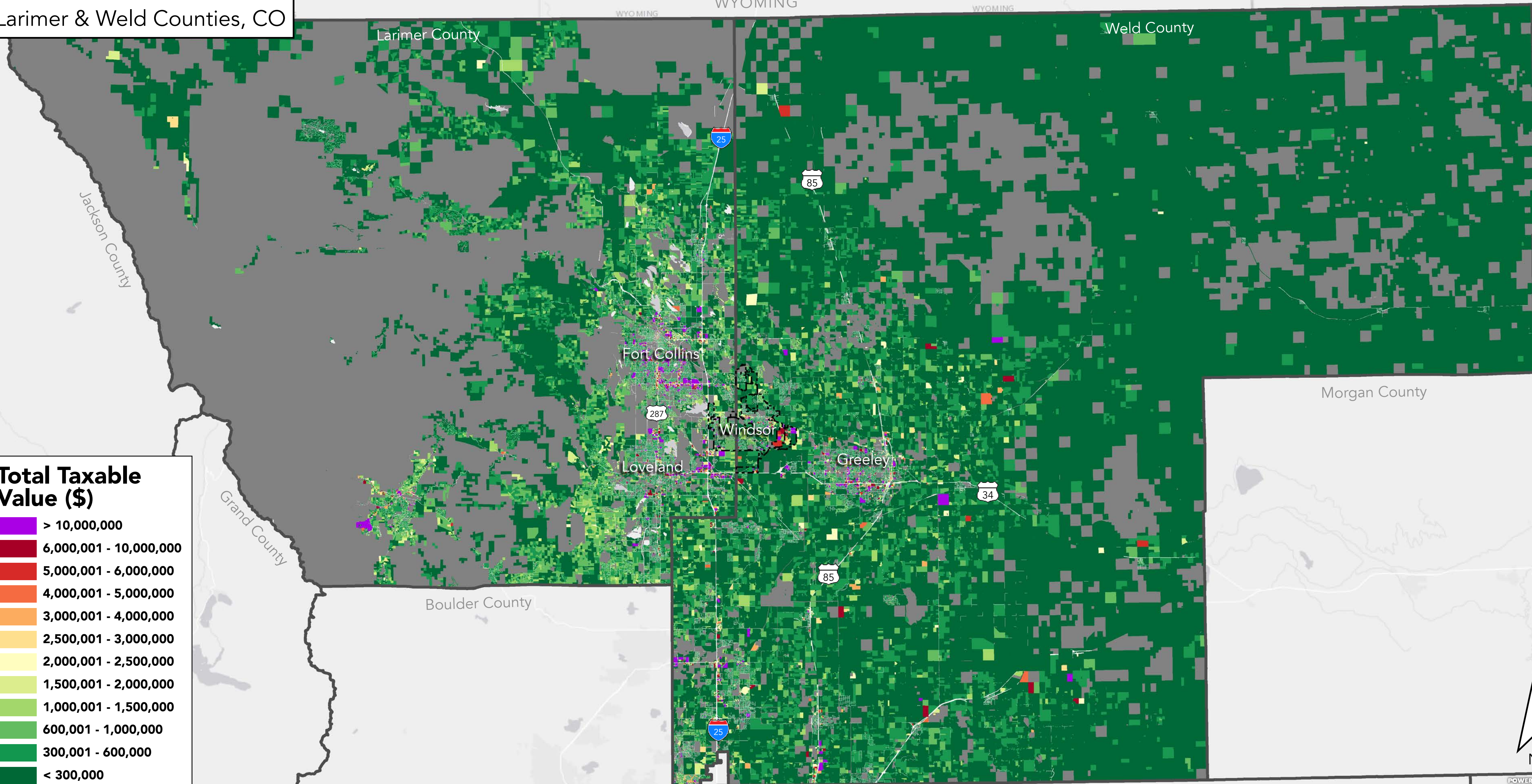
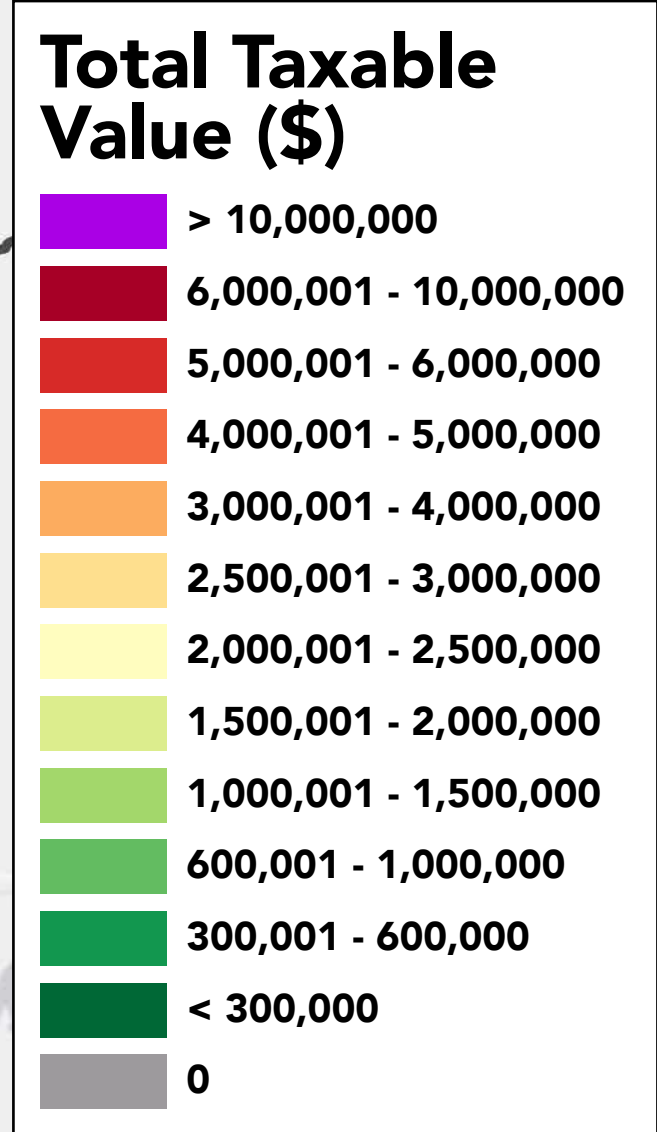


Case Study: Economic MRI®

Windsor, Colorado

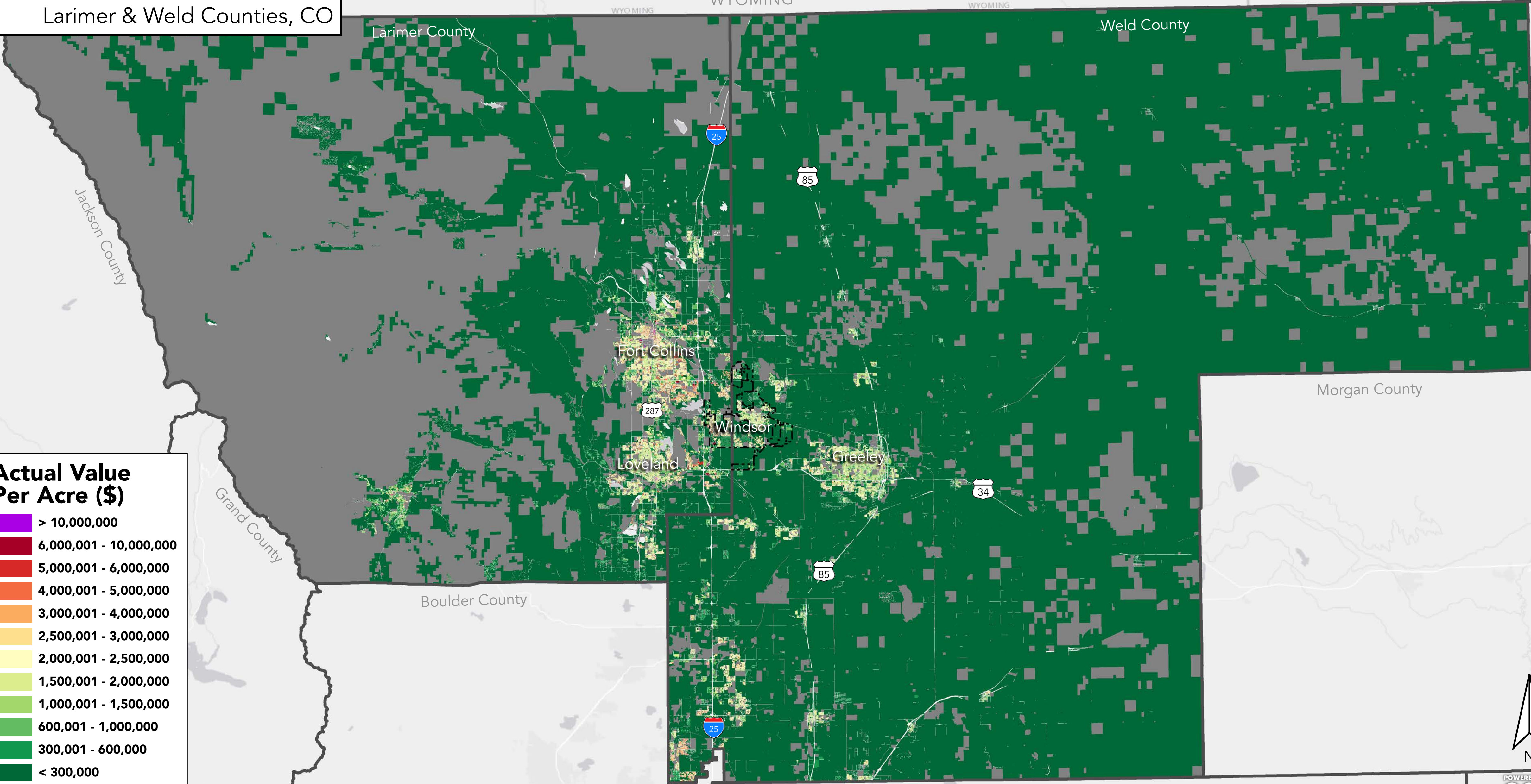
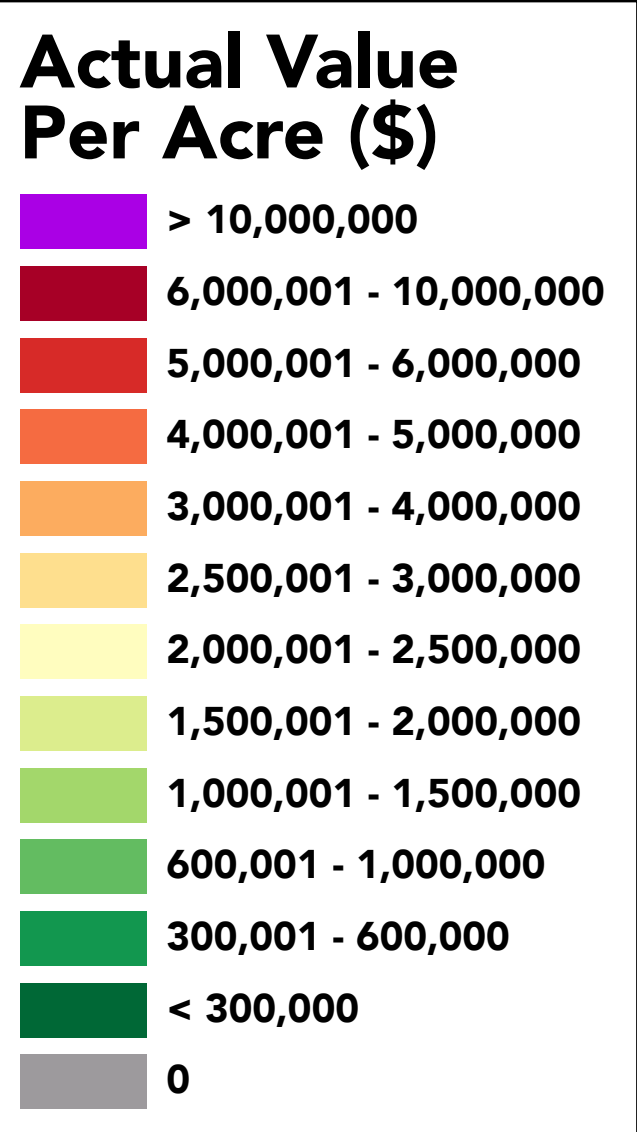
Total Actual Value

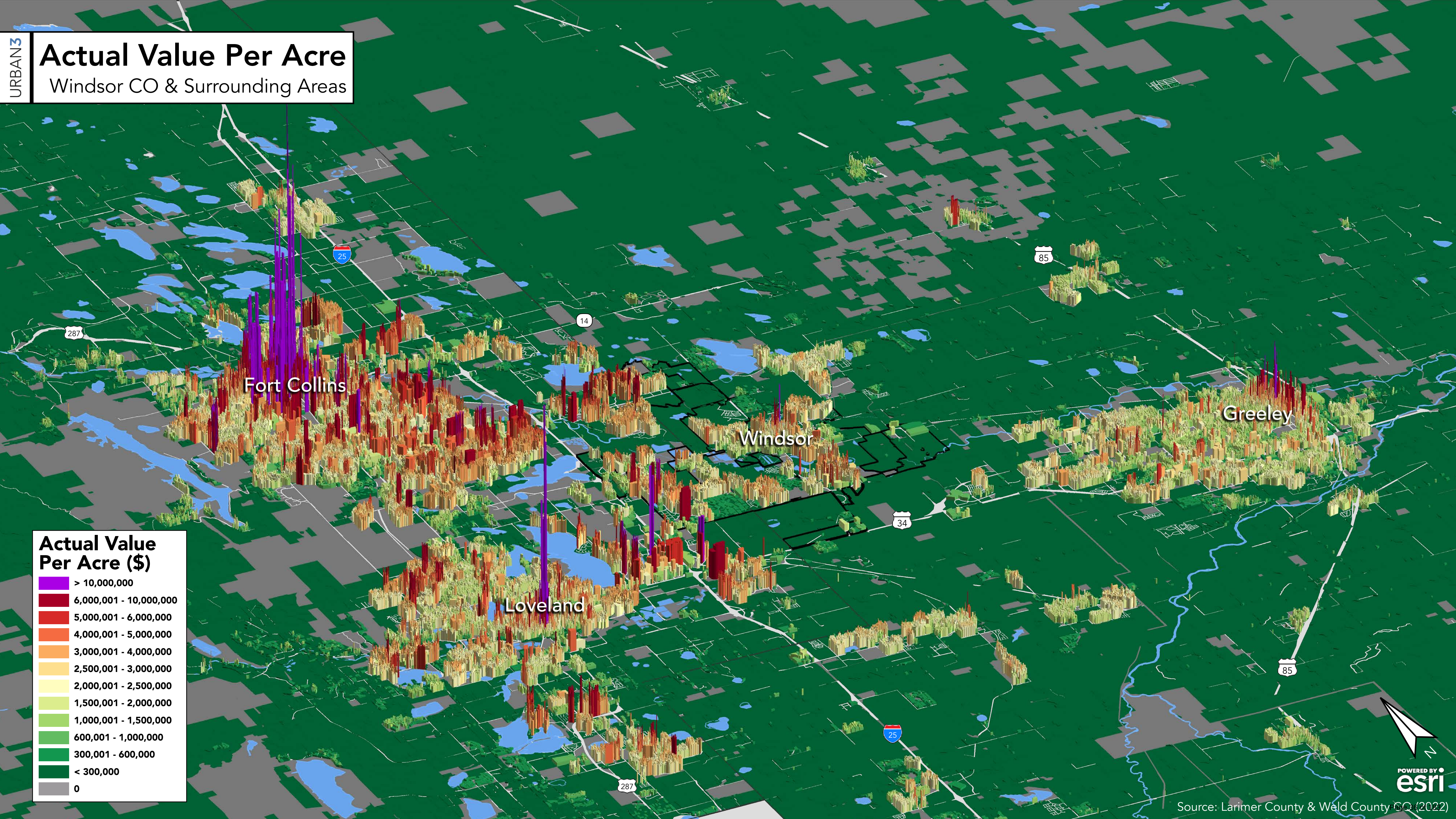
Larimer & Weld Counties, CO



Actual Value Per Acre

Larimer & Weld Counties, CO





Actual Value Per Acre

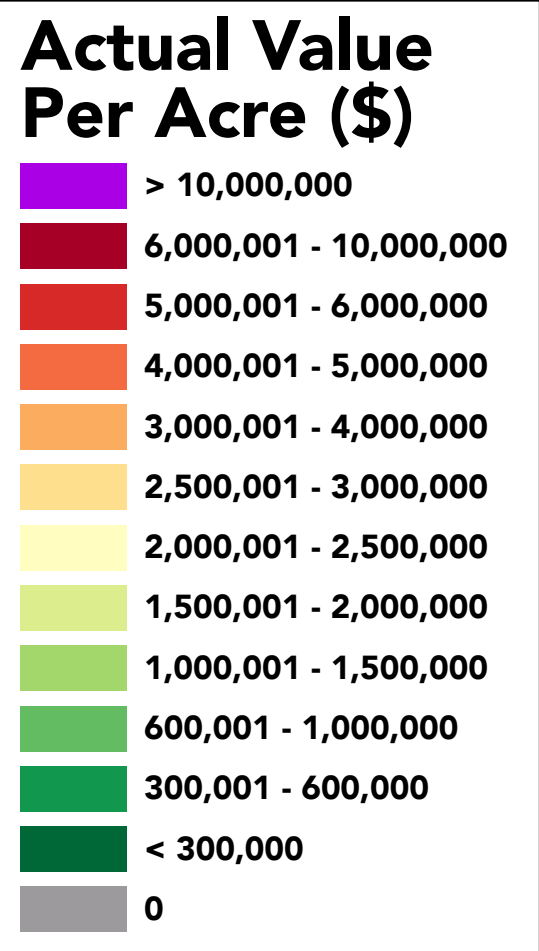
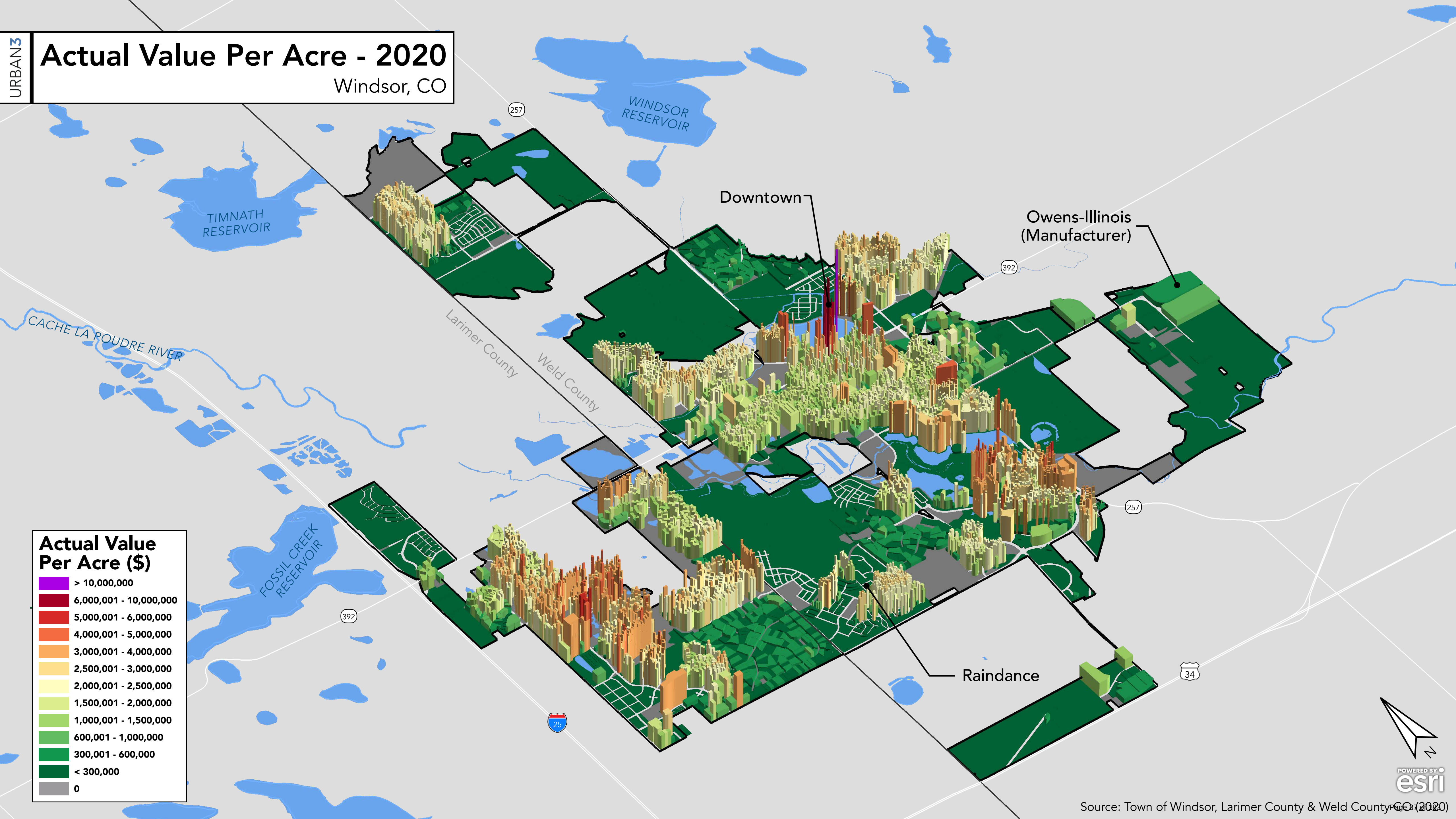
Windsor CO & Surrounding Areas

Actual Value Per Acre (\$)

> 10,000,000
6,000,001 - 10,000,000
5,000,001 - 6,000,000
4,000,001 - 5,000,000
3,000,001 - 4,000,000
2,500,001 - 3,000,000
2,000,001 - 2,500,000
1,500,001 - 2,000,000
1,000,001 - 1,500,000
600,001 - 1,000,000
300,001 - 600,000
< 300,000
0

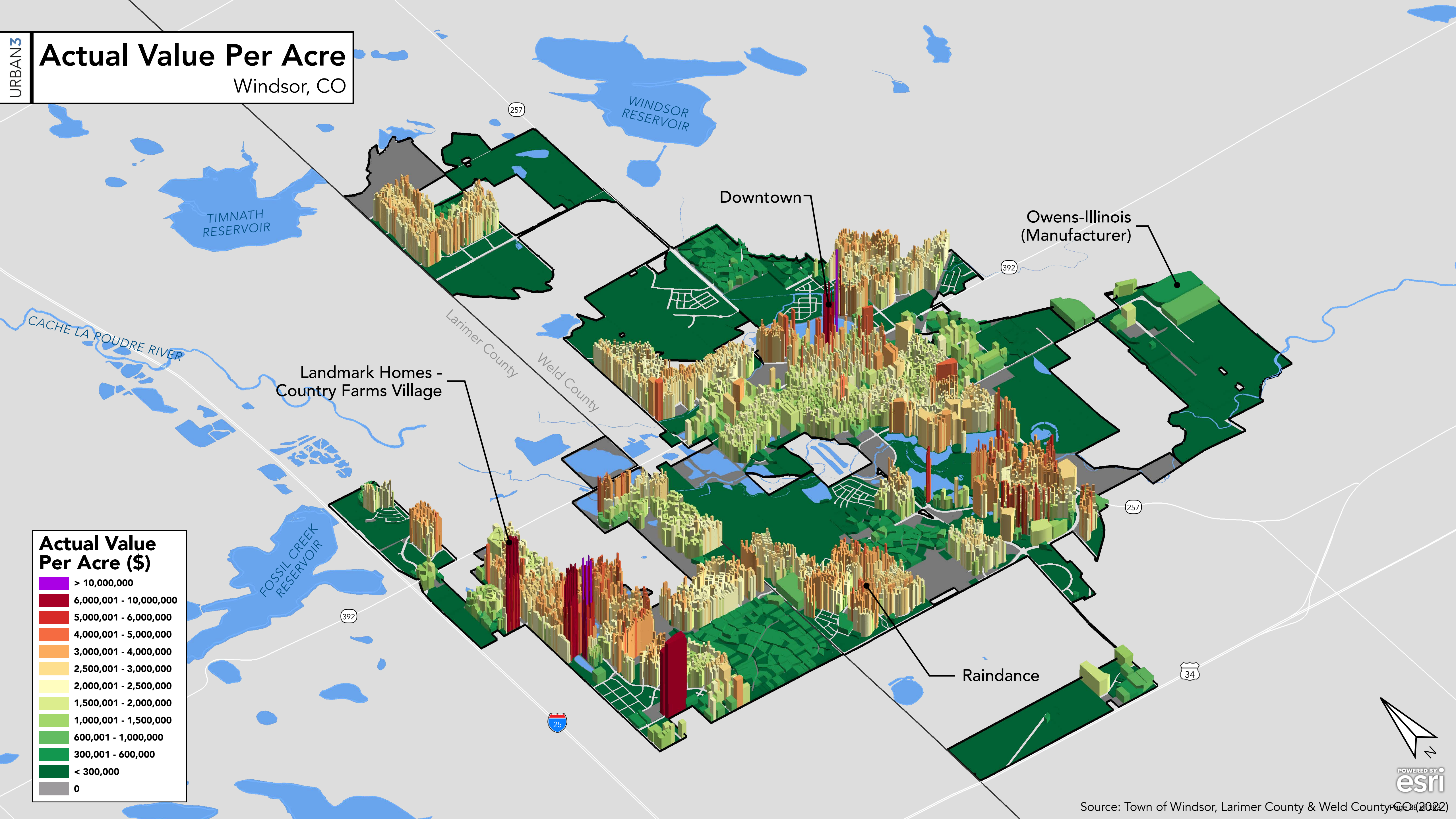
Actual Value Per Acre - 2020

Windsor, CO



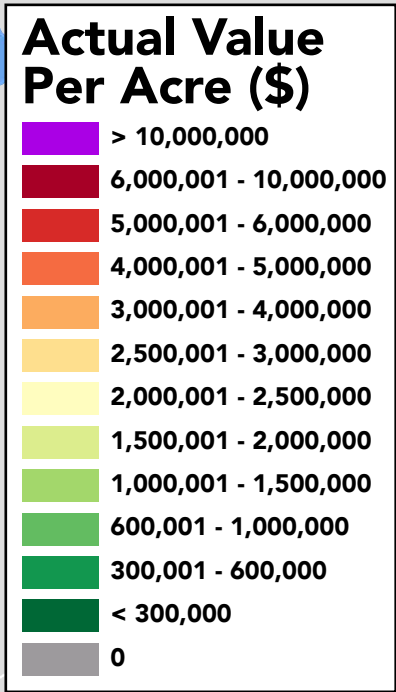
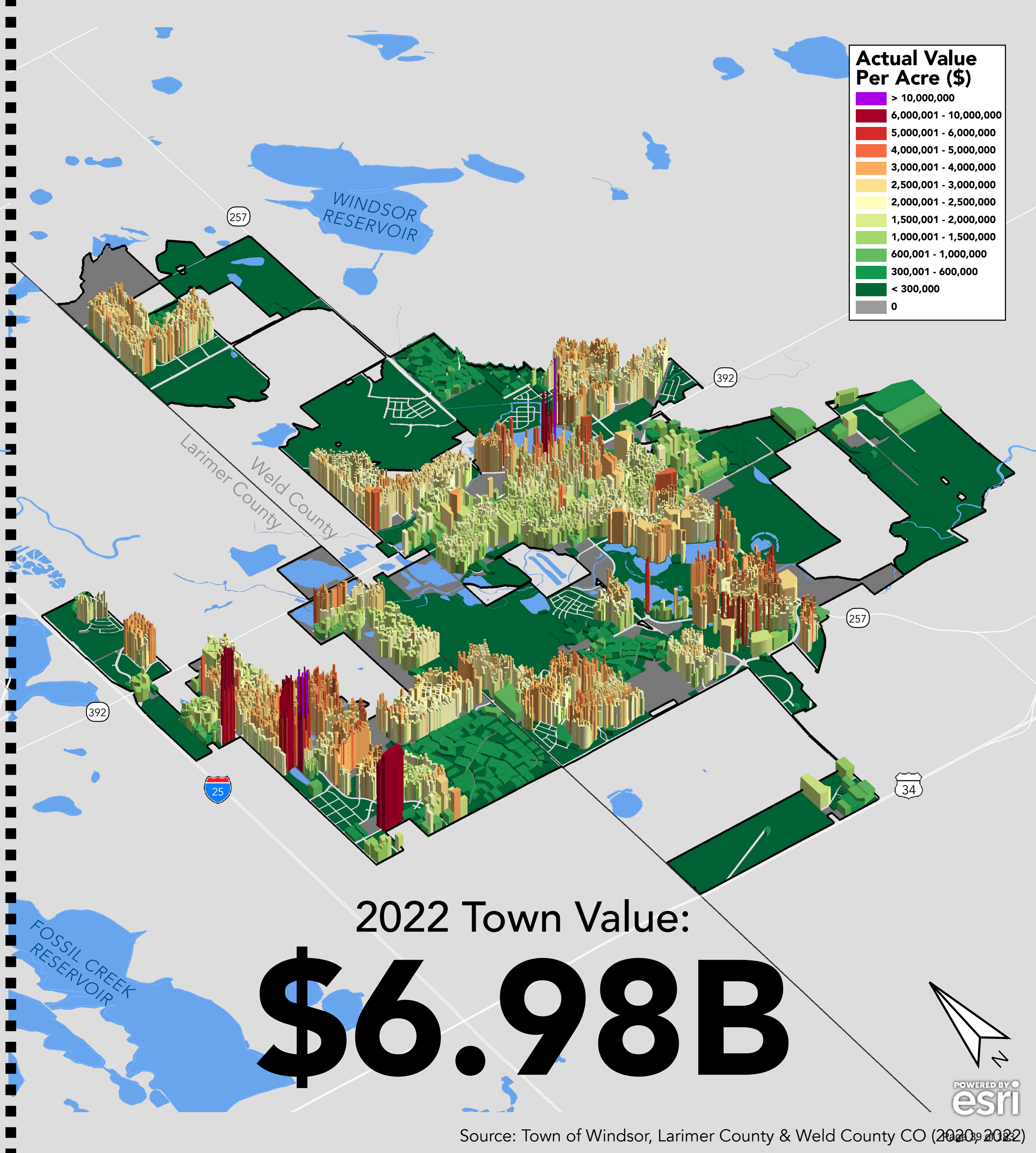
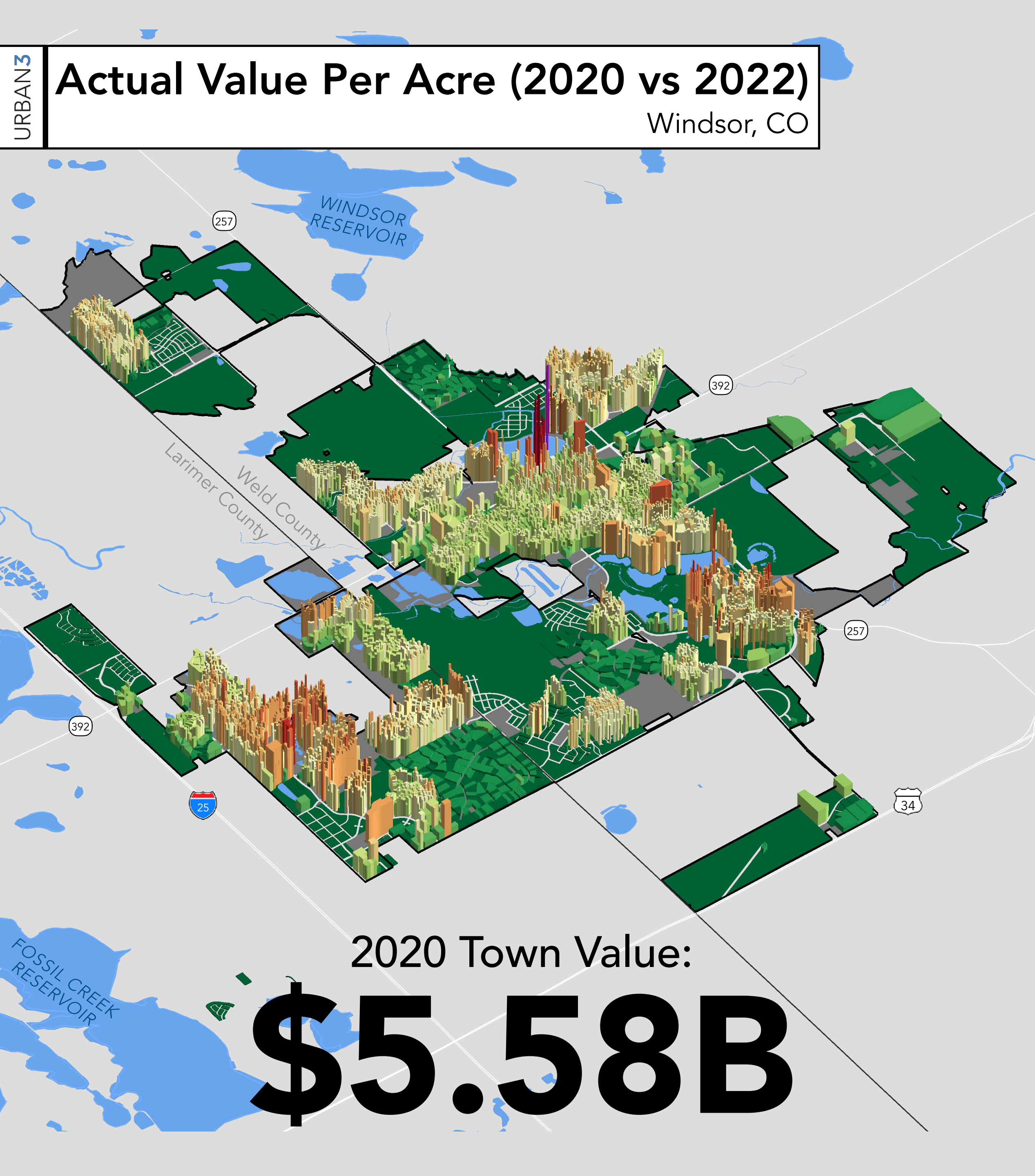
Actual Value Per Acre

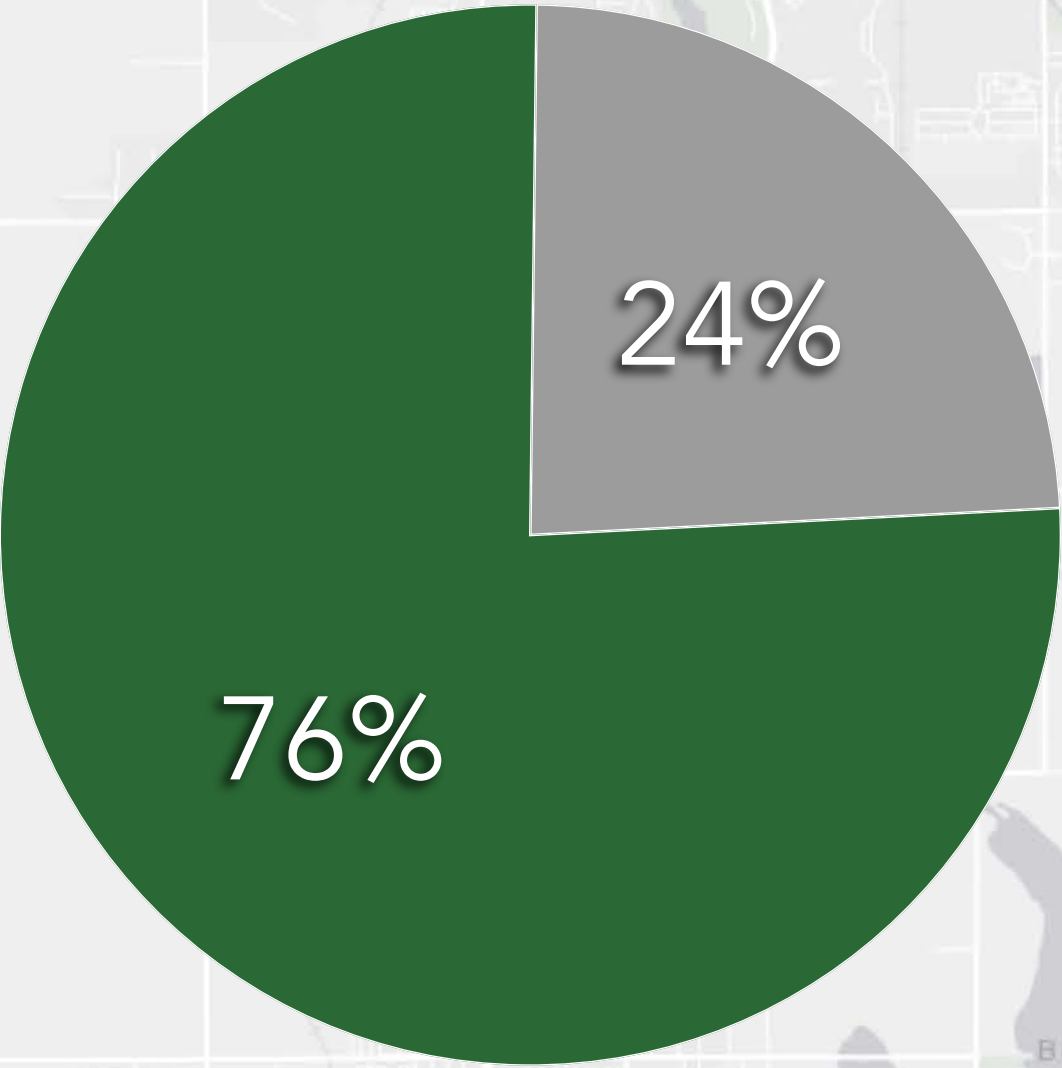
Windsor, CO



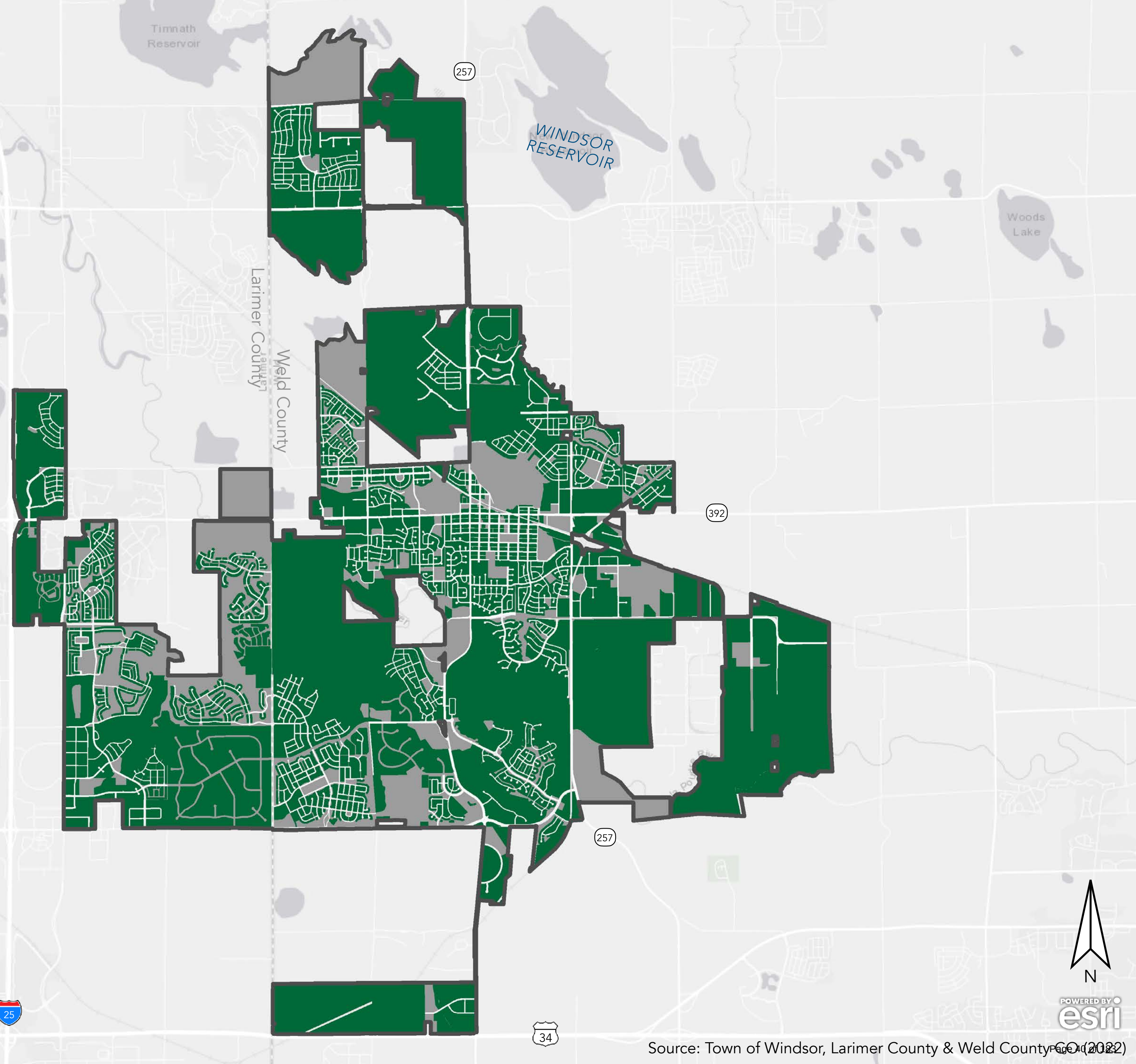
Actual Value Per Acre (2020 vs 2022)

Windsor, CO



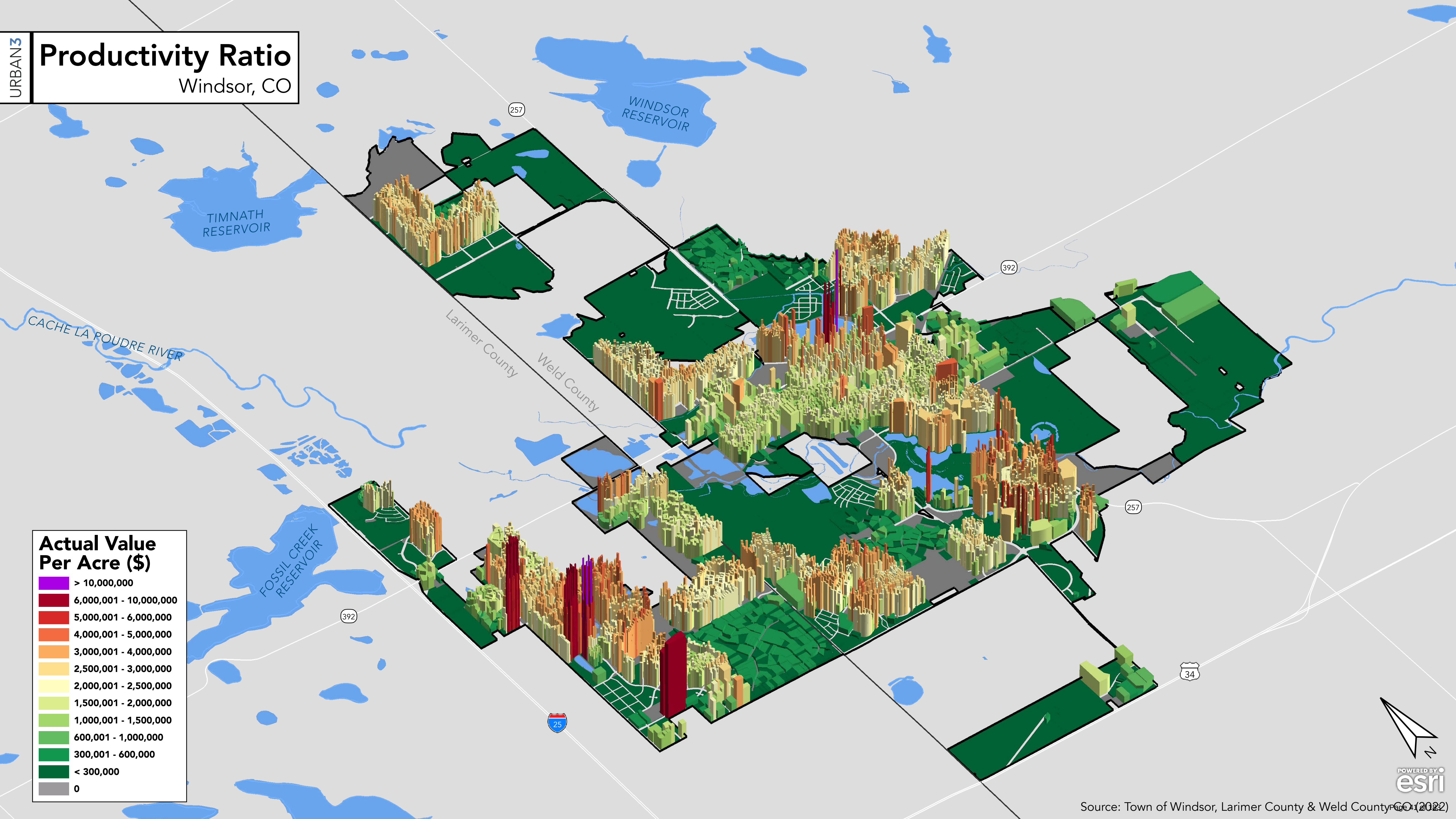


● Taxable ● Exempt



Productivity Ratio

Windsor, CO



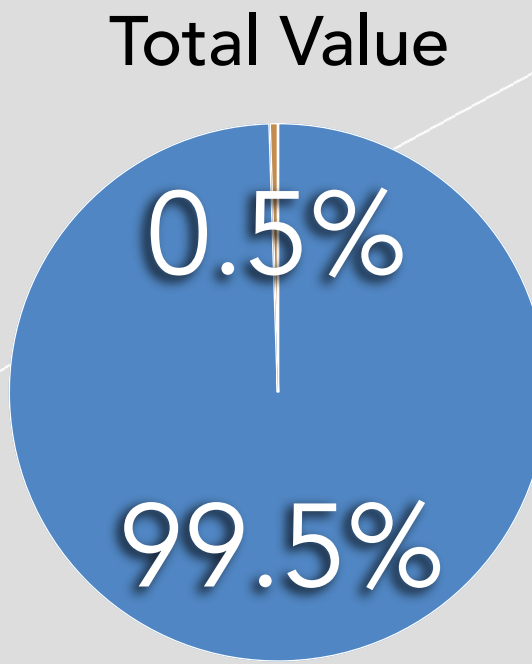
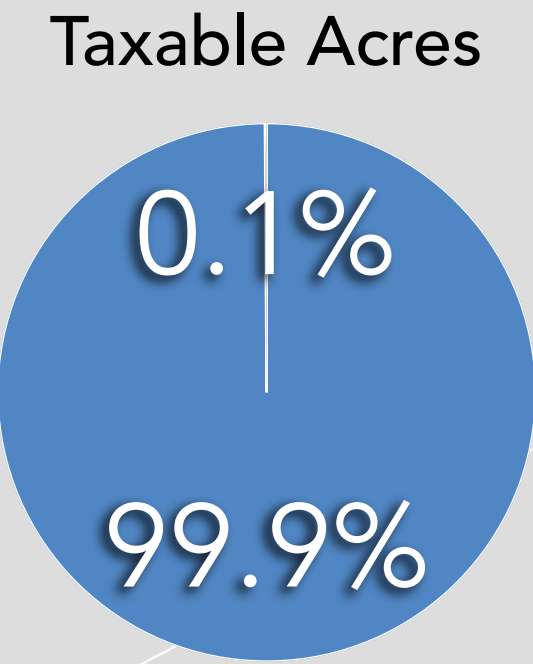
Actual Value Per Acre (\$)

> 10,000,000
6,000,001 - 10,000,000
5,000,001 - 6,000,000
4,000,001 - 5,000,000
3,000,001 - 4,000,000
2,500,001 - 3,000,000
2,000,001 - 2,500,000
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1,000,001 - 1,500,000
600,001 - 1,000,000
300,001 - 600,000
< 300,000
0

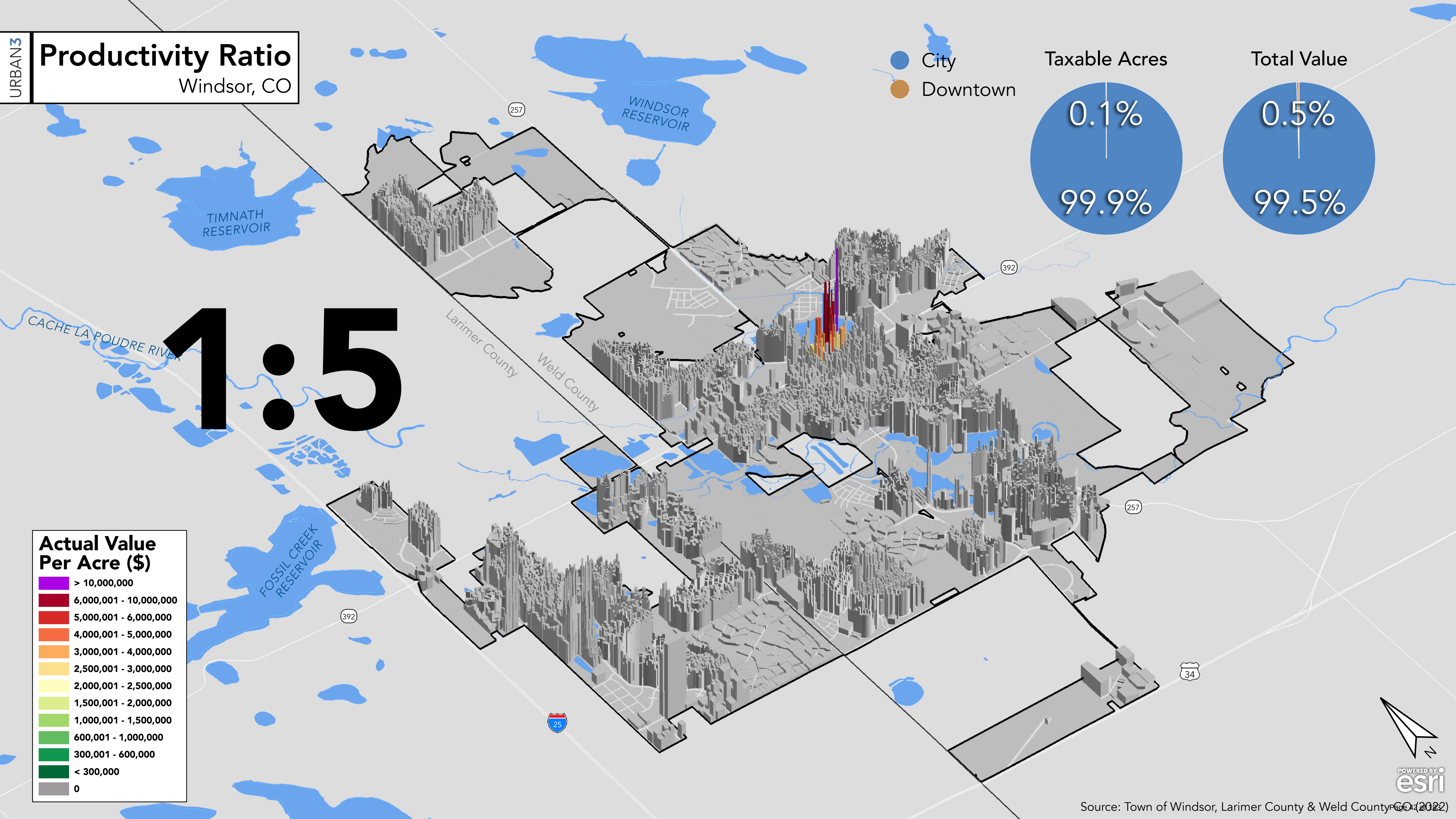
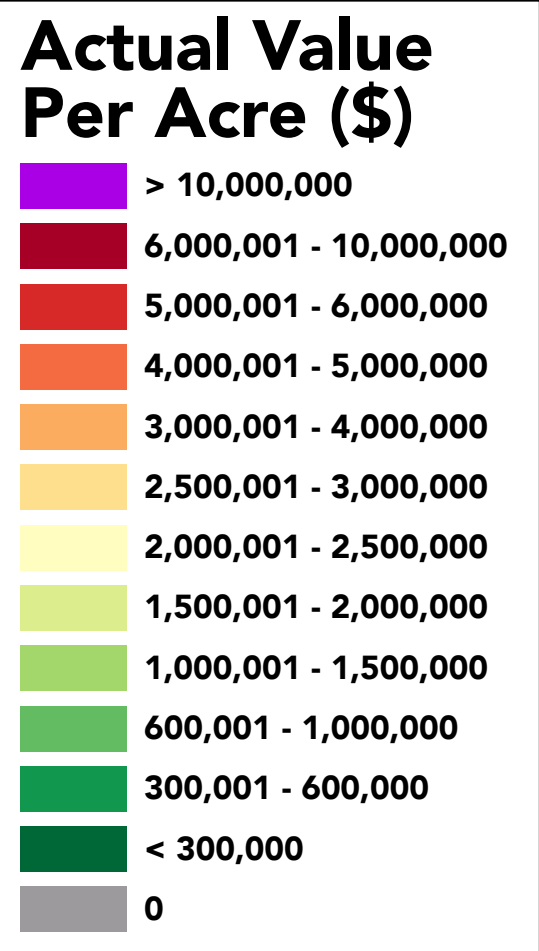
Productivity Ratio

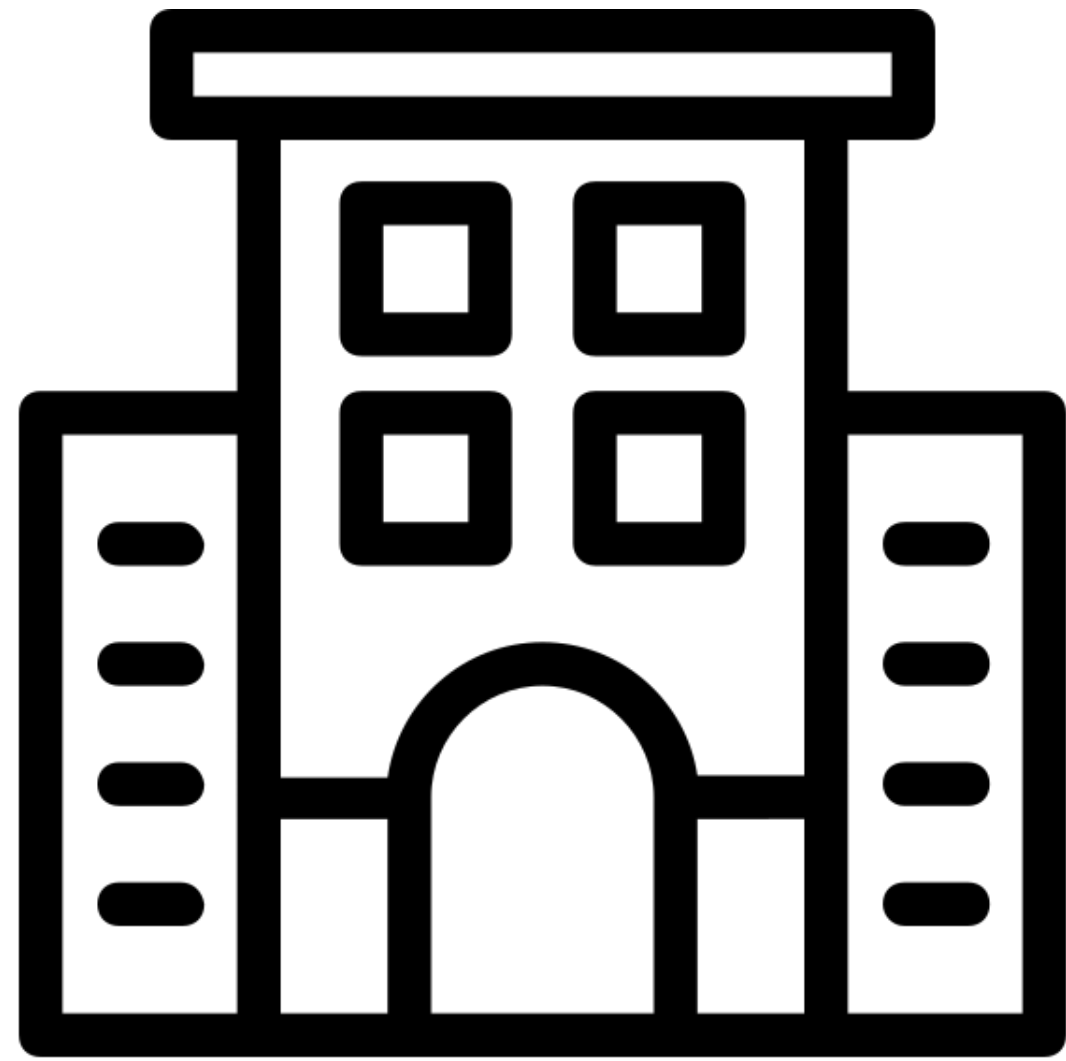
Windsor, CO

City
Downtown



1:5





Land Use Types

Local Samples of Buildings and Developments

Value Per Acre: Walmart

Windsor, CO Area



Land Use Type:

Residential

Value Per Acre: Single Family Residential

Windsor, CO



Walmart
\$0.7M per acre

Value Per Acre: Single Family Residential
Windsor, CO

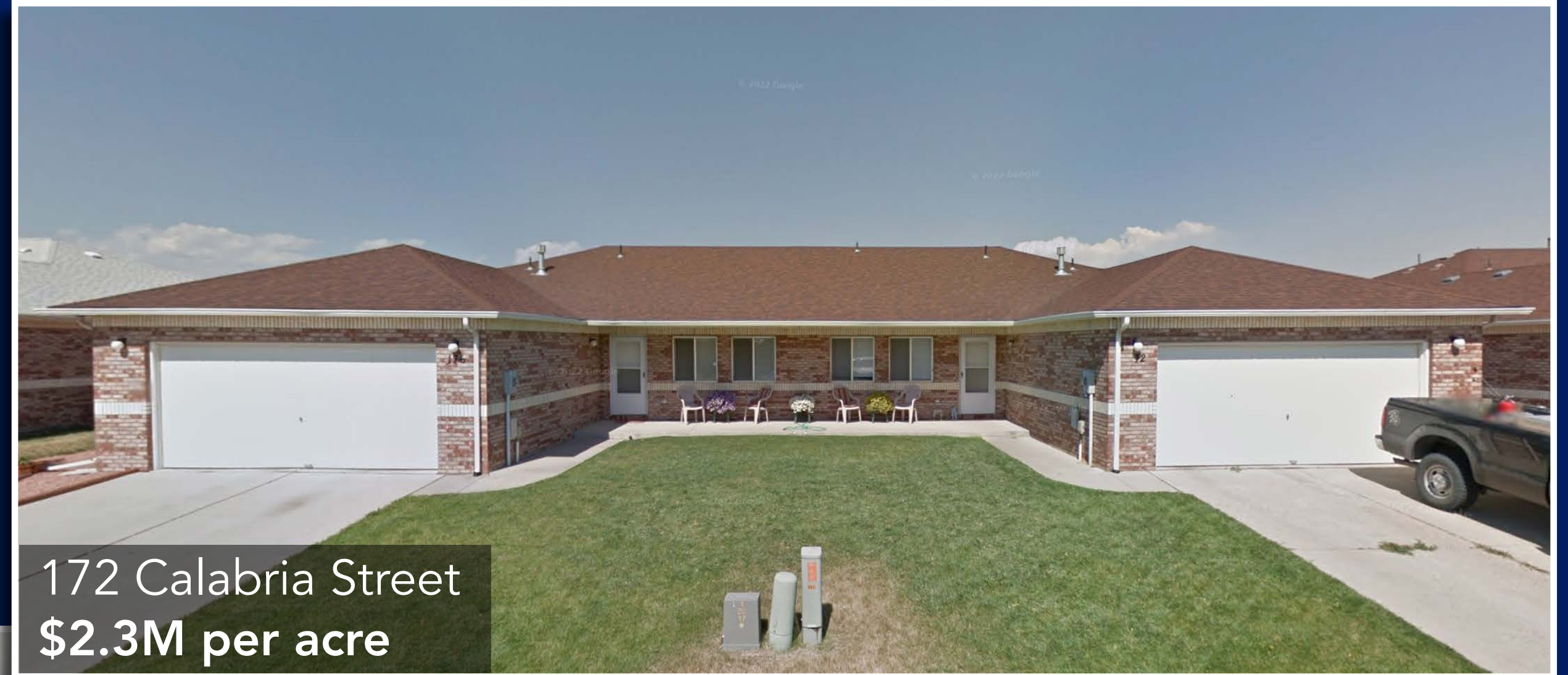
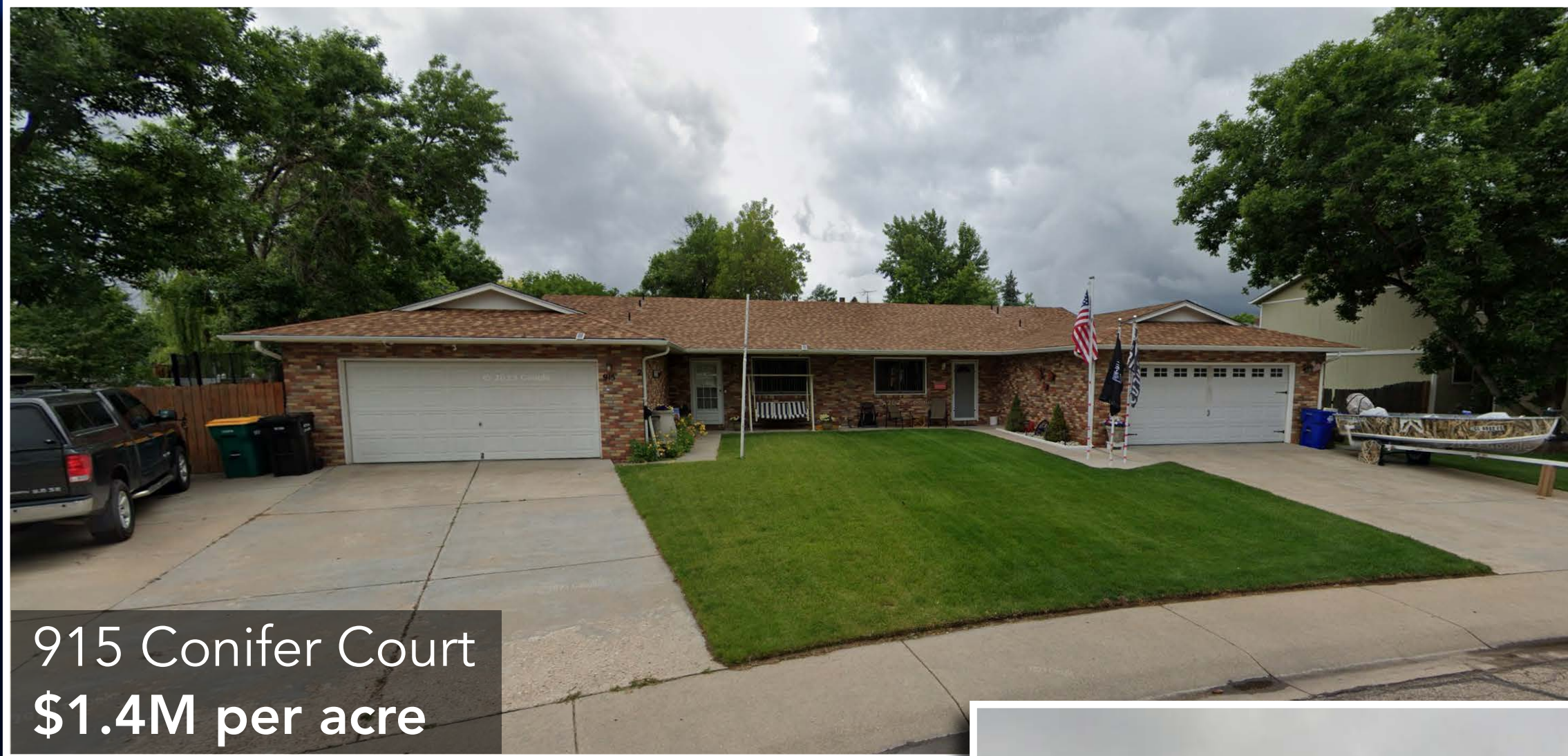


Single Family Average:
\$1.5M per acre

Walmart
\$0.7M per acre

Value Per Acre: Duplex/Triplex

Windsor, CO



Walmart
\$0.7M per acre

Value Per Acre: Duplex/Triplex
Windsor, CO



Duplex/Triplex Average:
\$1.8M per acre



Walmart
\$0.7M per acre

Value Per Acre: Small Apartments

Windsor, CO



712 2nd Street
\$1.8M per acre



832 Stone Mountain Court
\$2.7M per acre

Walmart
\$0.7M per acre

Value Per Acre: Small Apartments
Windsor, CO



712 2nd Street
\$1.8M per acre

Small Apartments Average:
\$1.9M per acre

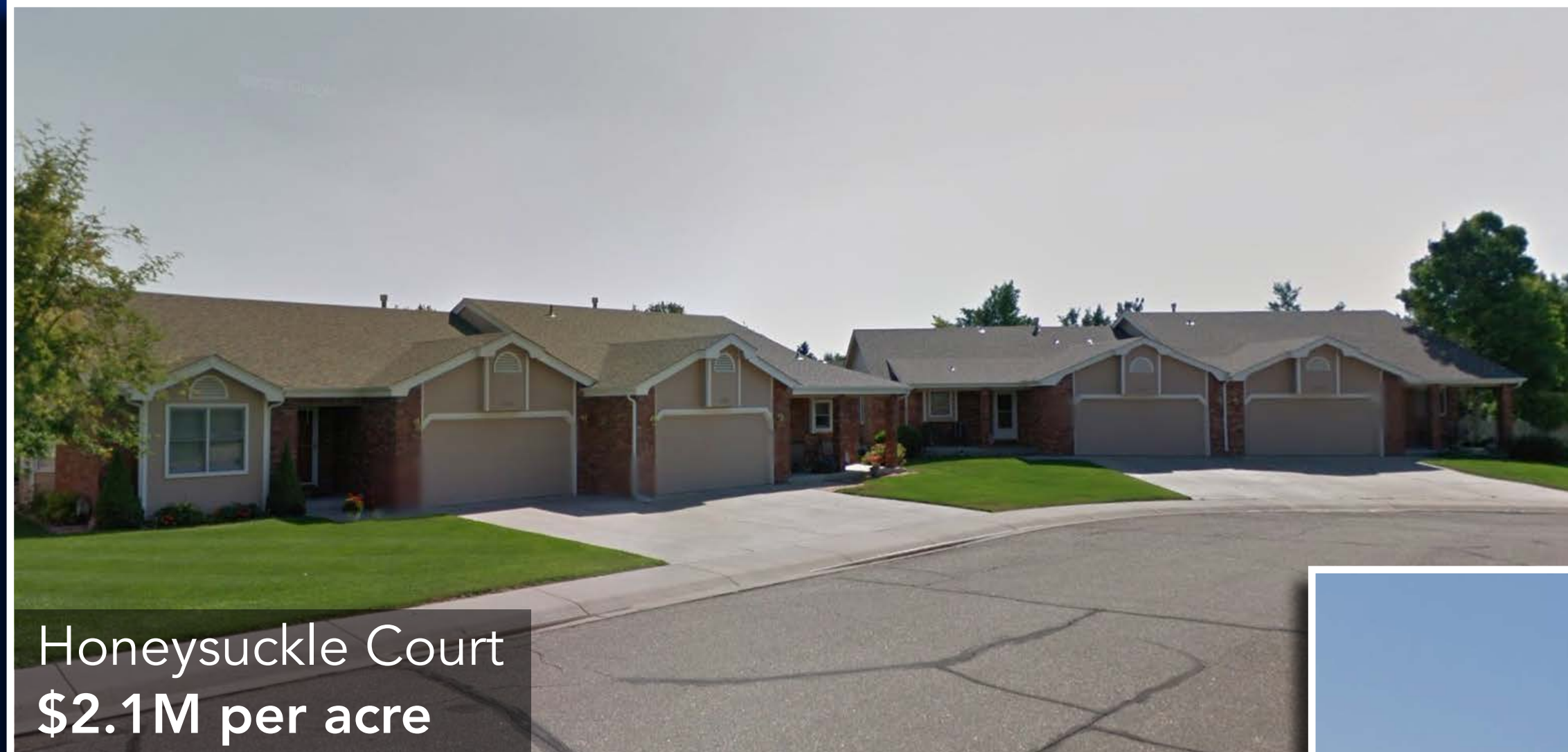


832 Stone Mountain Court
\$2.7M per acre

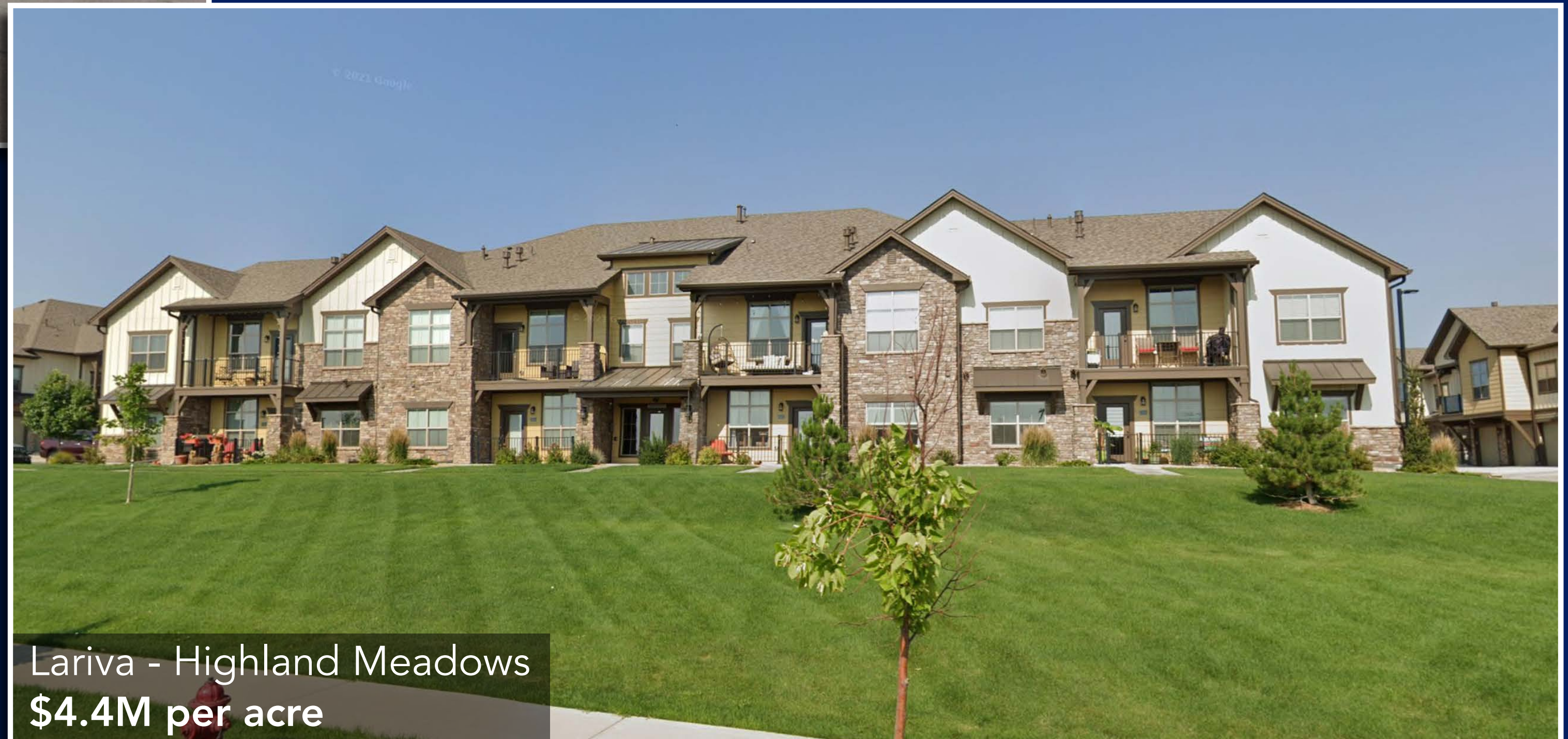
Walmart
\$0.7M per acre

Value Per Acre: Condominiums

Windsor, CO



Honeysuckle Court
\$2.1M per acre



Lariva - Highland Meadows
\$4.4M per acre

Walmart
\$0.7M per acre

Value Per Acre: Condominiums
Windsor, CO



Honeysuckle Court
\$2.1M per acre

Condominium Average:

\$2.7M per acre

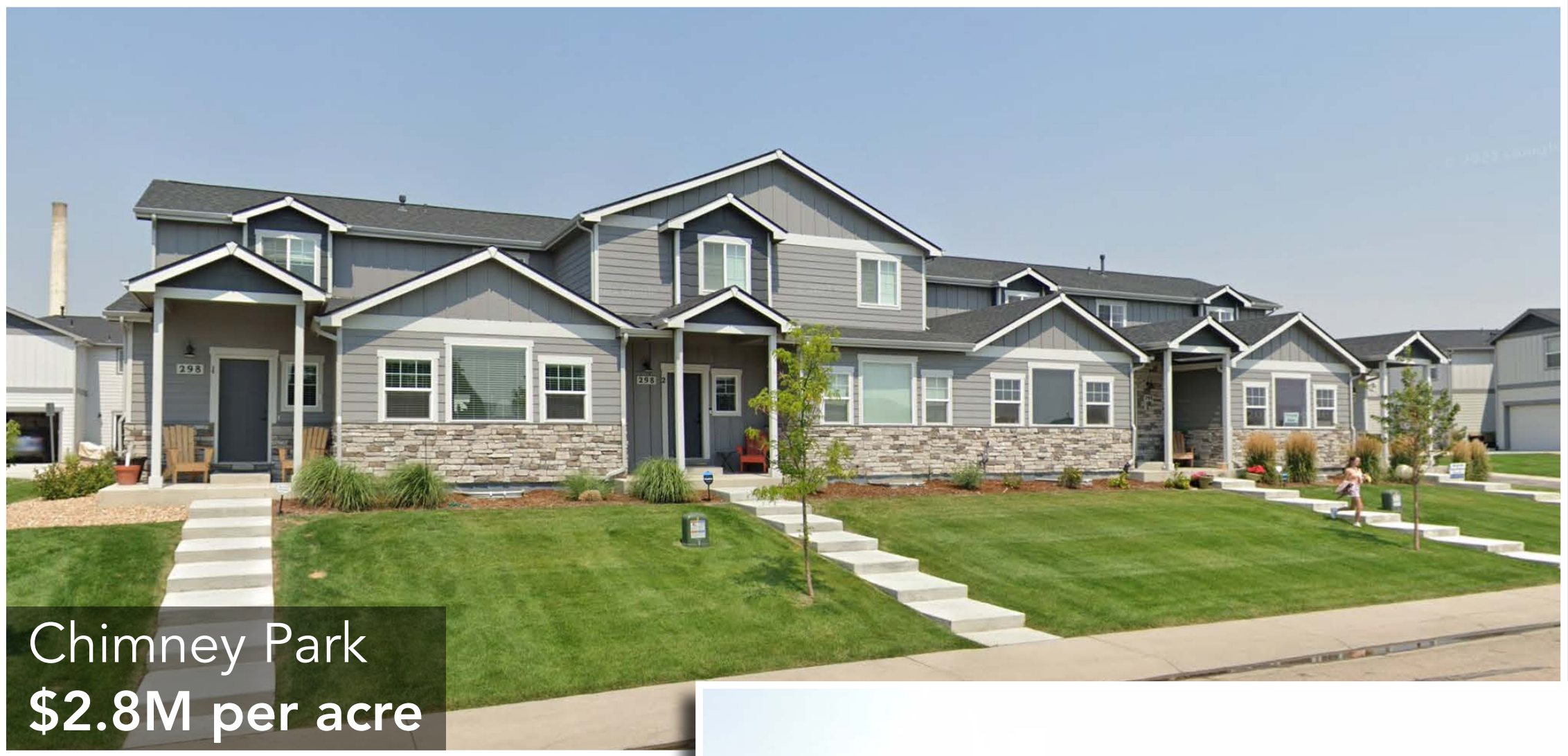


Lariva - Highland Meadows
\$4.4M per acre

Walmart
\$0.7M per acre

Value Per Acre: Townhouses

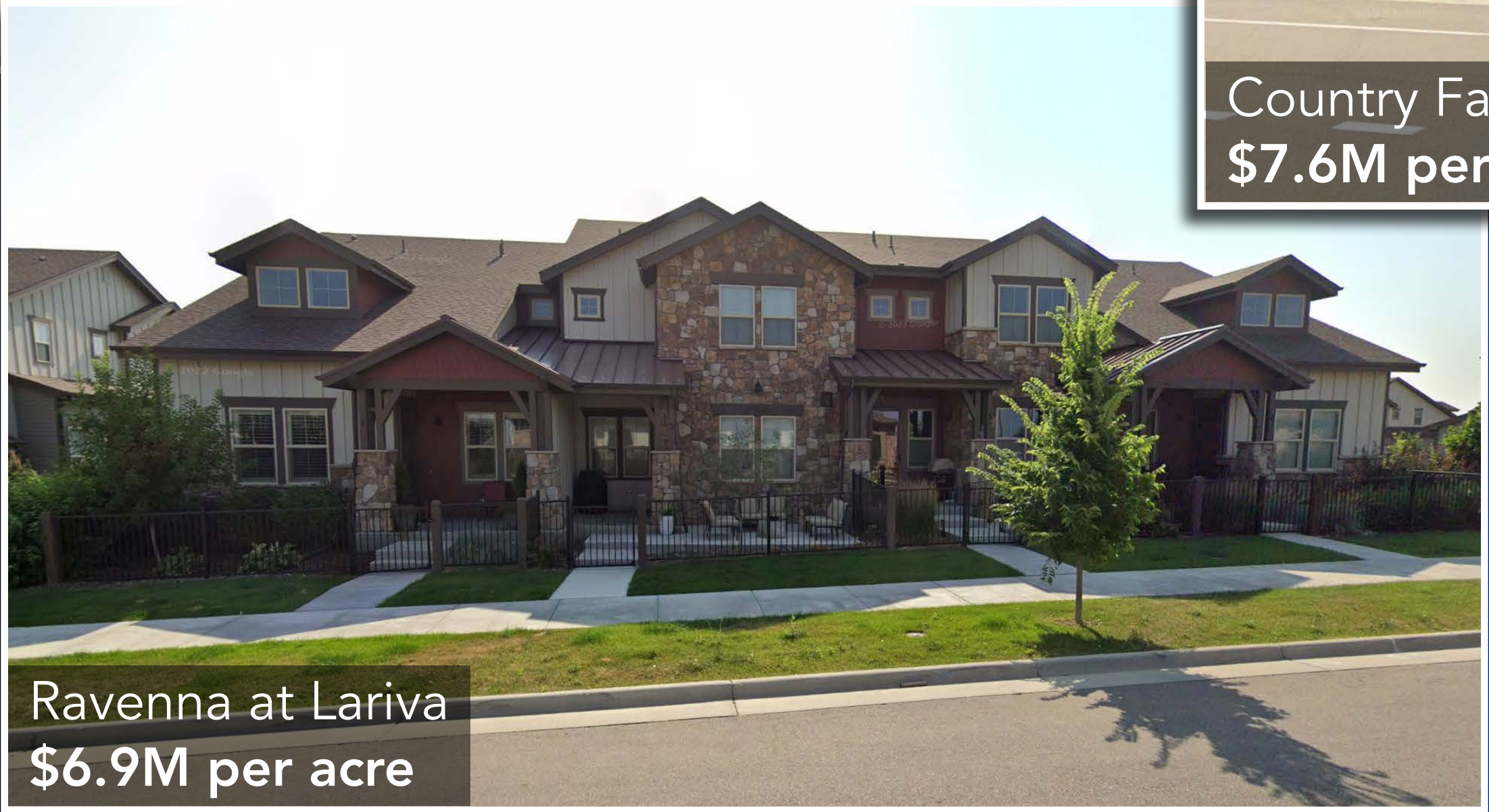
Windsor, CO



Chimney Park
\$2.8M per acre



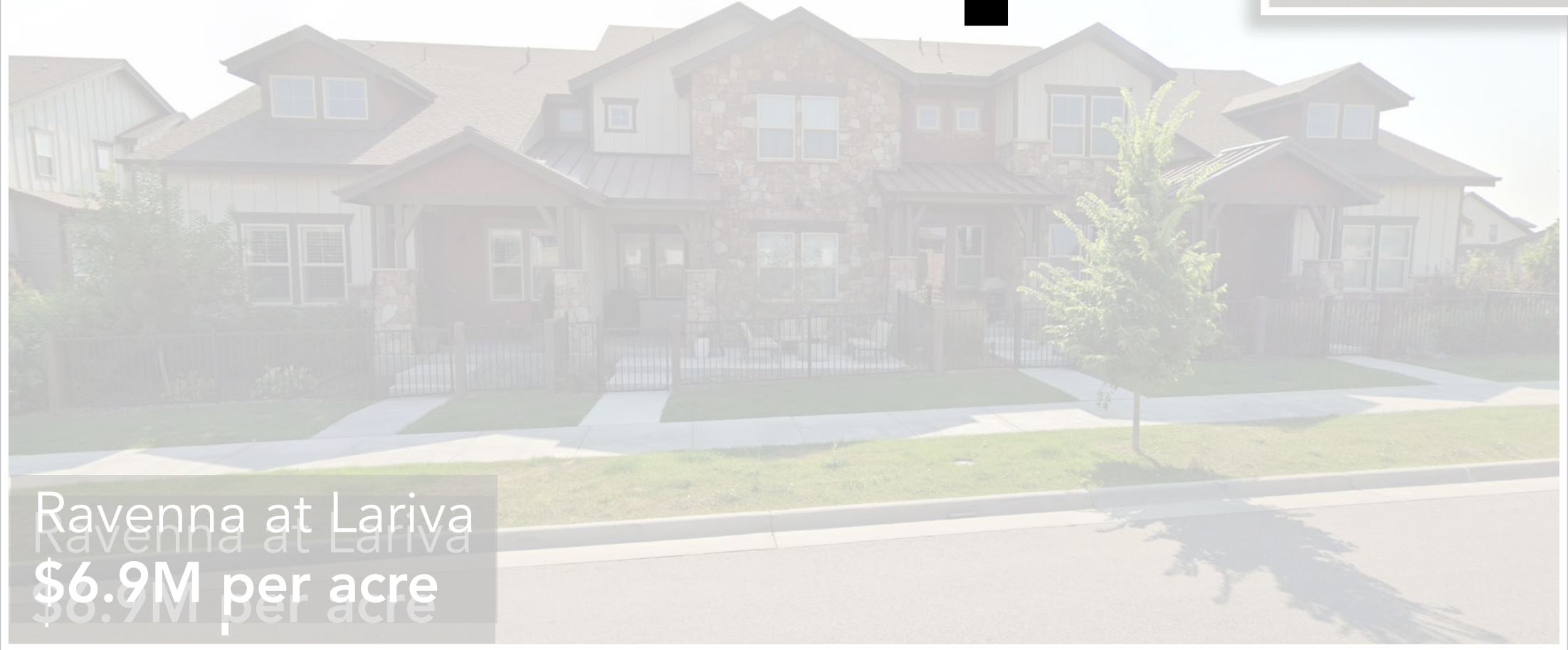
Country Farms Village
\$7.6M per acre



Ravenna at Lariva
\$6.9M per acre

Walmart
\$0.7M per acre

Value Per Acre: Townhouses
Windsor, CO

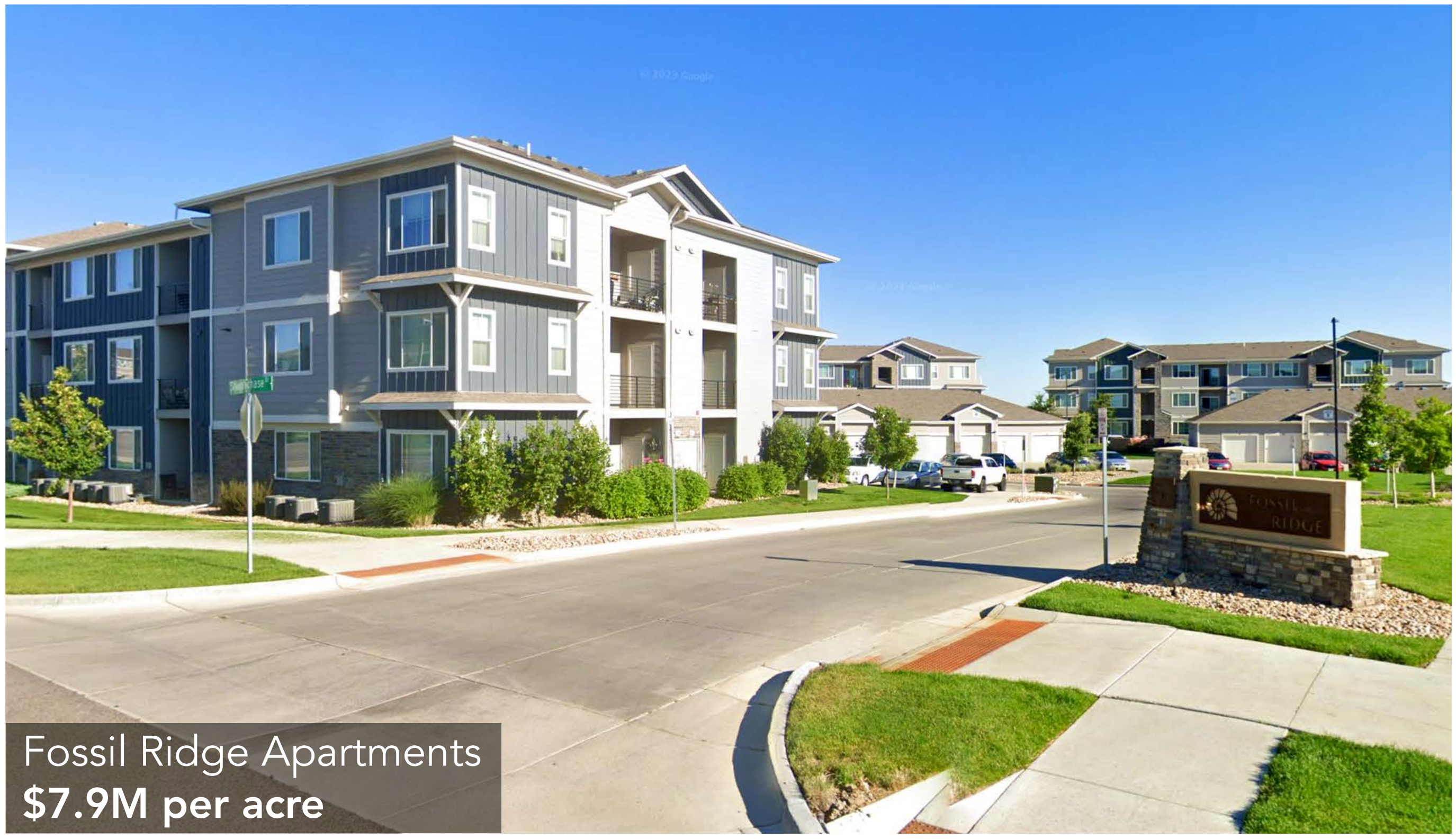


Walmart
\$0.7M per acre

Townhouse Average:
\$4.0M per acre

Value Per Acre: Large Apartments

Windsor, CO



Walmart
\$0.7M per acre

Value Per Acre: Large Apartments
Windsor, CO



Stone Gate Apartments
\$2.9M per acre

Large Apartments Average:
\$6.9M per acre

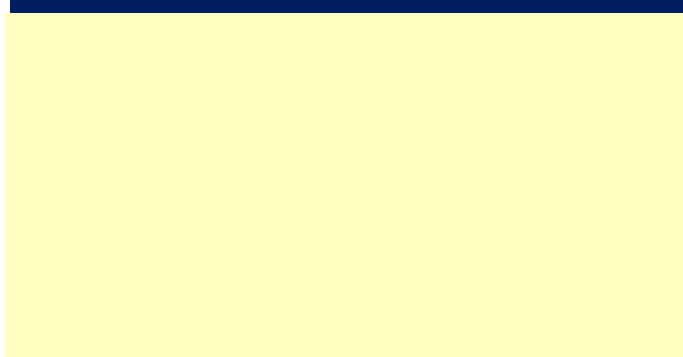


Fossil Ridge Apartments
\$7.9M per acre

Walmart
\$0.7M per acre

Comparison of Average Value Per Acre for Residential Properties

Windsor, CO



\$1.5M/acre



\$1.8M/acre



\$1.9M/acre



\$2.7M/acre



\$4.0M/acre



\$6.9M/acre

Walmart
\$0.7M per acre

Land Use Type:

Commercial

Value Per Acre: Big Box Commercial

Windsor, CO



Safeway
\$0.8M per acre

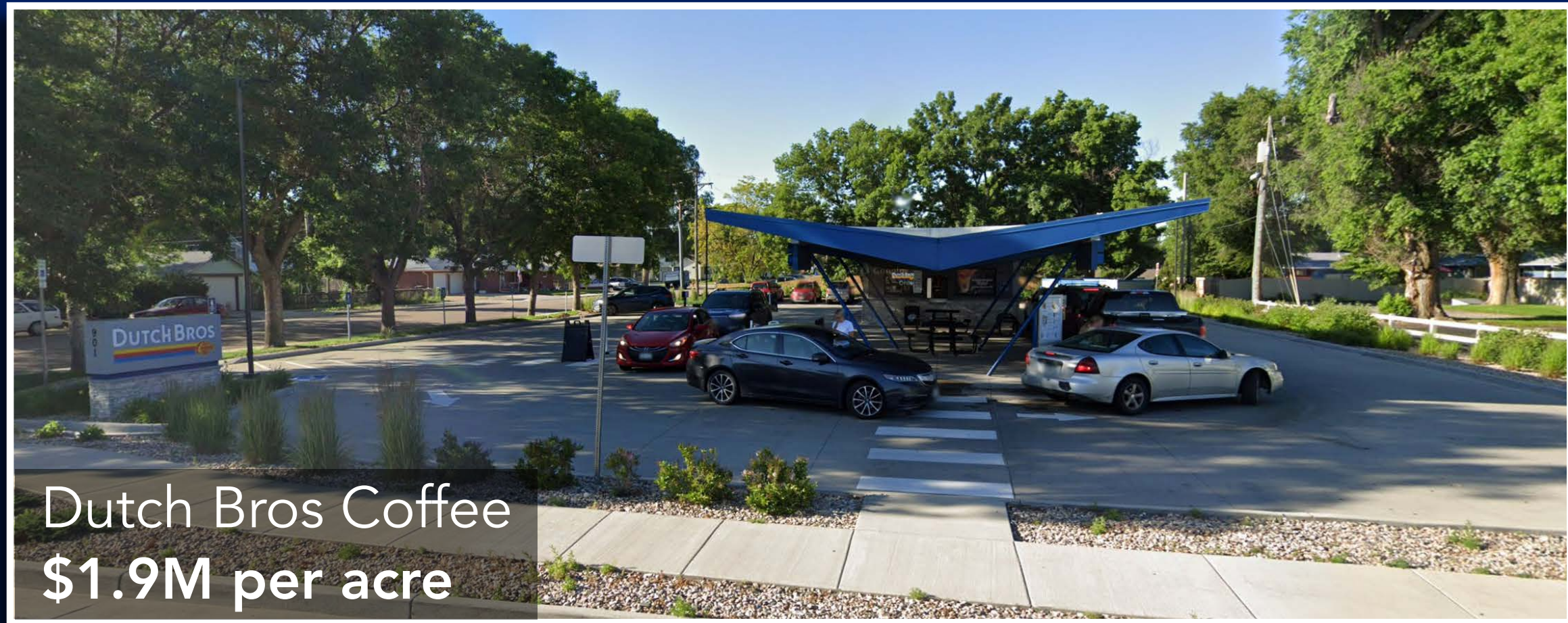


King Soopers
\$1.2M per acre

Walmart
\$0.7M per acre

Value Per Acre: Commercial Centers

Windsor, CO



Walmart
\$0.7M per acre

Value Per Acre: Commercial Centers

Windsor, CO



Walmart
\$0.7M per acre

A Closer Look:

A Lasting Value

Value Per Acre: Historic Buildings

Windsor, CO

c. 1905

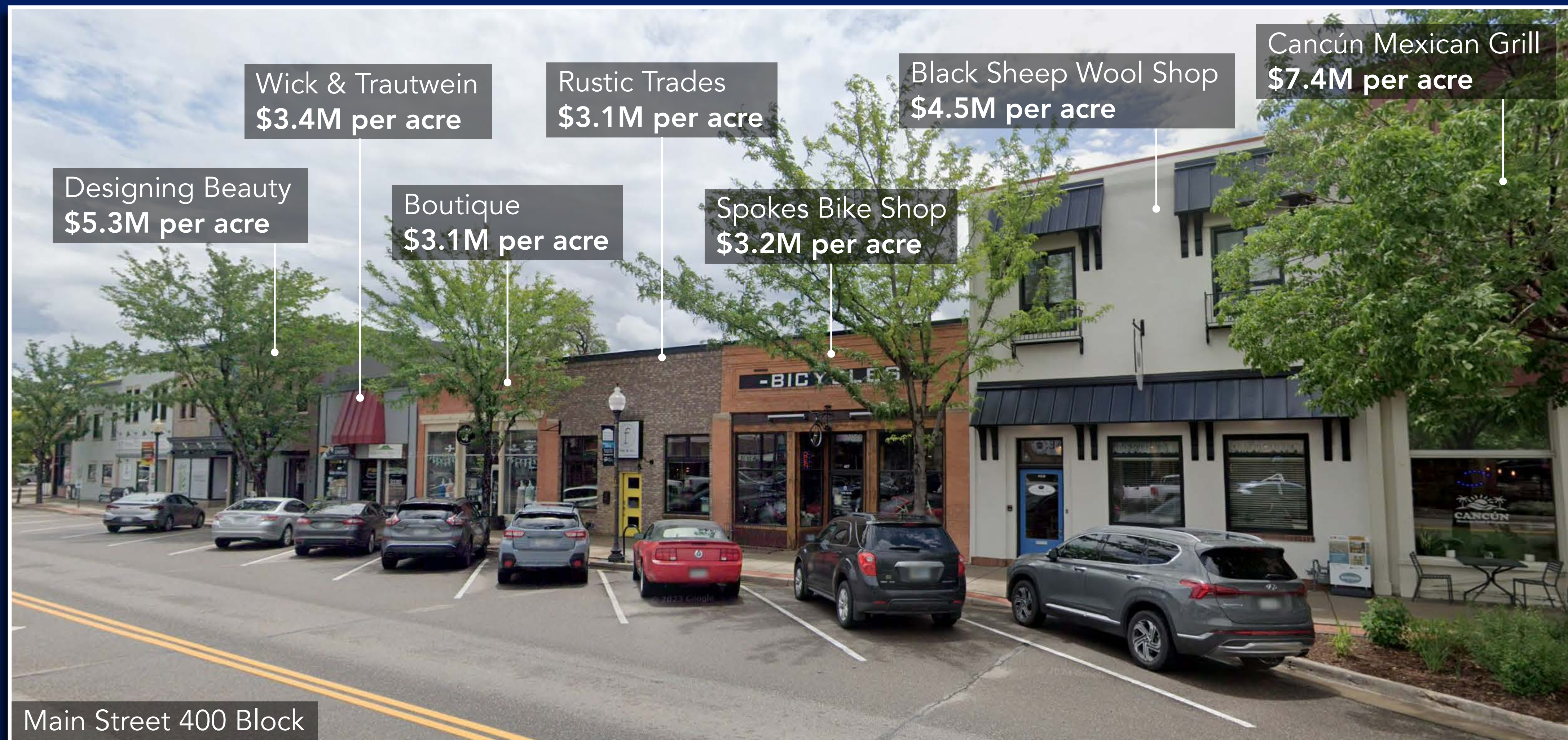


W287A4

Main Street, New Windsor, Colo.

Value Per Acre: Historic Buildings

Windsor, CO



Walmart
\$0.7M per acre

Value Per Acre: Historic Buildings

Windsor, CO



Walmart
\$0.7M per acre

A Closer Look:

Scale & Use Comparison

Value Per Acre Comparison

Windsor, CO



0.16 acres of Beehive/Hearth would equal the property tax revenue of the **1.1 acre** Doug's Diner Strip.

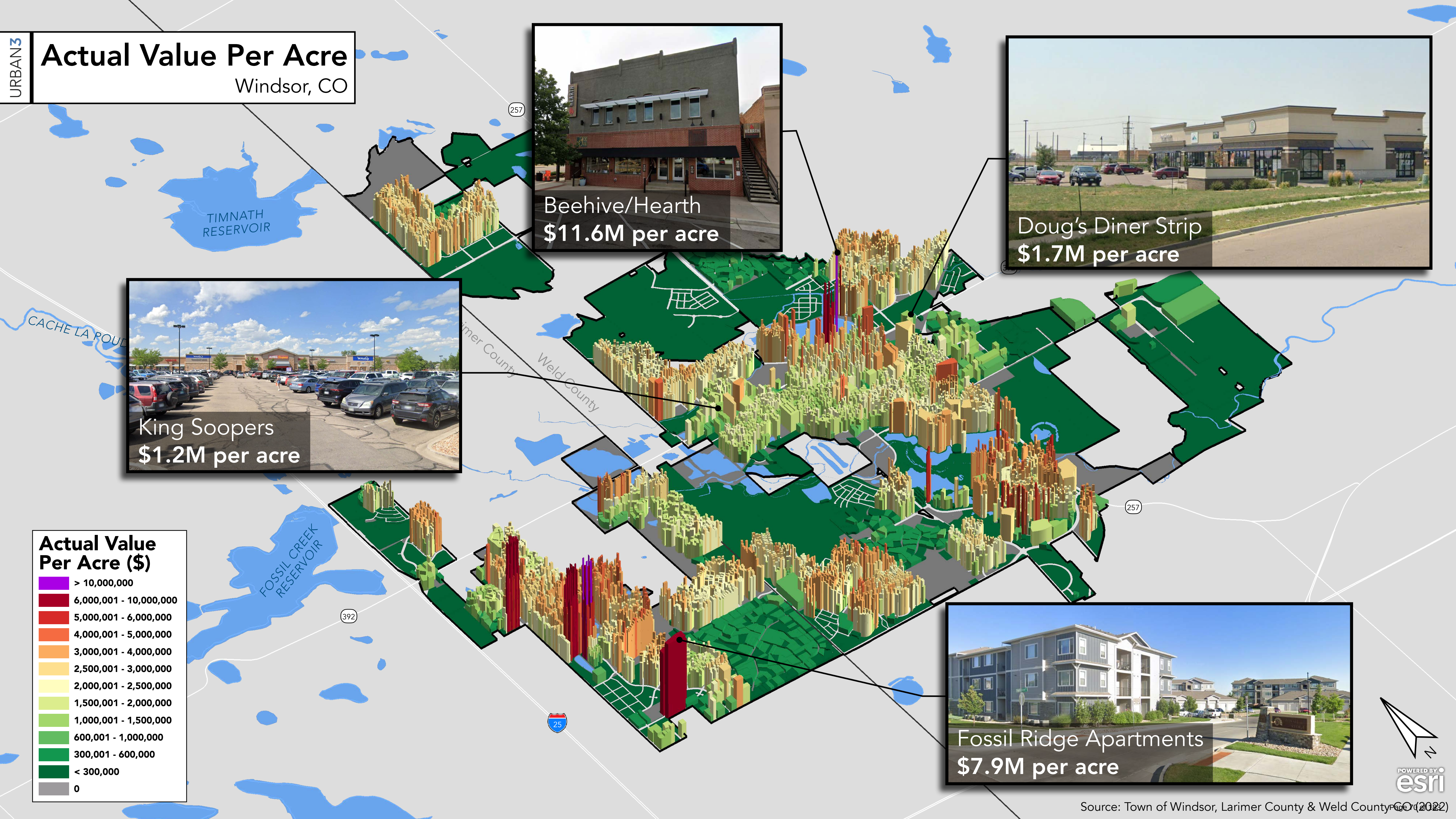


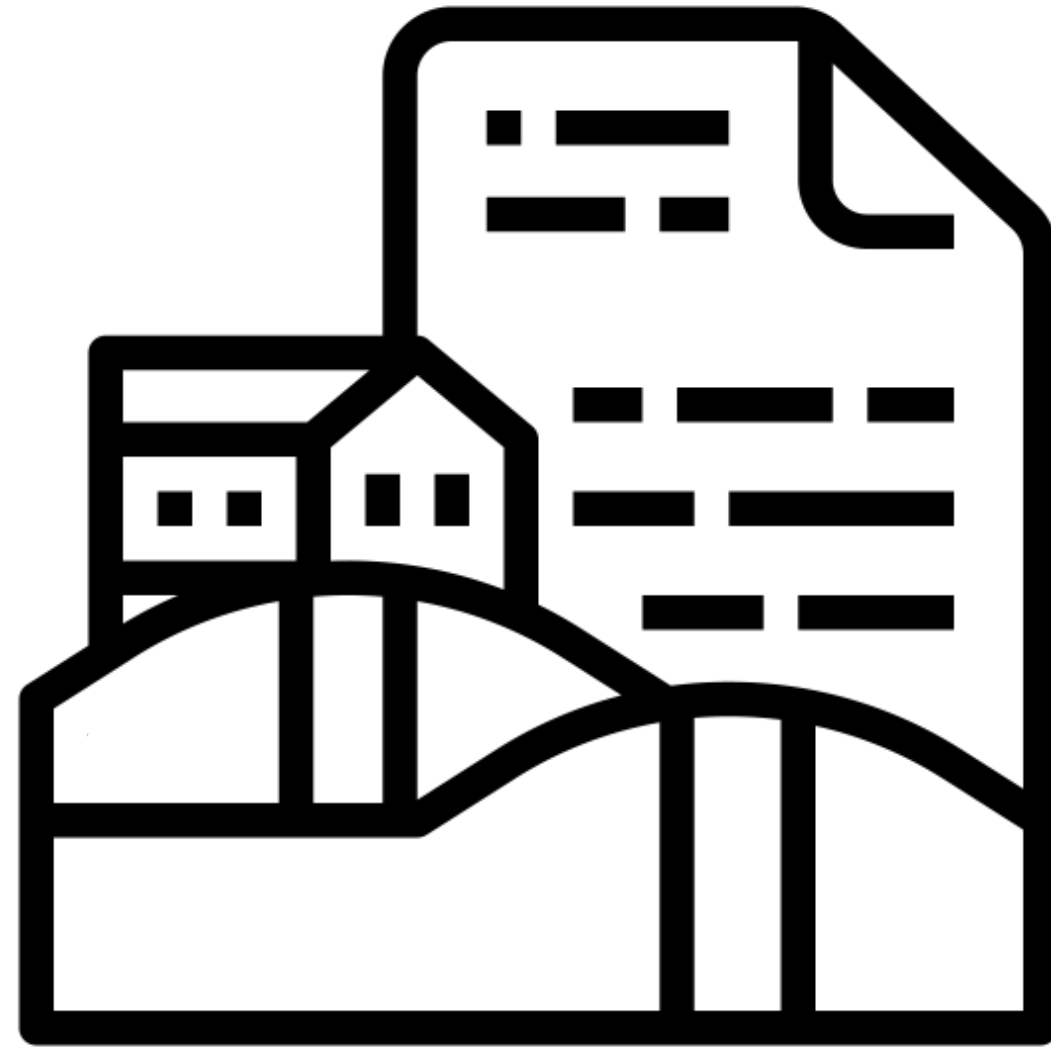
Land Uses in the Model

Reconnecting the Tax Model with On-Street Examples

Actual Value Per Acre

Windsor, CO





Land Value Per Acre

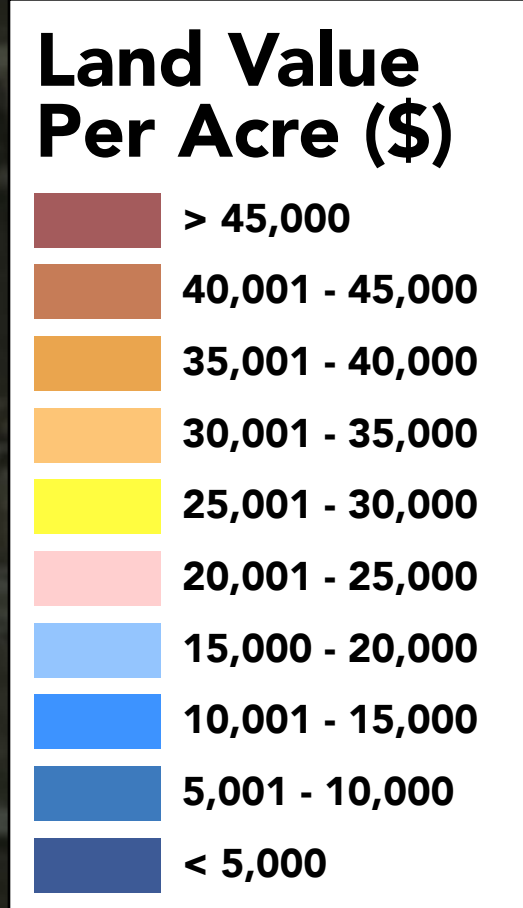
The Economics of Land Use

Behavioral Economics



Land Value Per Acre

Cheyenne, WY



FAIR+EQUITABLE

AUGUST 2019 | VOLUME 17 | NUMBER 7

A publication of IAAO on appraisal and appraisal management, within the property assessment industry.

DON'T CUT ME OFF!

USING POST-VALUATION DATE EVIDENCE IN APPRAISALS | **8**

INSIDE

IAAO CONFERENCE SESSION HIGHLIGHTS
Available session topics are vast and wide for 2019. | **17**

HIGHEST AND BEST USE
TEGoVA extends Highest and Best Use value to encompass Hope Value | **28**

Tax Code

4444
747444

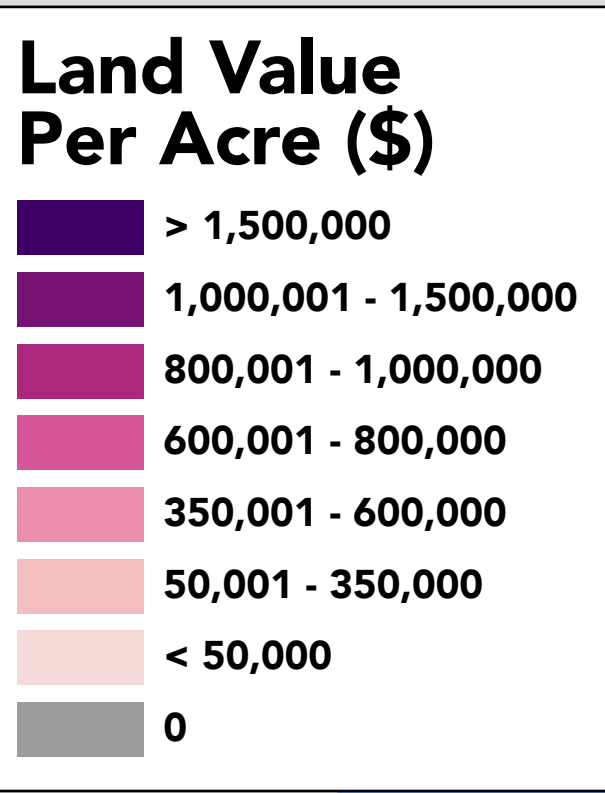
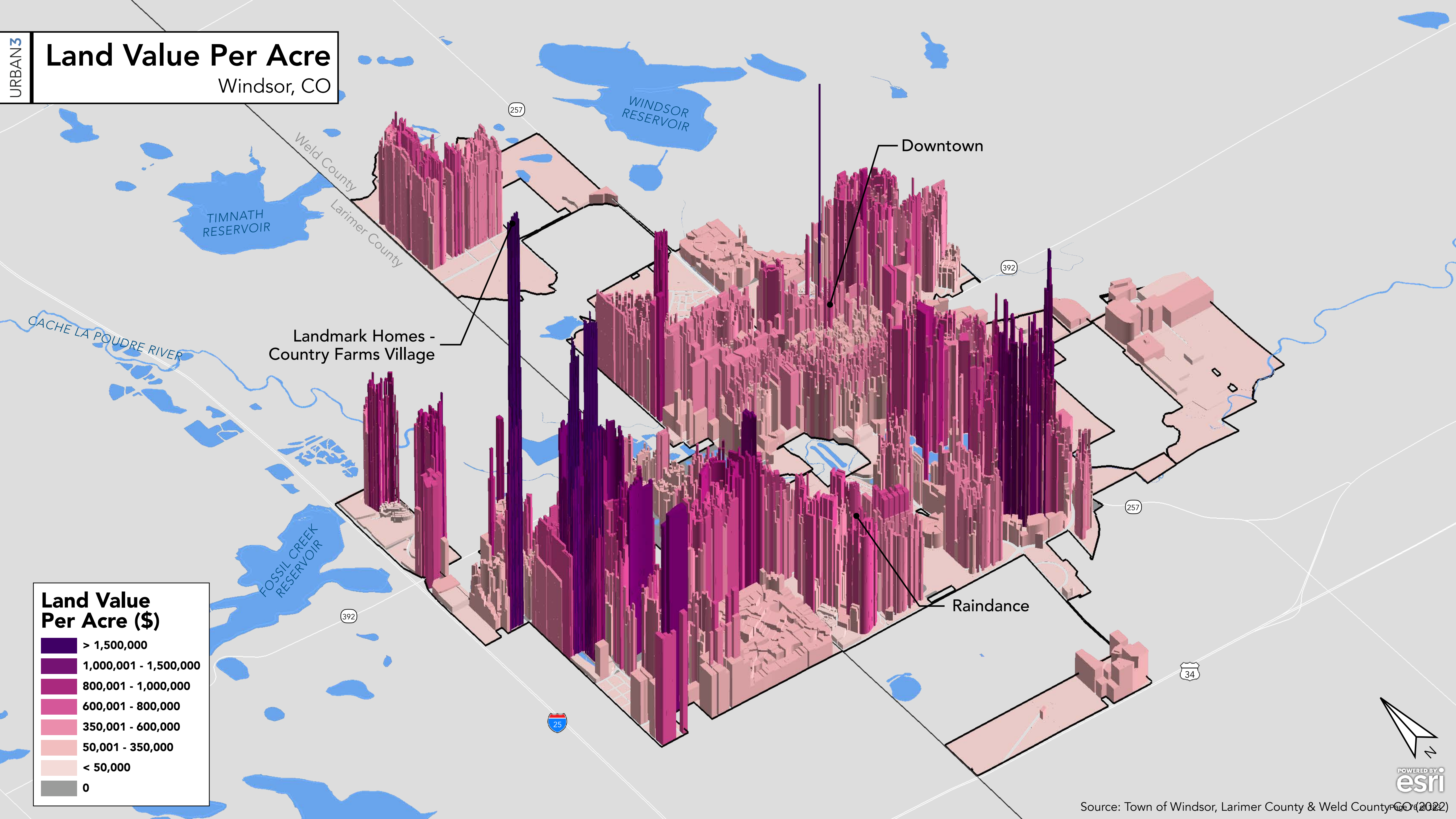
4444
747444

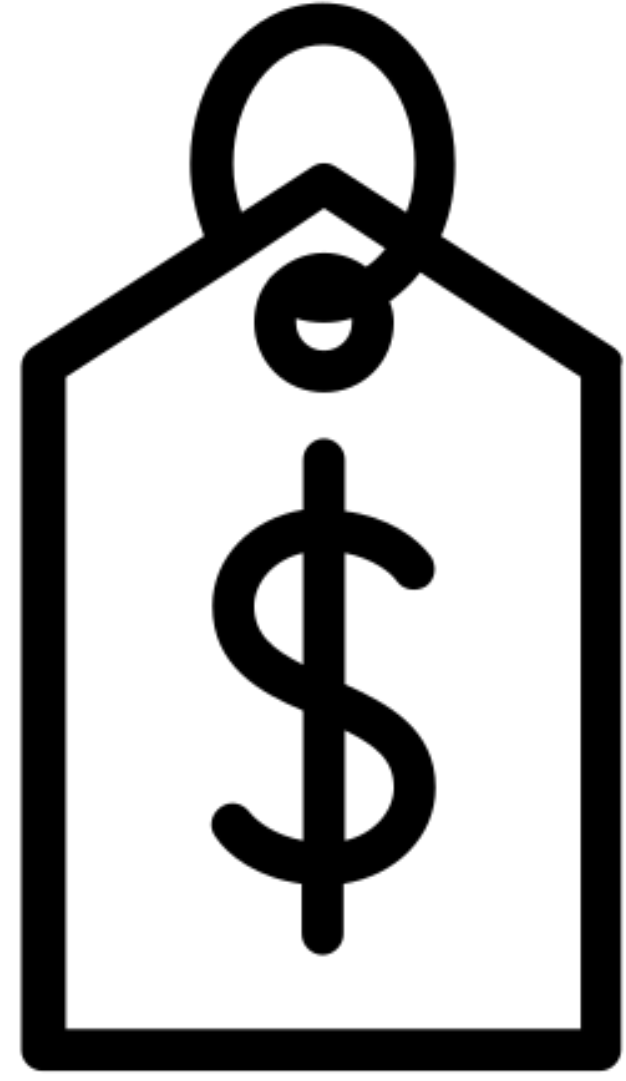


MARKET FORCES

Land Value Per Acre

Windsor, CO



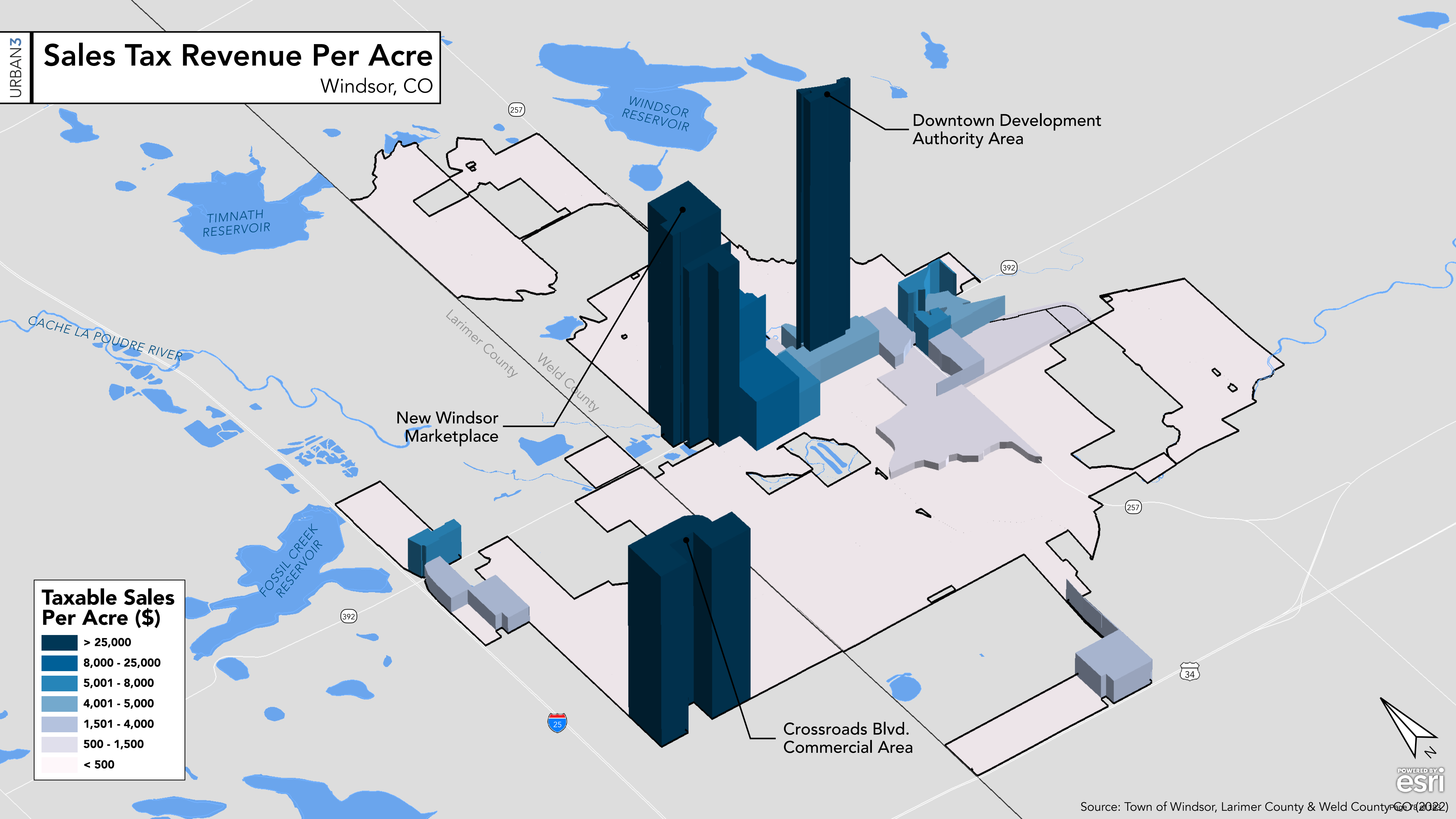


Sales Tax Analysis

Mapping Sales Tax Revenue

Sales Tax Revenue Per Acre

Windsor, CO

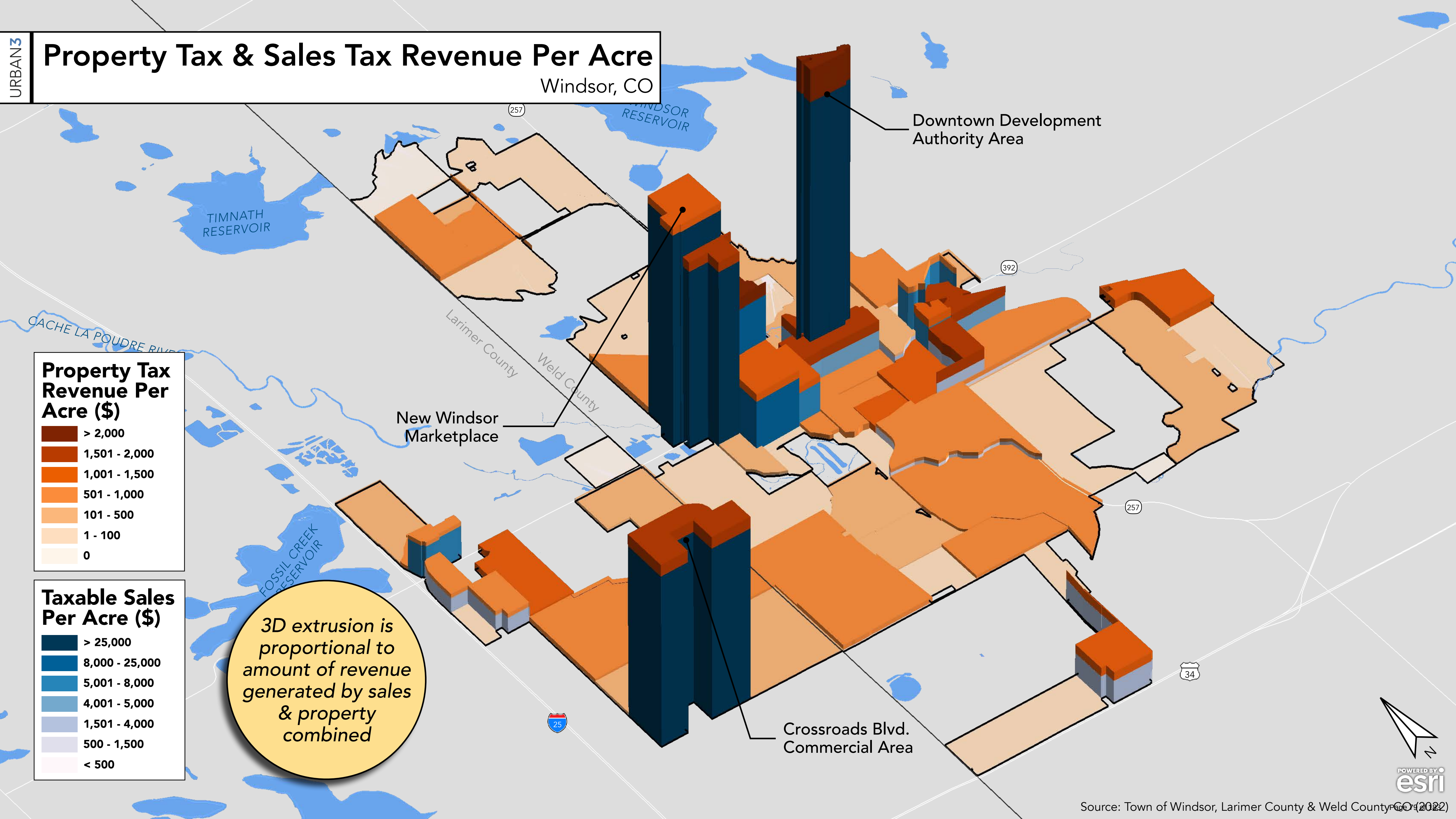


Taxable Sales Per Acre (\$)

- > 25,000
- 8,000 - 25,000
- 5,001 - 8,000
- 4,001 - 5,000
- 1,501 - 4,000
- 500 - 1,500
- < 500

Property Tax & Sales Tax Revenue Per Acre

Windsor, CO



Property Tax Revenue Per Acre (\$)

- > 2,000
- 1,501 - 2,000
- 1,001 - 1,500
- 501 - 1,000
- 101 - 500
- 1 - 100
- 0

Taxable Sales Per Acre (\$)

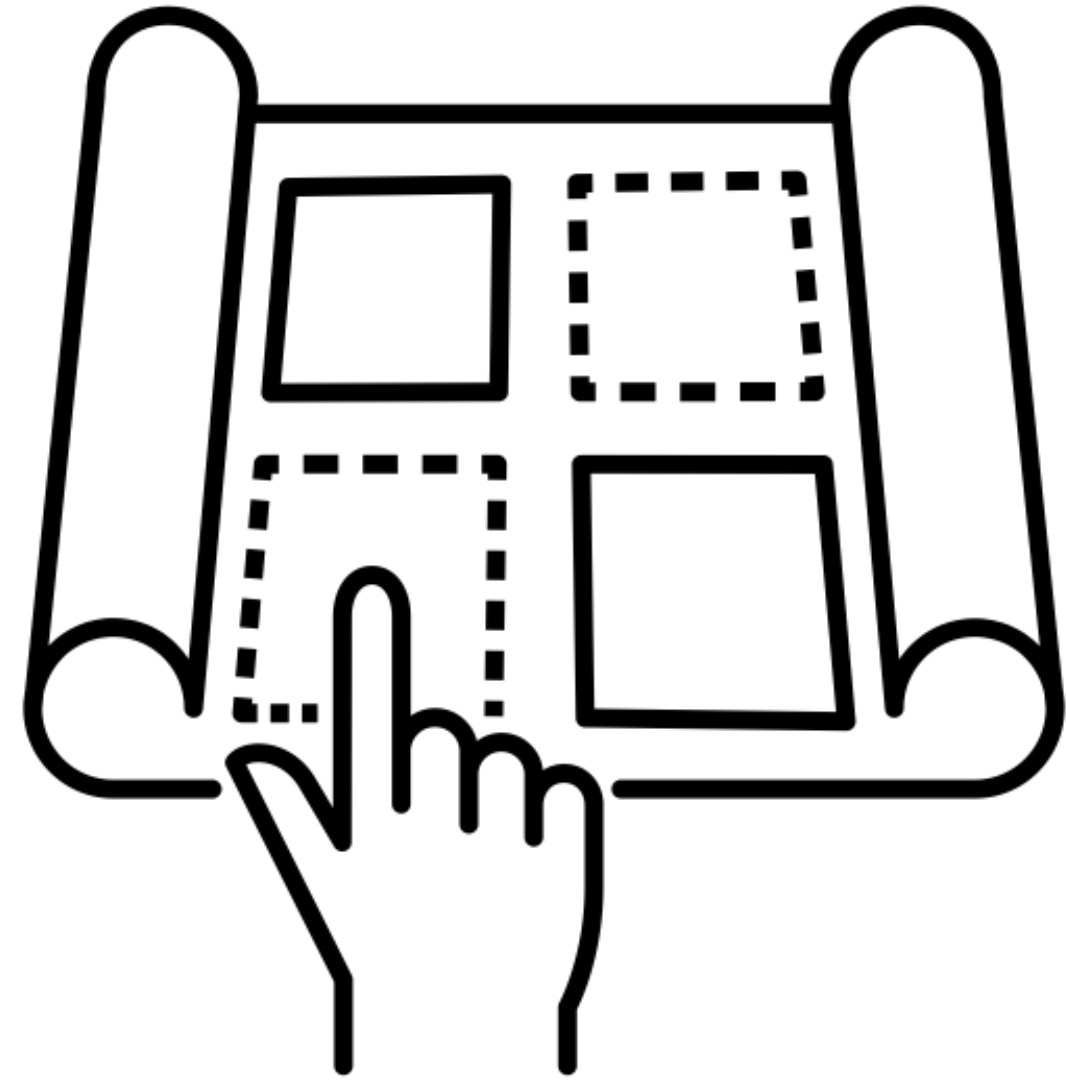
- > 25,000
- 8,000 - 25,000
- 5,001 - 8,000
- 4,001 - 5,000
- 1,501 - 4,000
- 500 - 1,500
- < 500

3D extrusion is proportional to amount of revenue generated by sales & property combined

Downtown Development Authority Area

New Windsor Marketplace

Crossroads Blvd. Commercial Area



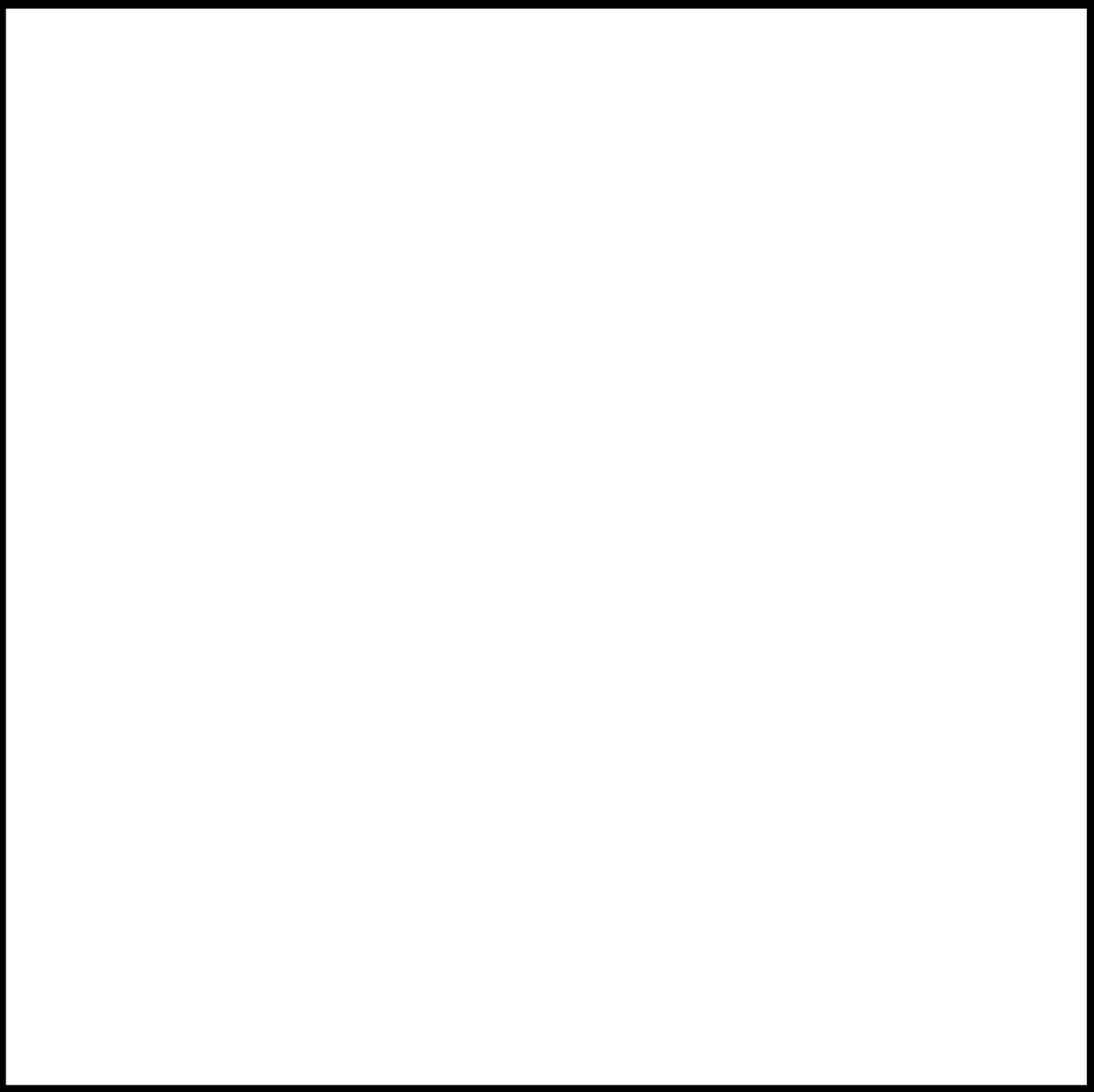
Growth Over Time

How Windsor Has Expanded

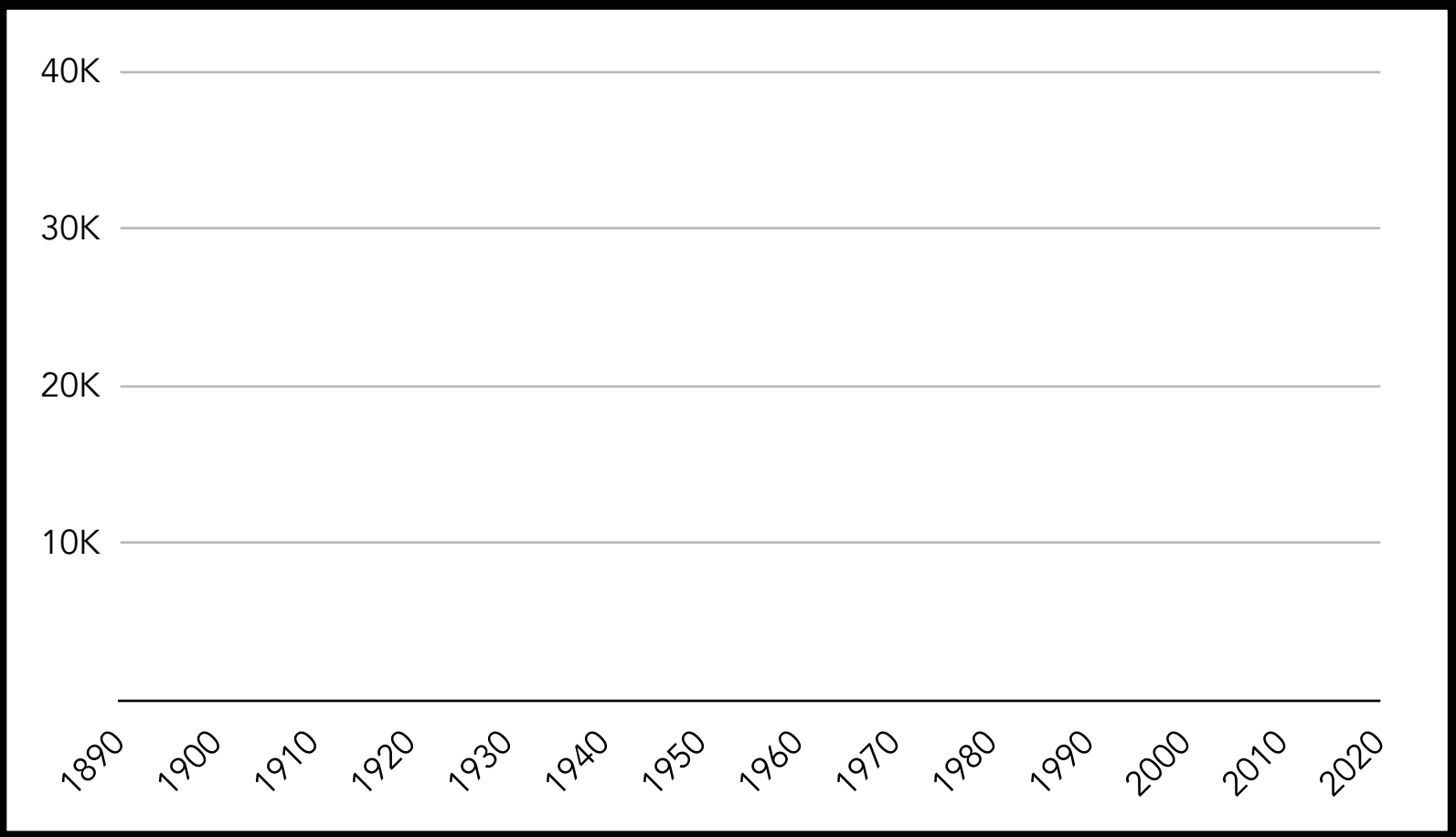
Town Growth

Windsor, CO

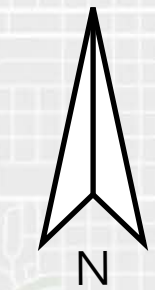
Area



Population



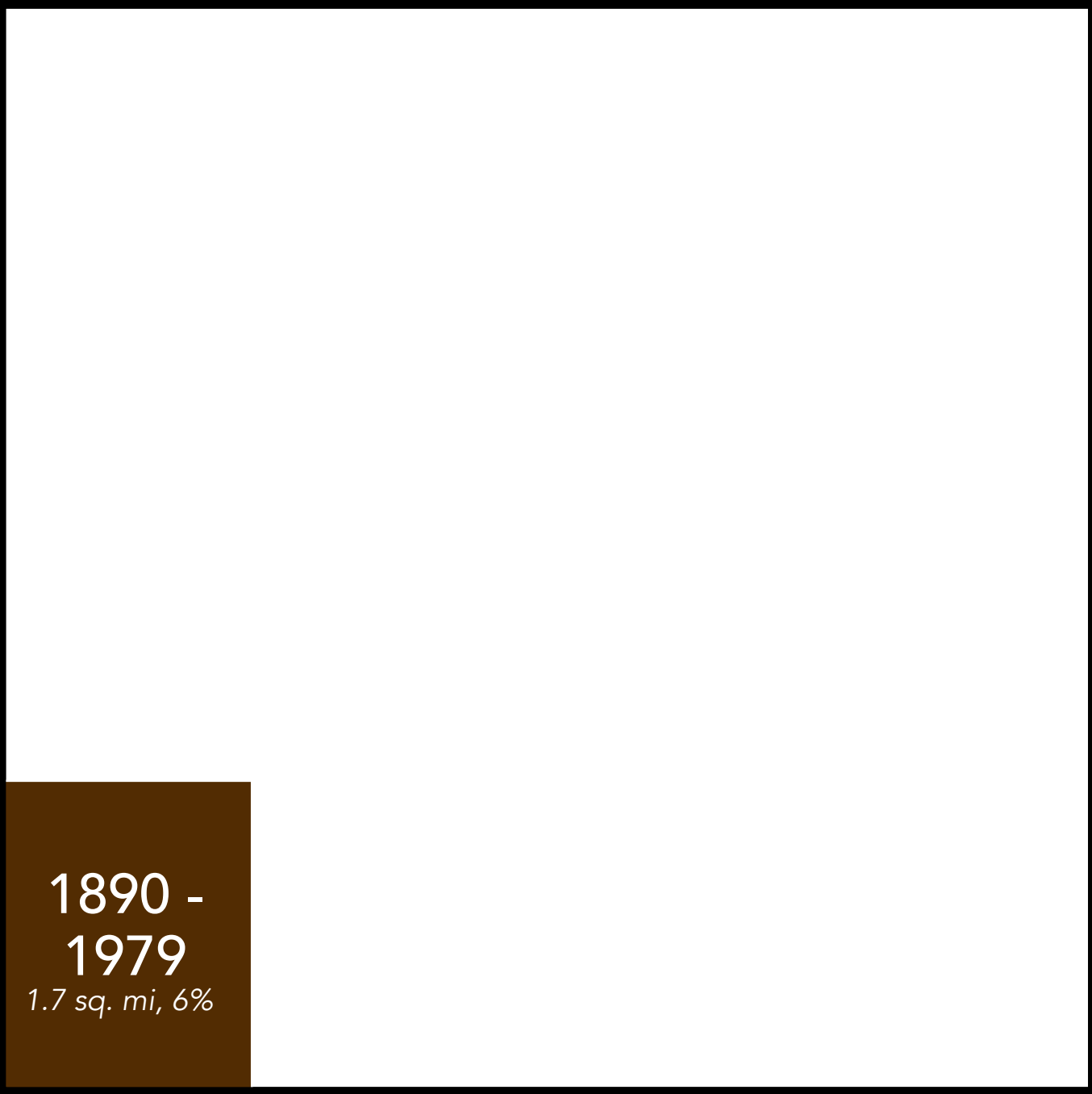
■■■ Present Day Town Limits



Town Growth: 1890-1979

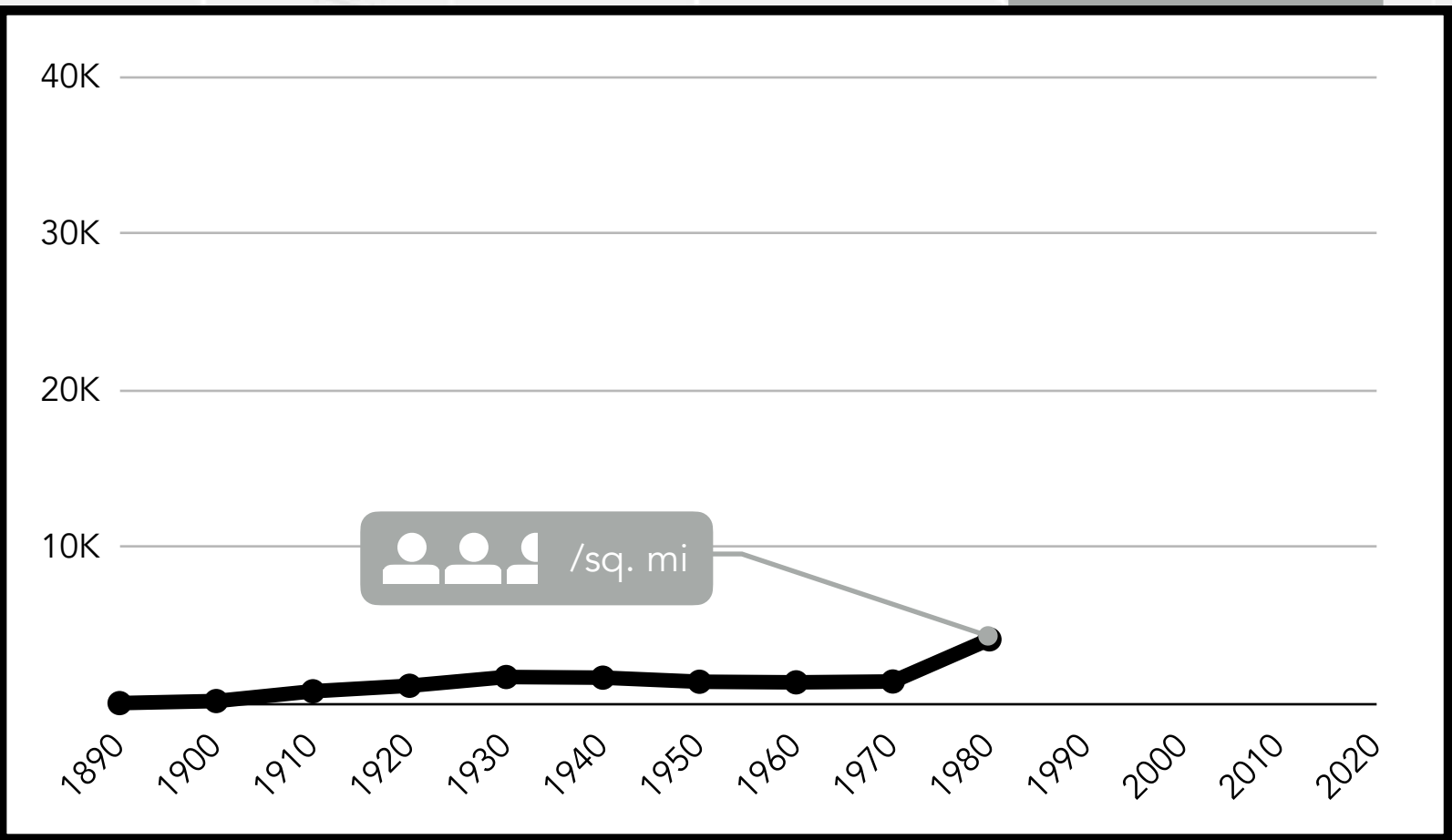
Windsor, CO

Area 2 sq. mi



Population

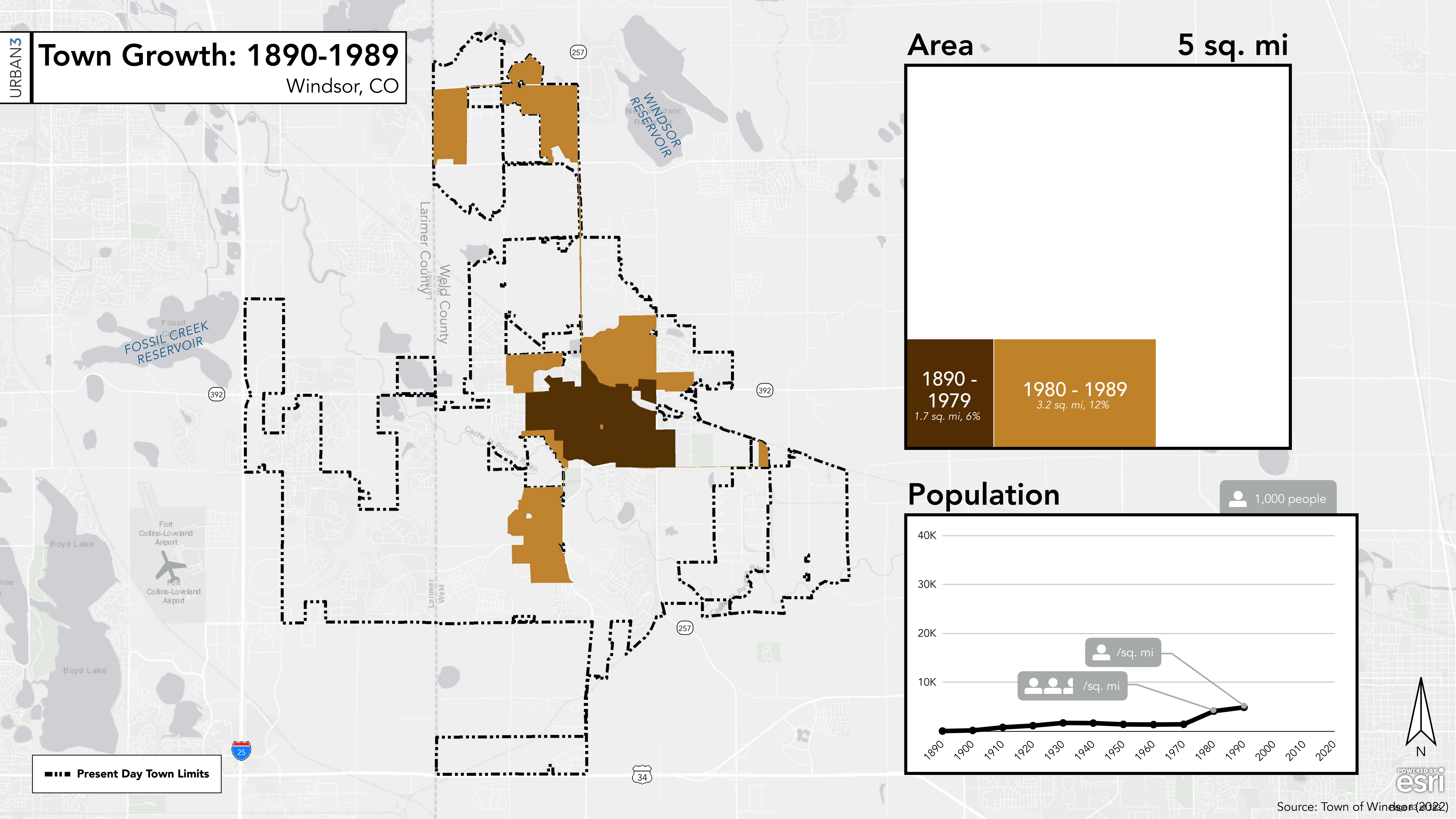
1,000 people



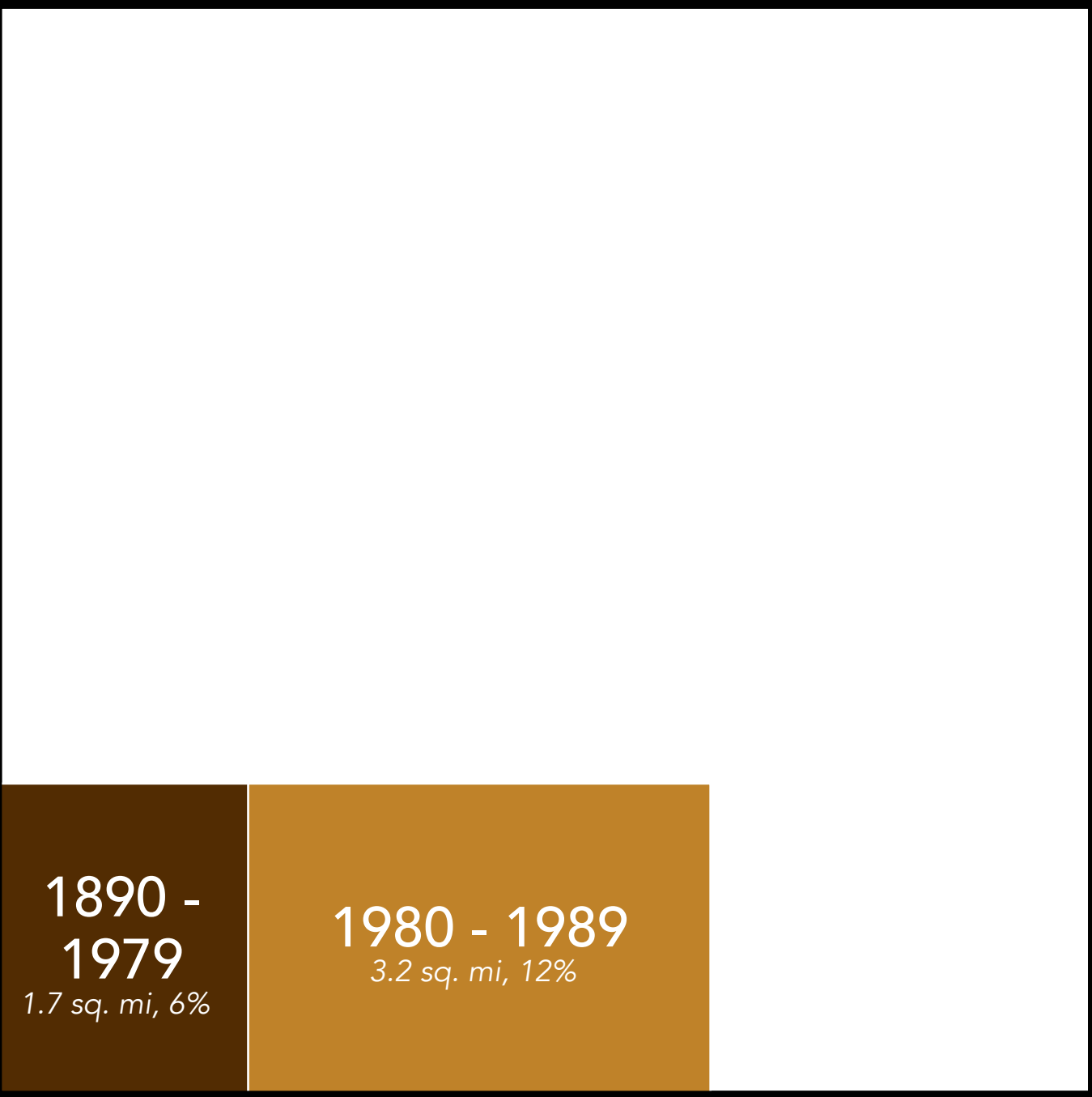
Present Day Town Limits

Town Growth: 1890-1989

Windsor, CO

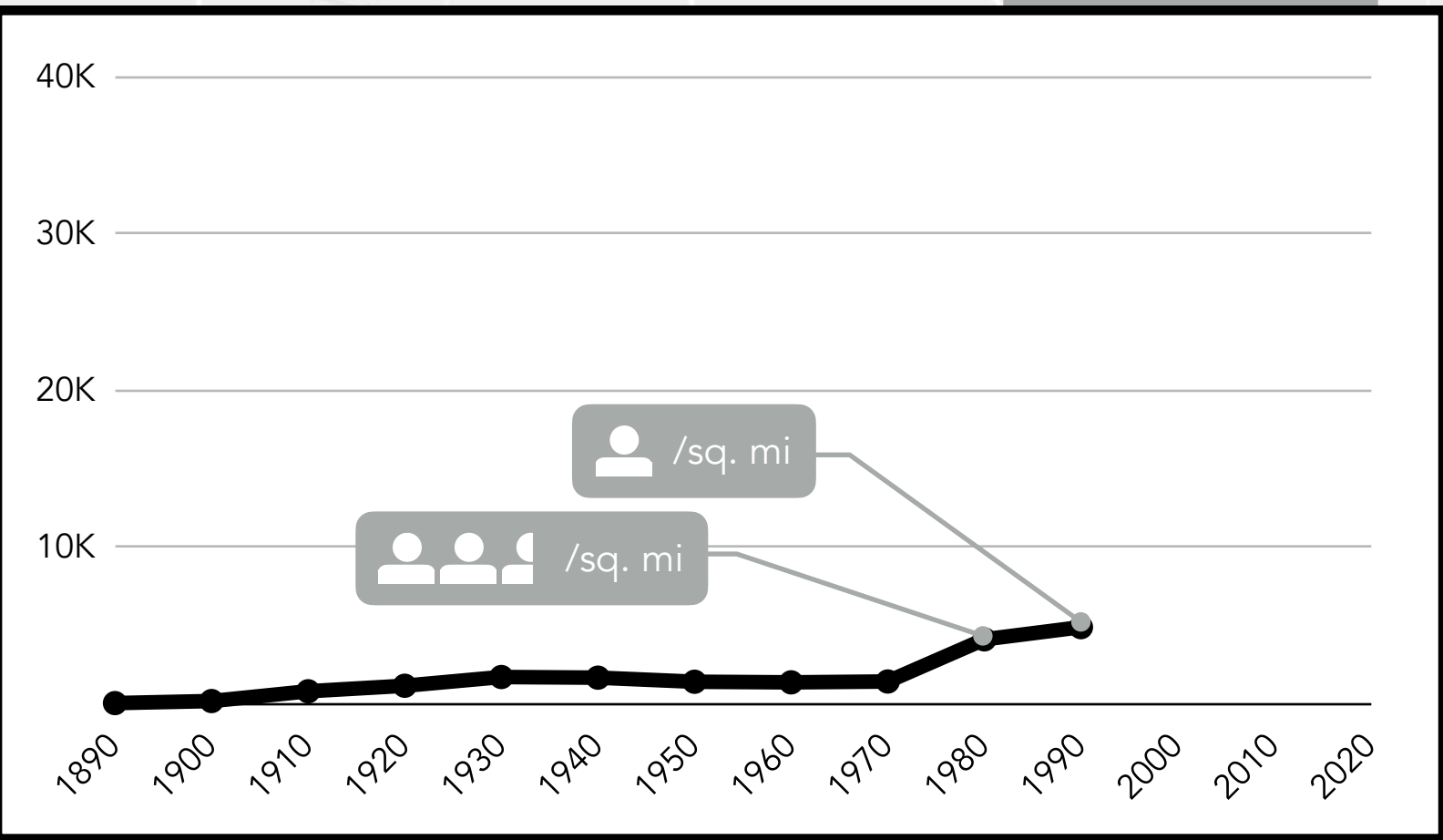


Area 5 sq. mi

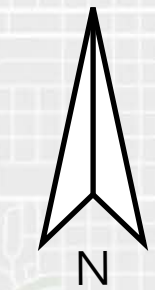


Population

1,000 people

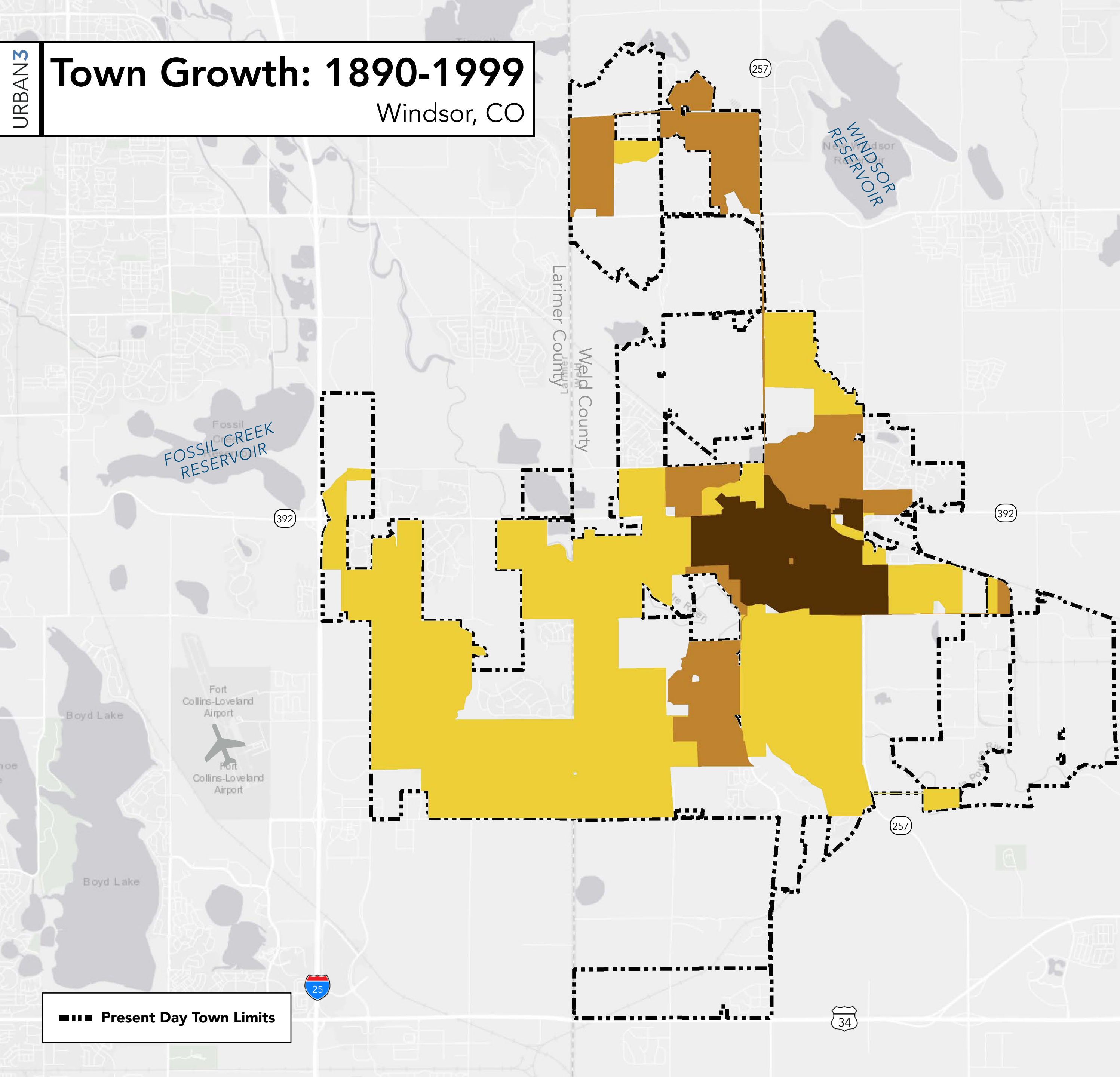


Present Day Town Limits

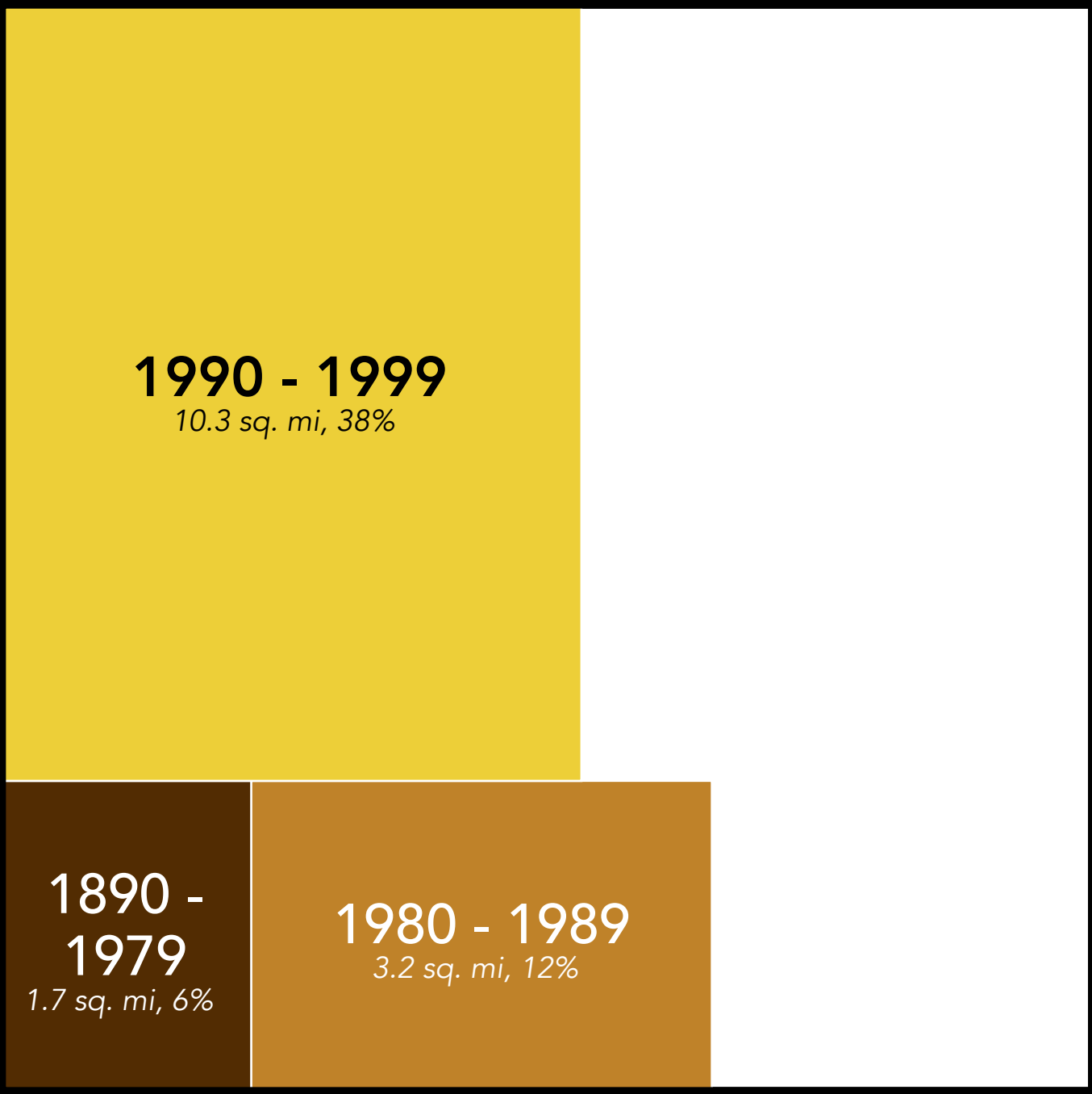


Town Growth: 1890-1999

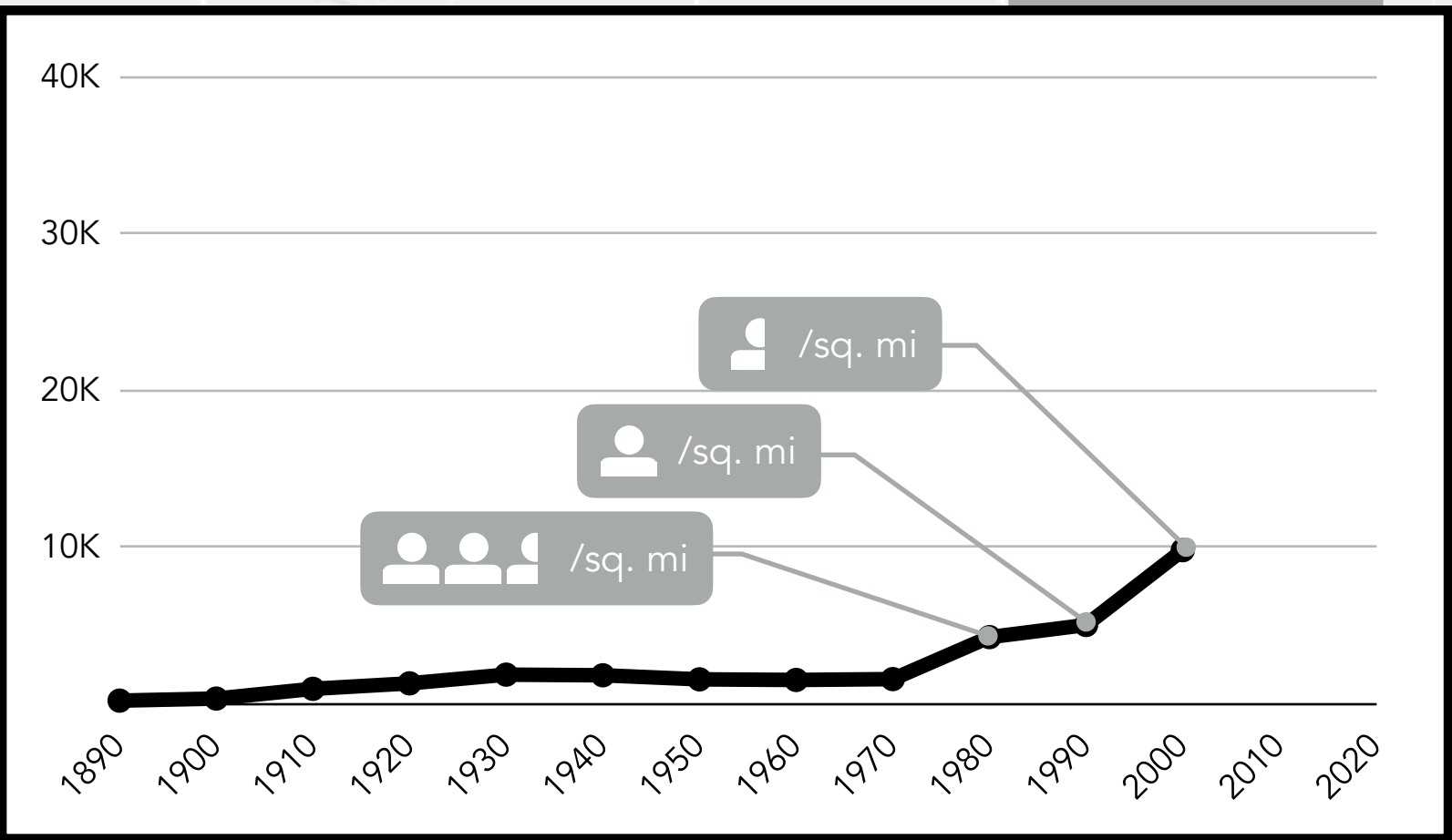
Windsor, CO



Area 15 sq. mi

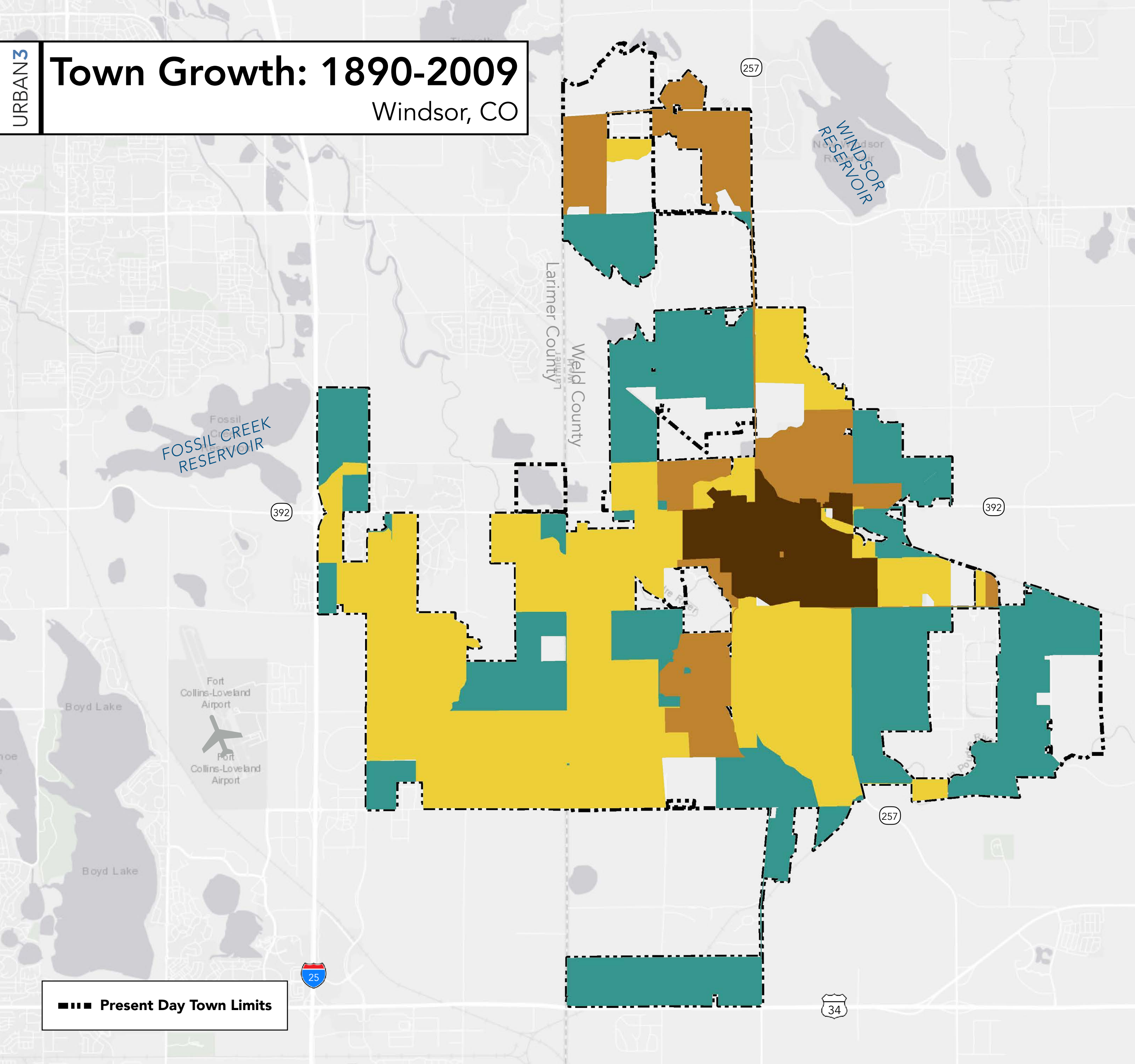


Population



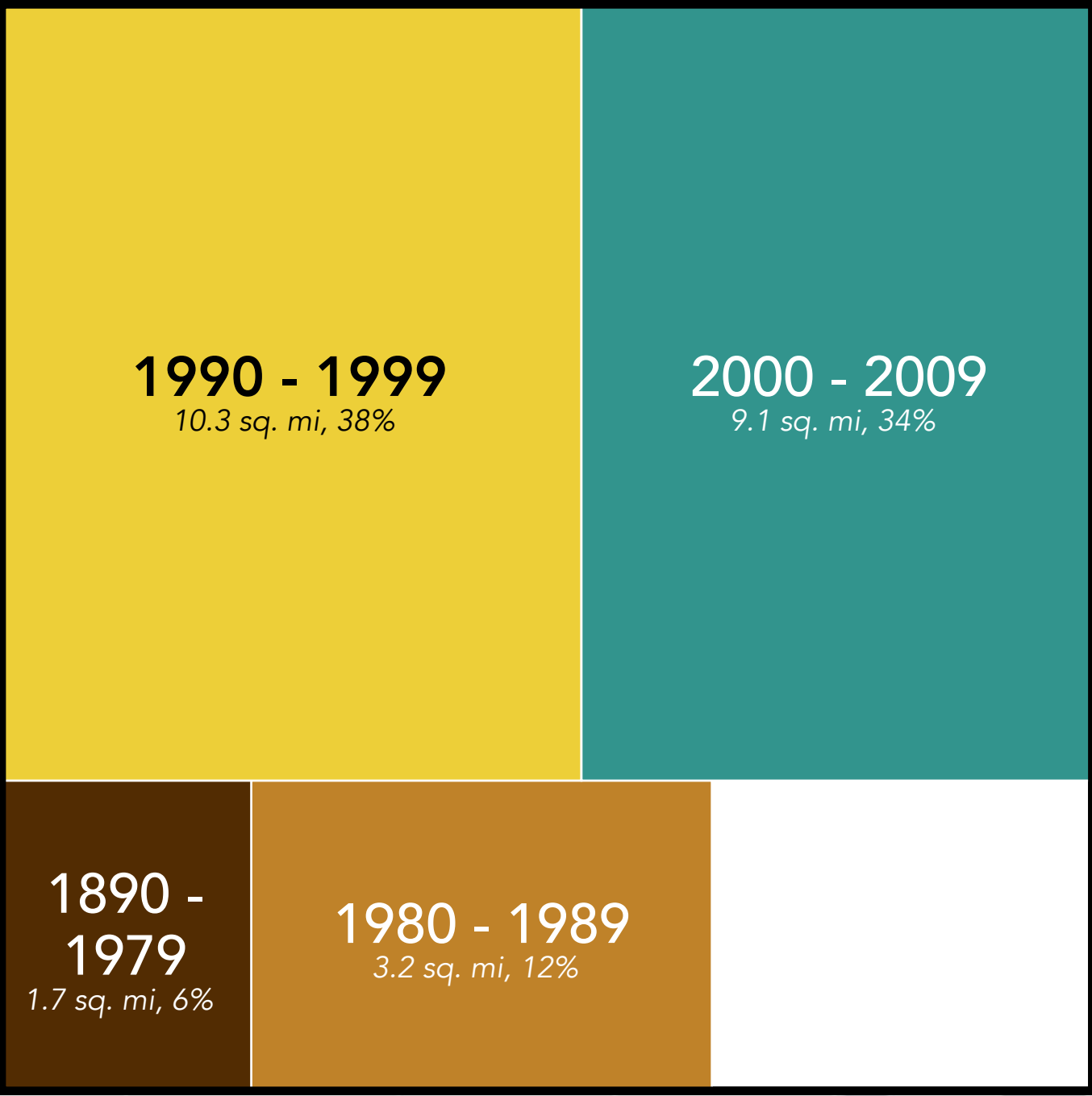
Town Growth: 1890-2009

Windsor, CO

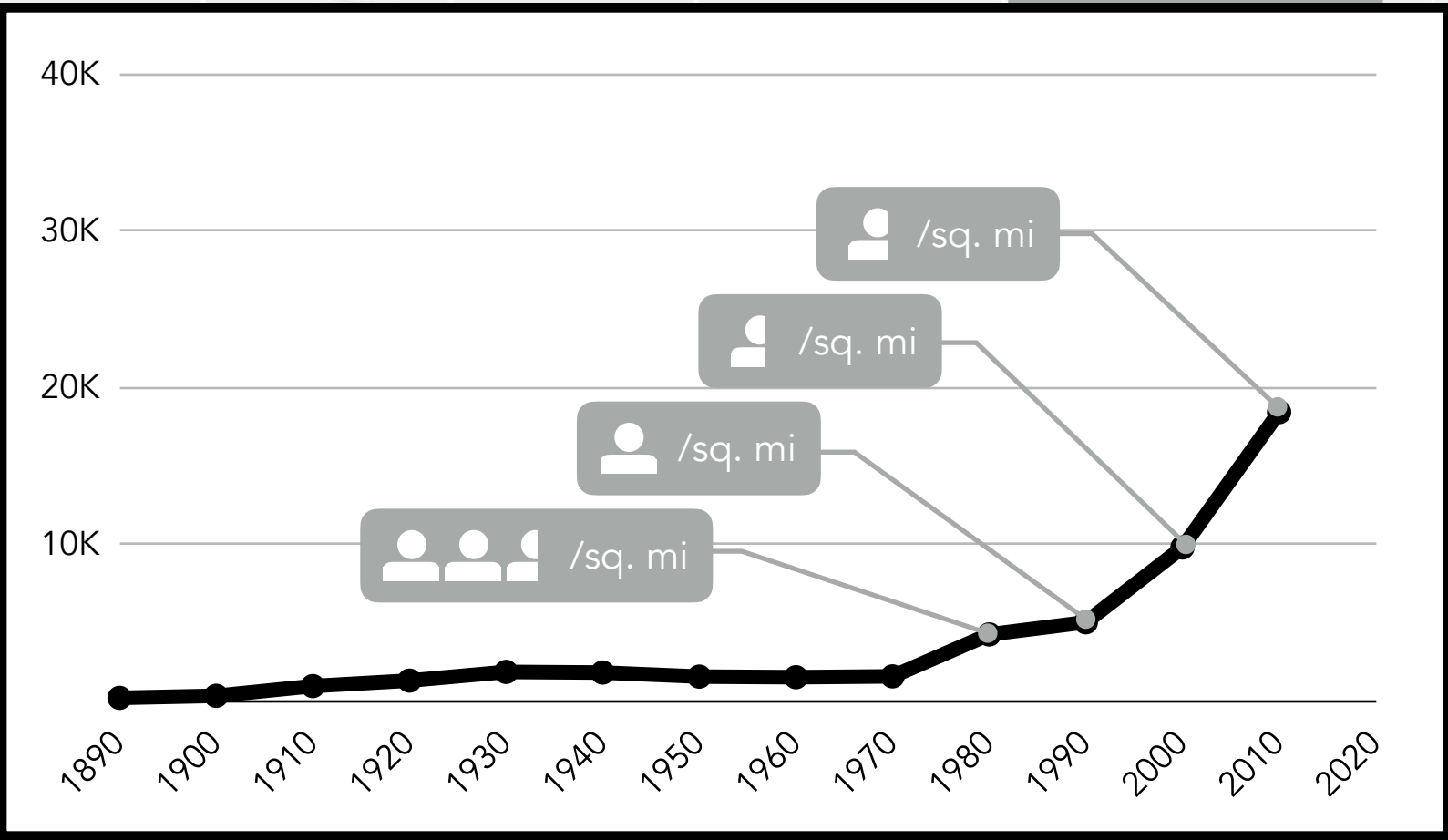


Present Day Town Limits

Area 24 sq. mi



Population

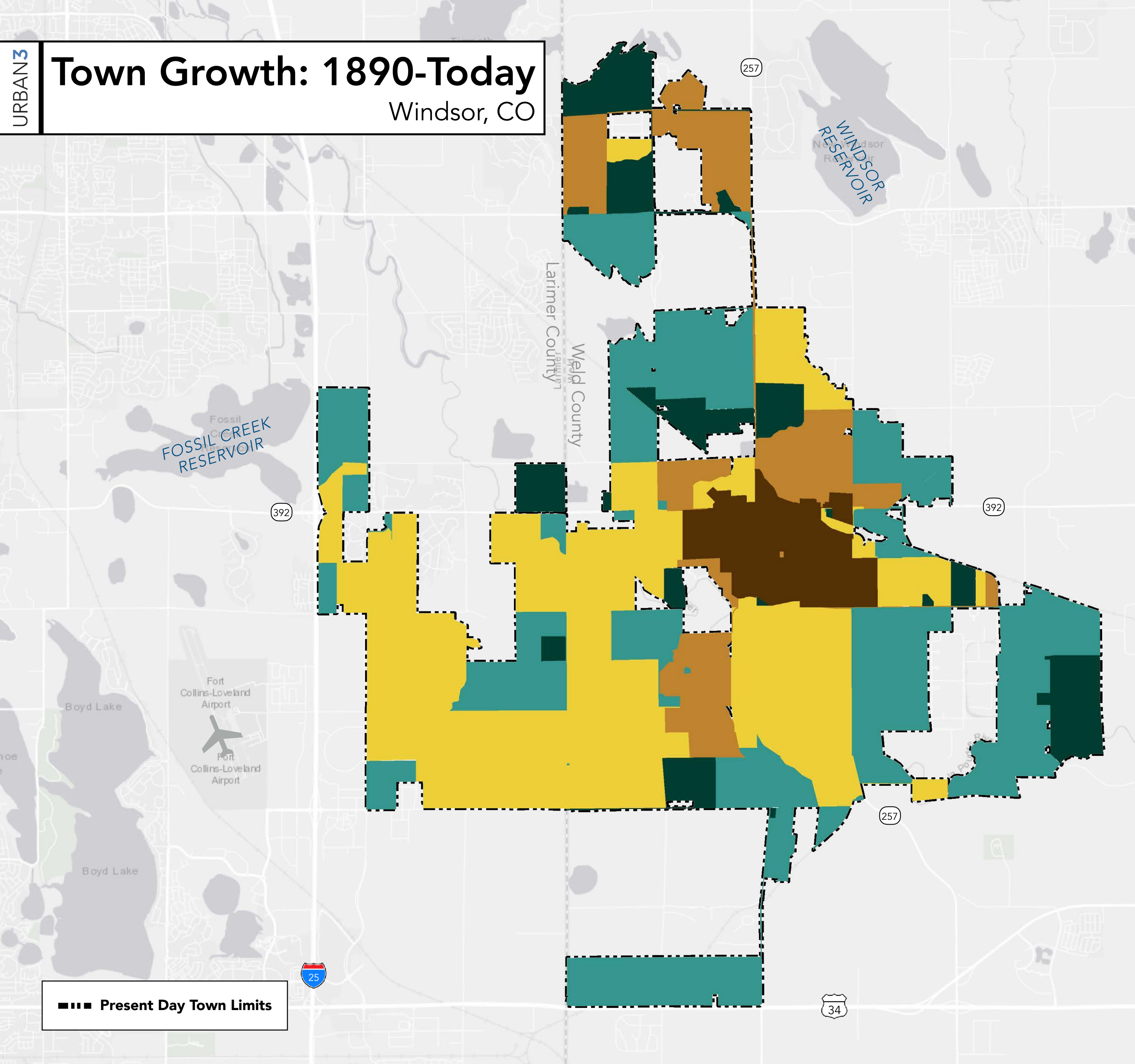


1,000 people

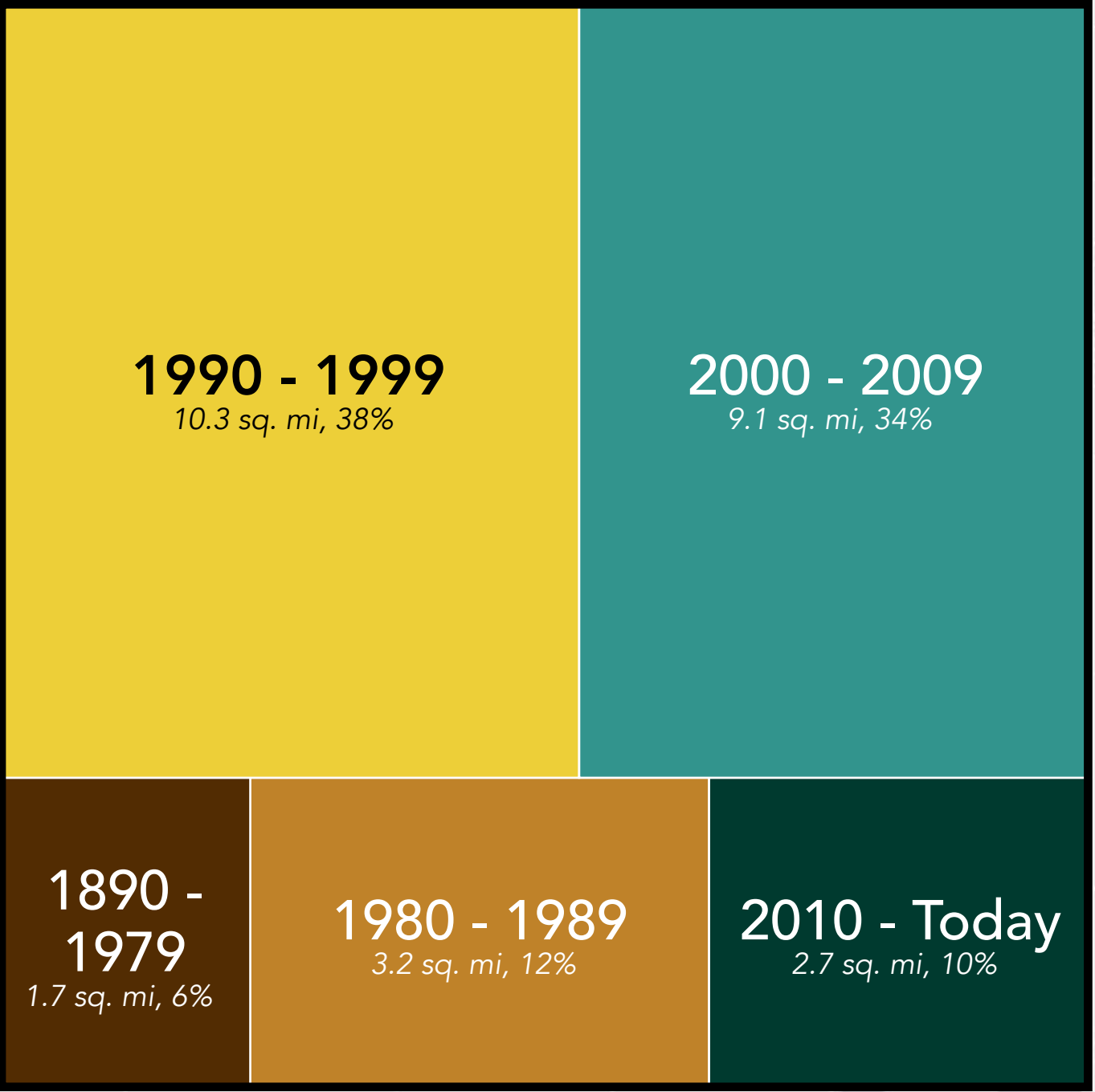


Town Growth: 1890-Today

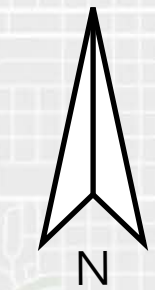
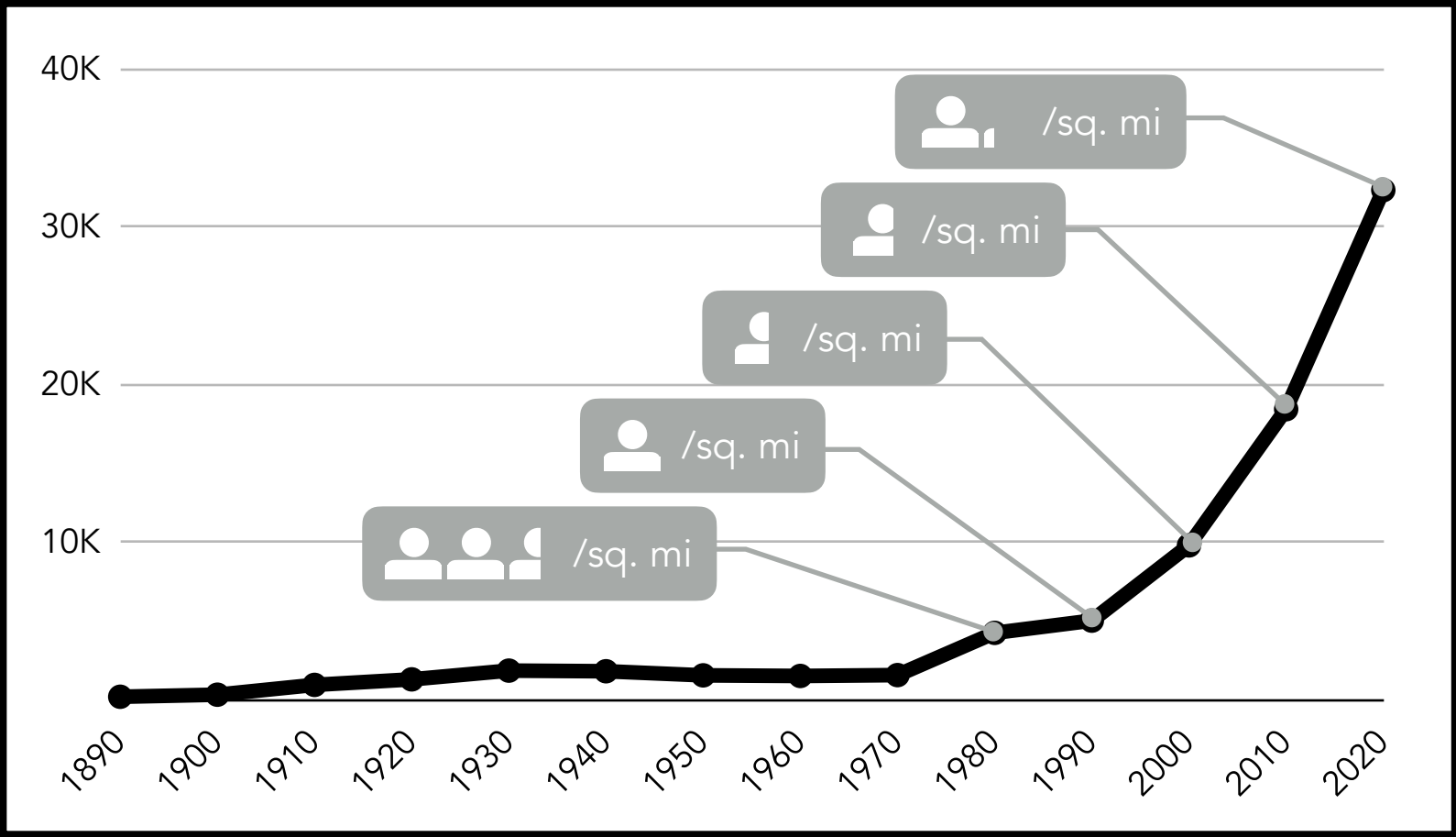
Windsor, CO



Area 27 sq. mi

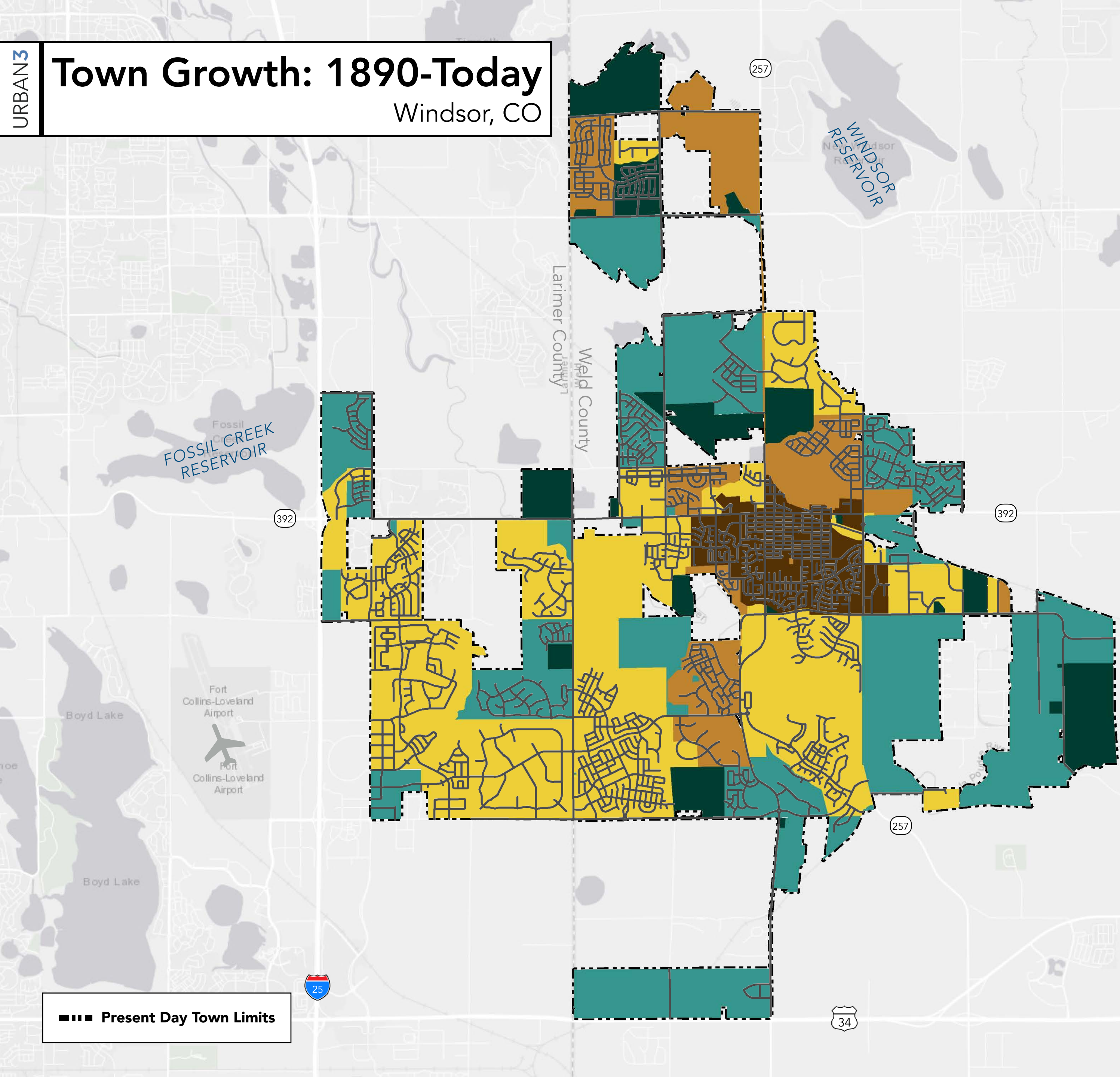


Population



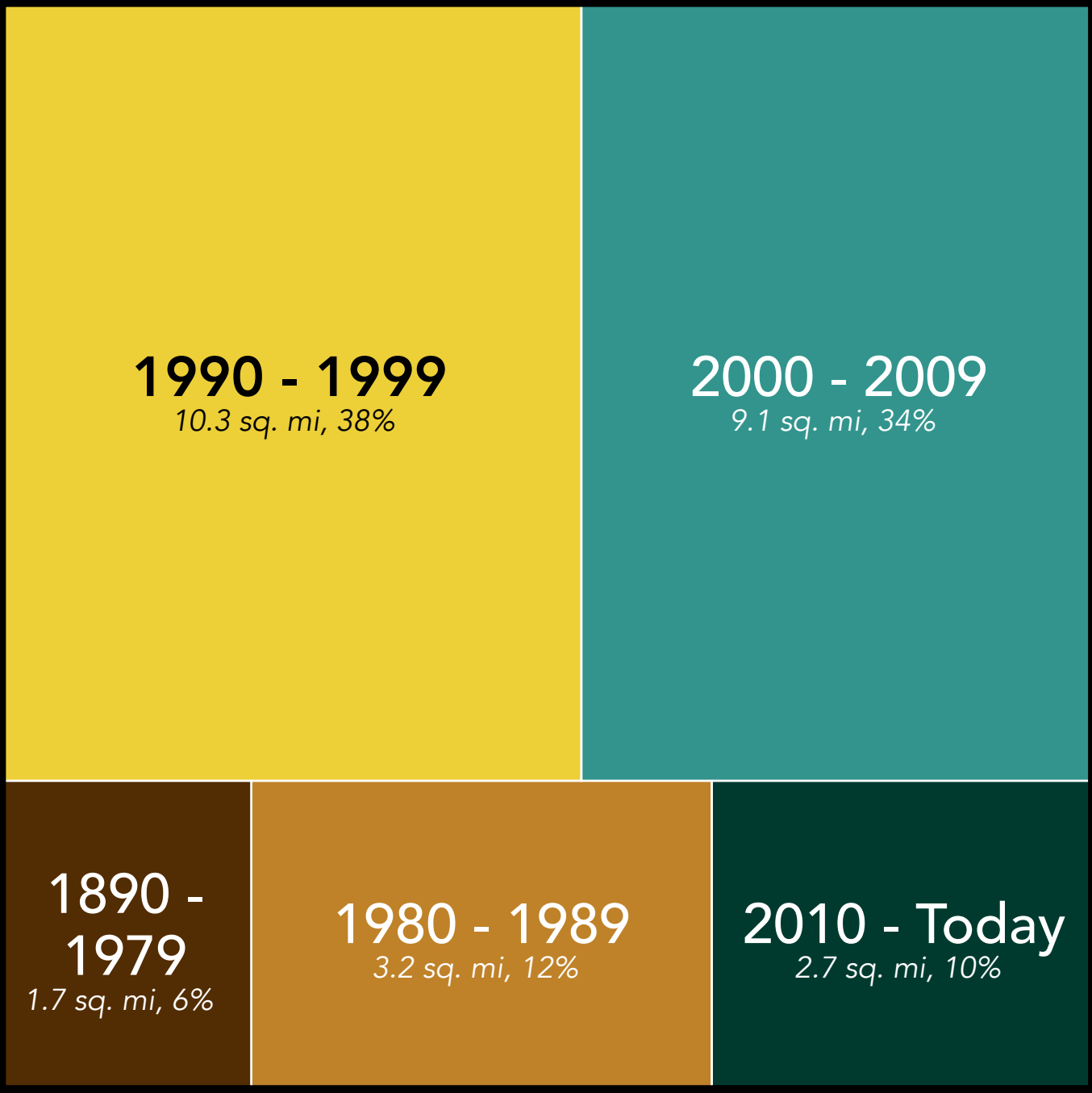
Town Growth: 1890-Today

Windsor, CO



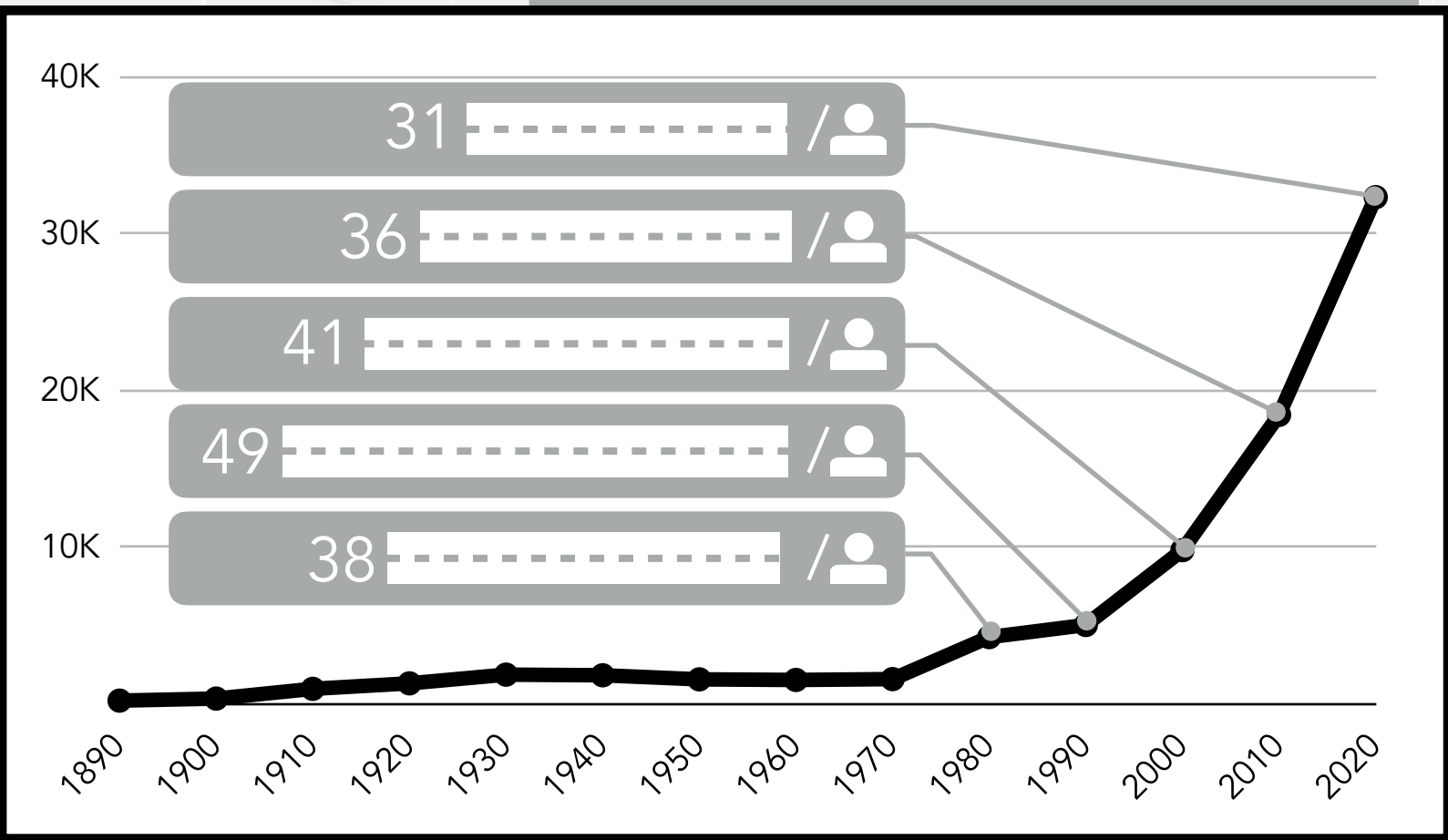
--- Present Day Town Limits

Area 27 sq. mi



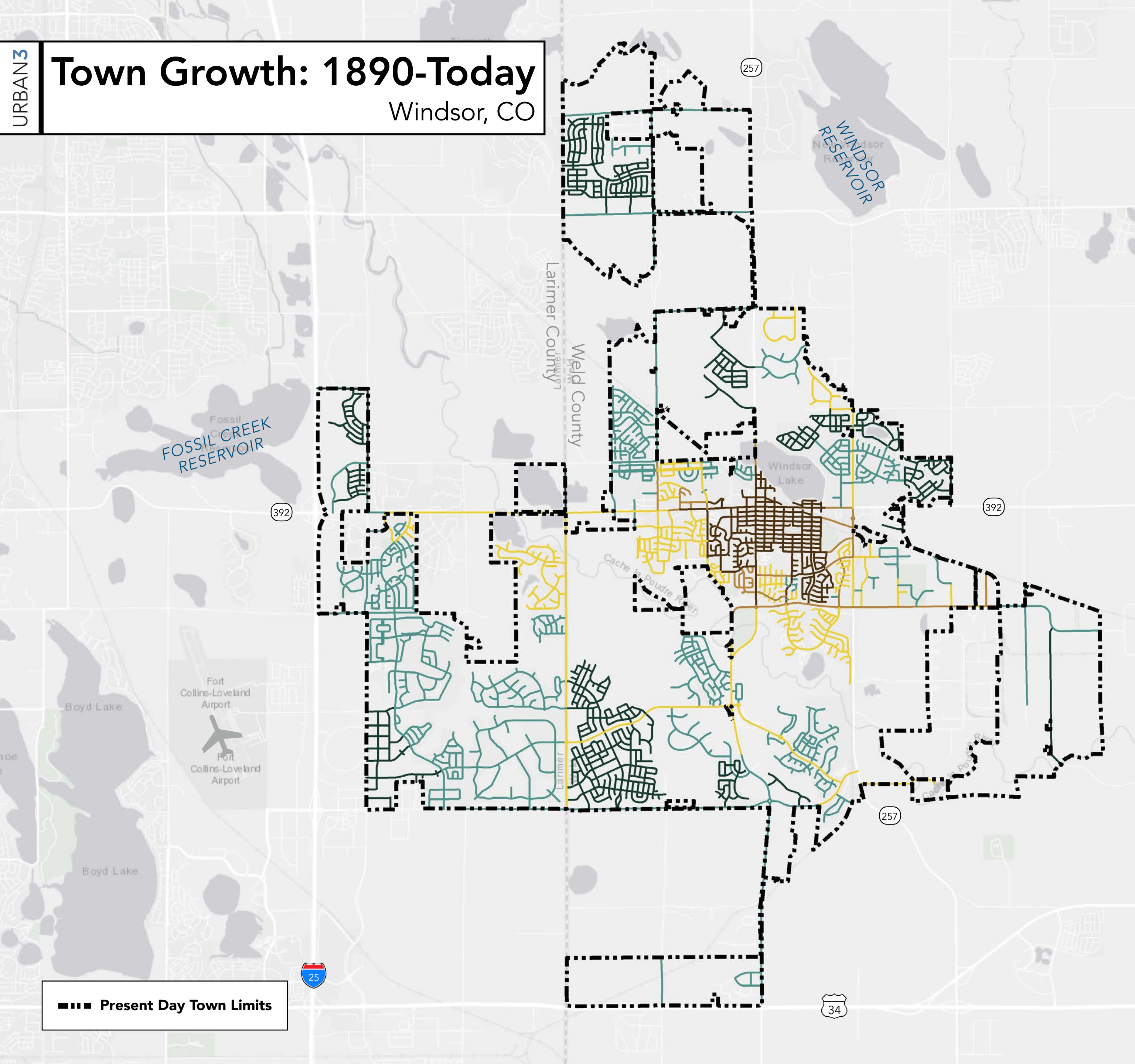
Population

Feet of Road Per Person



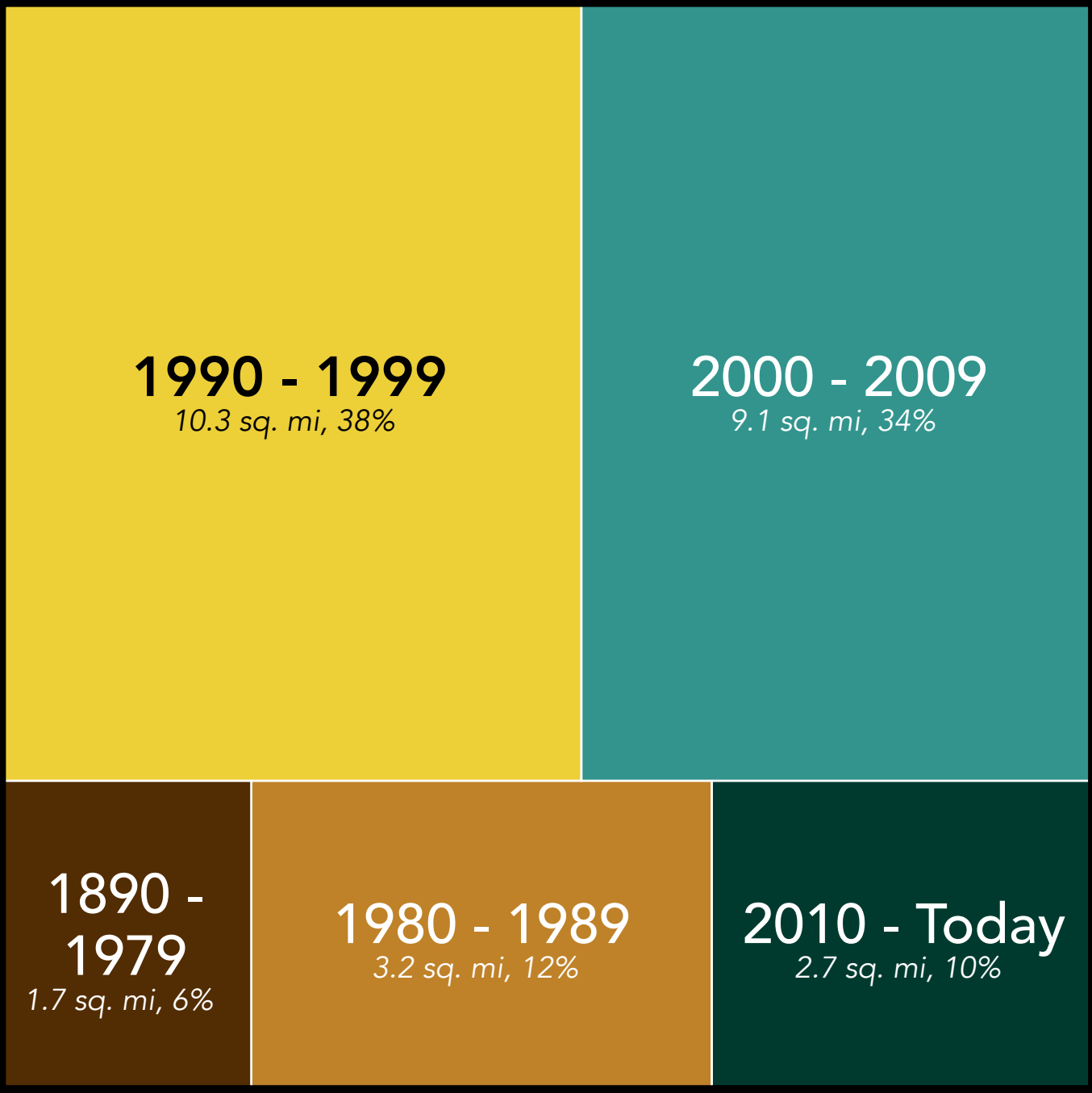
Town Growth: 1890-Today

Windsor, CO



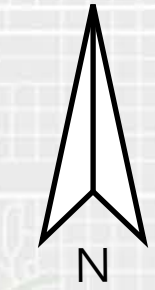
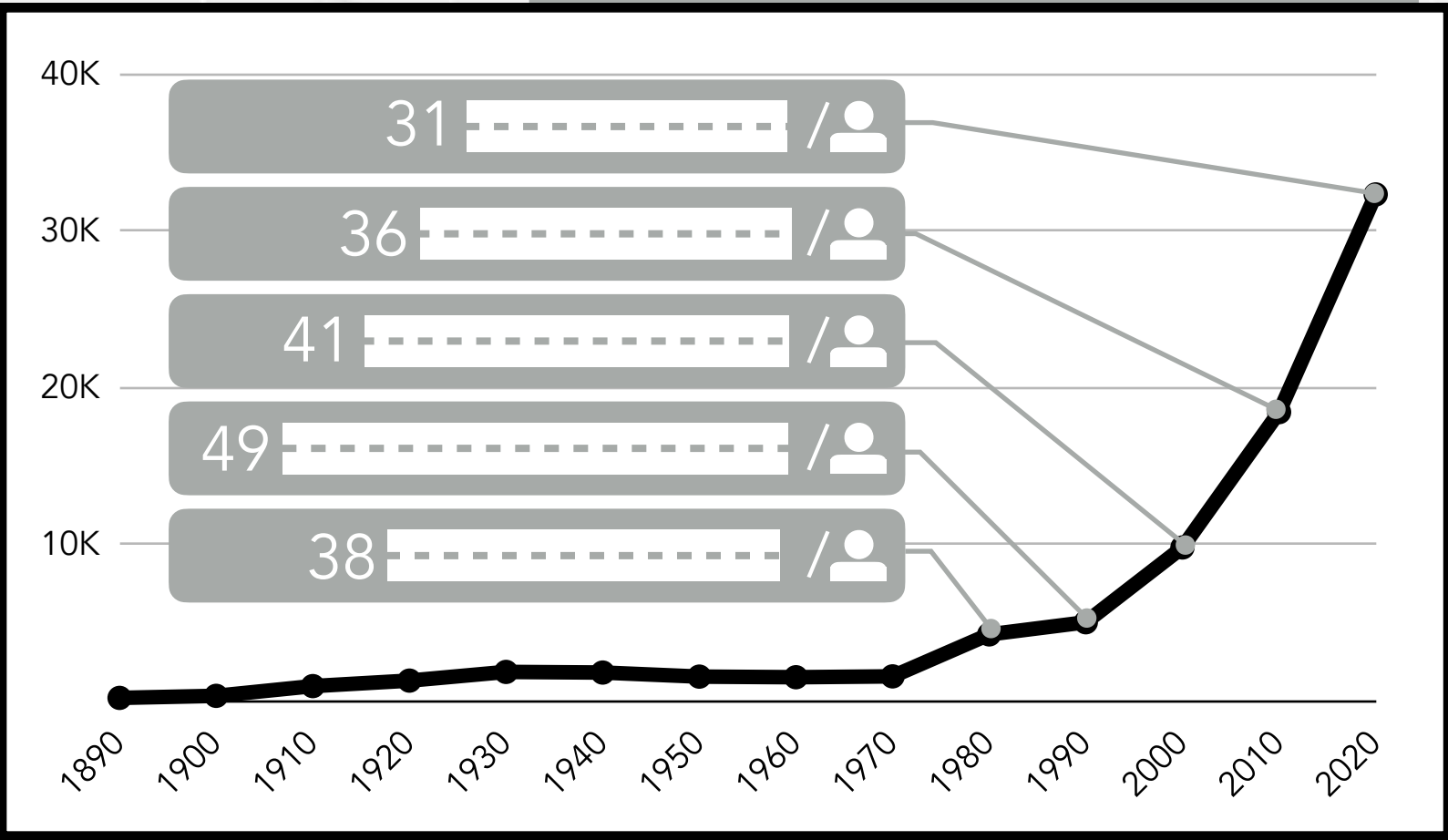
■■■ Present Day Town Limits

Area 27 sq. mi



Population

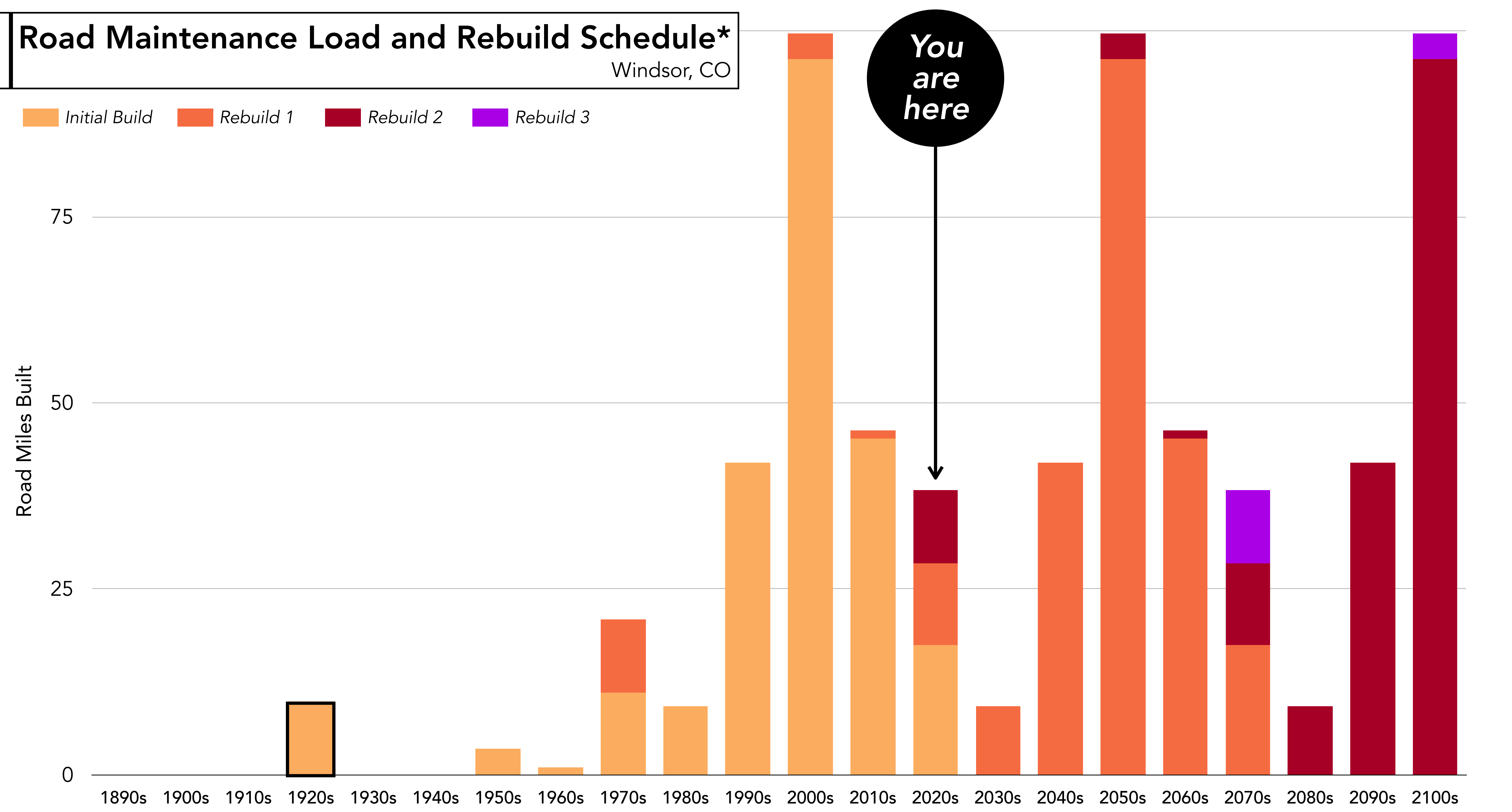
Feet of Road Per Person



Road Maintenance Load and Rebuild Schedule*

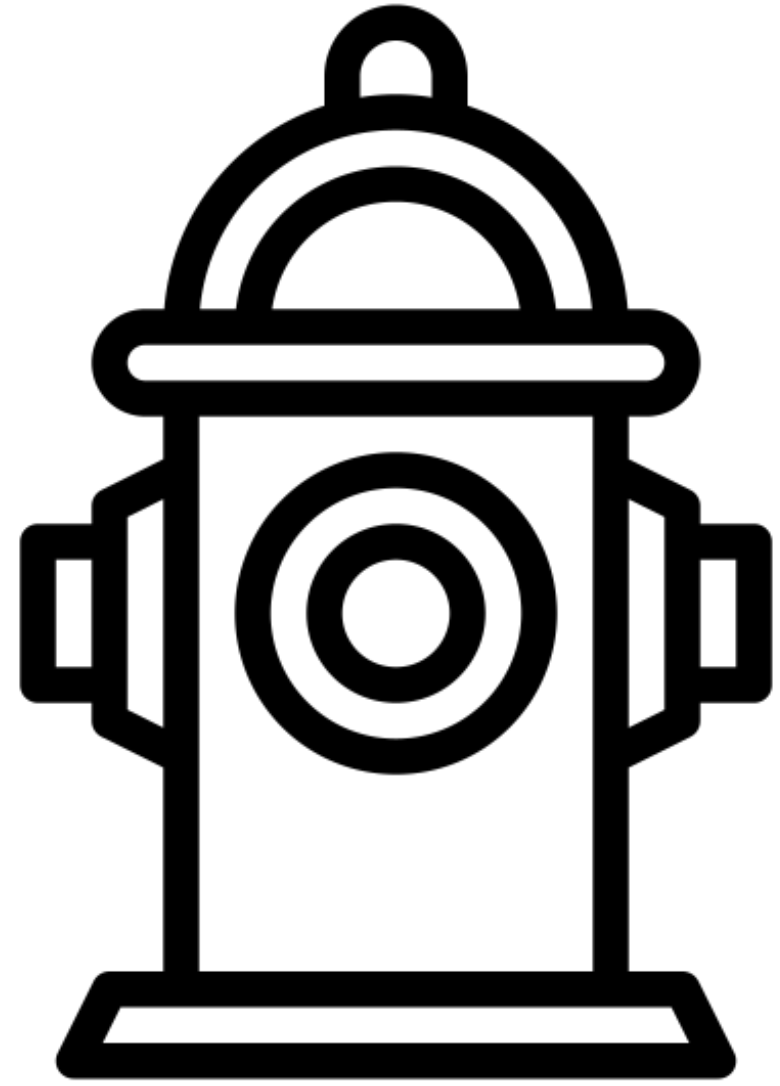
Windsor, CO

Initial Build Rebuild 1 Rebuild 2 Rebuild 3



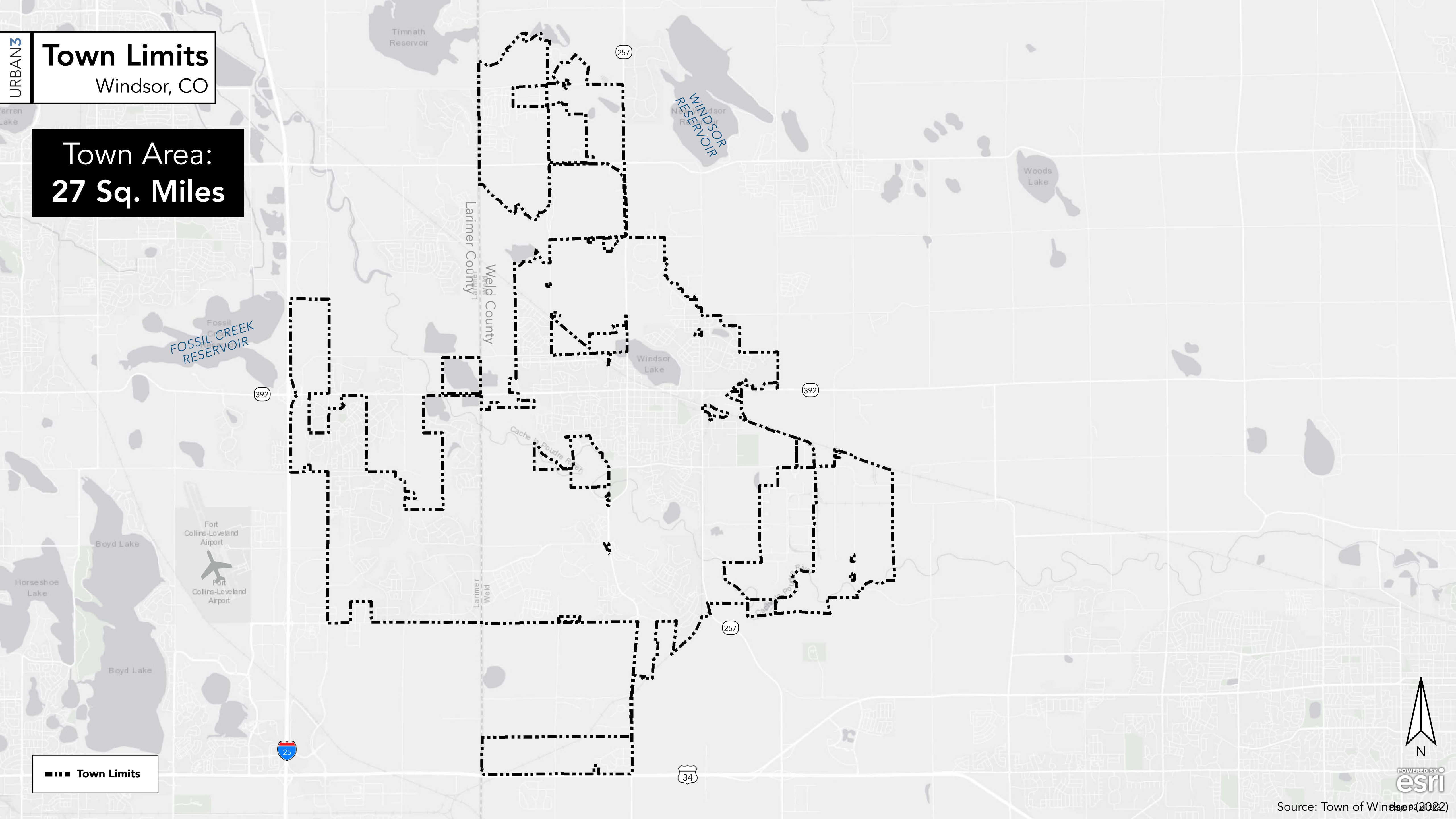


A ROAD IS FOREVER



Infrastructure Analysis

Cost of Water, Sewer, Stormwater, & Roads



URBAN3

Town Limits

Windsor, CO

Town Area:
27 Sq. Miles

■■■■ Town Limits

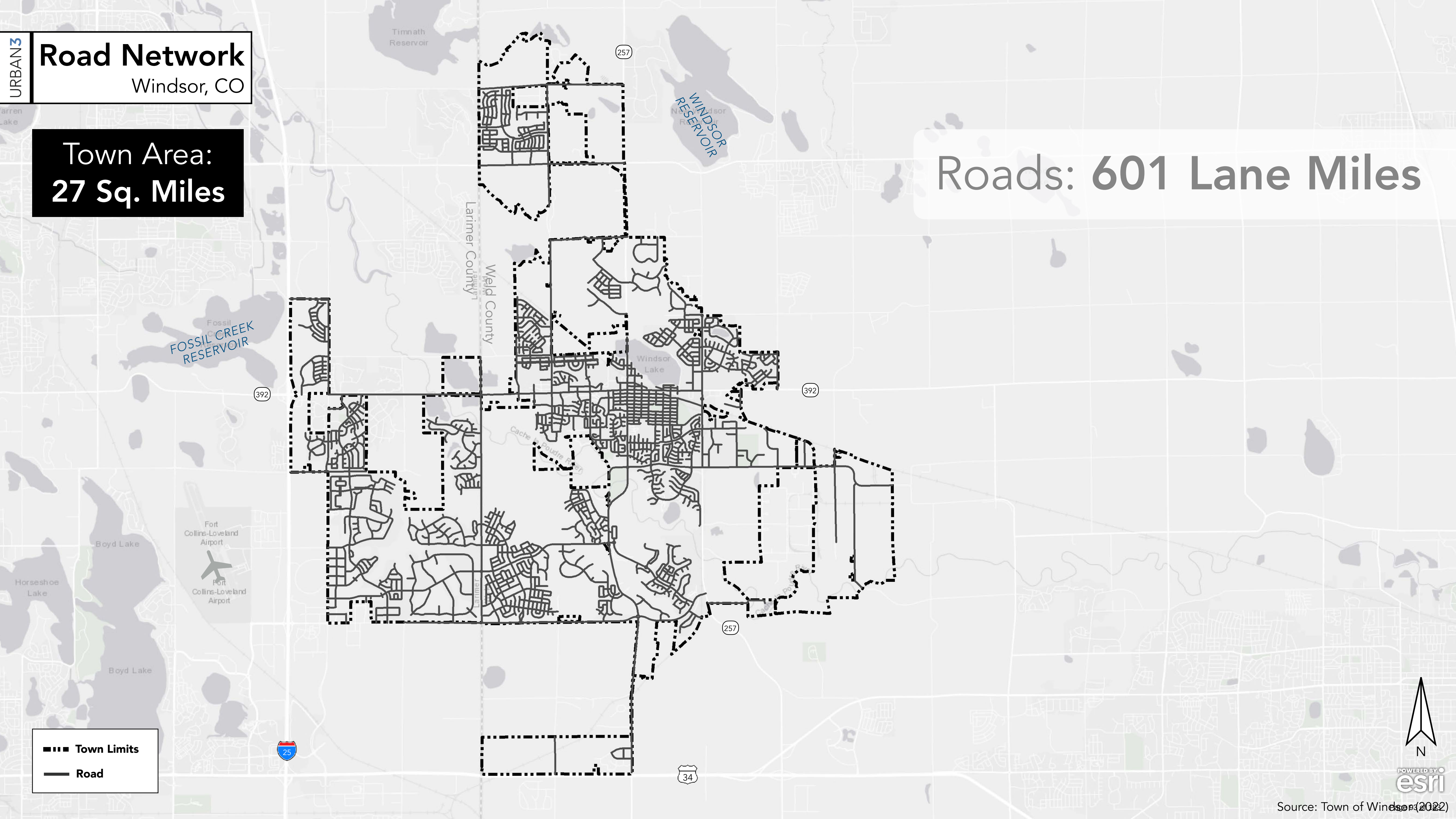


Road Network

Windsor, CO

Town Area:
27 Sq. Miles

Roads: 601 Lane Miles



--- Town Limits

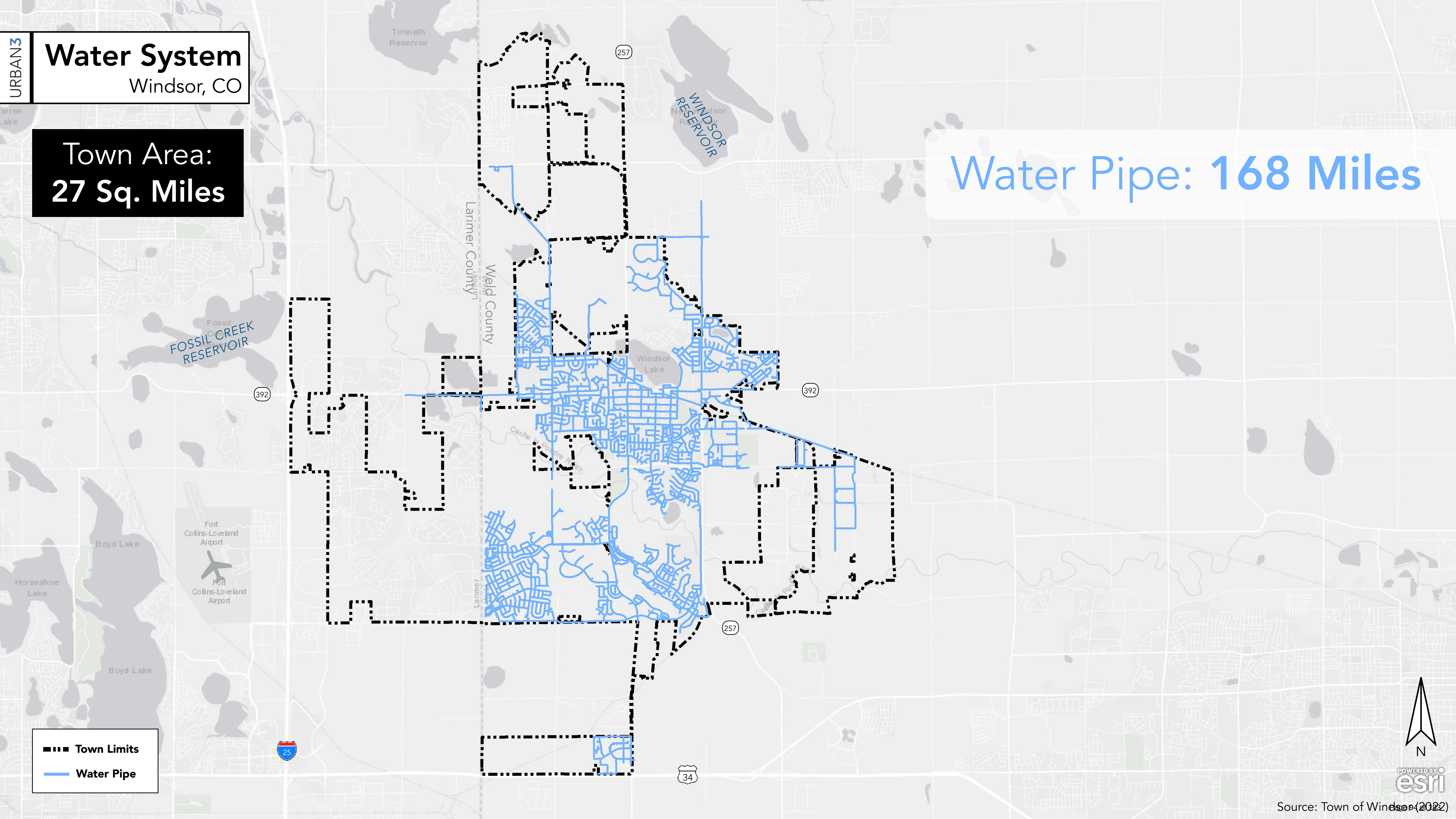
— Road

Water System

Windsor, CO

Town Area:
27 Sq. Miles

Water Pipe: 168 Miles



■■■ Town Limits

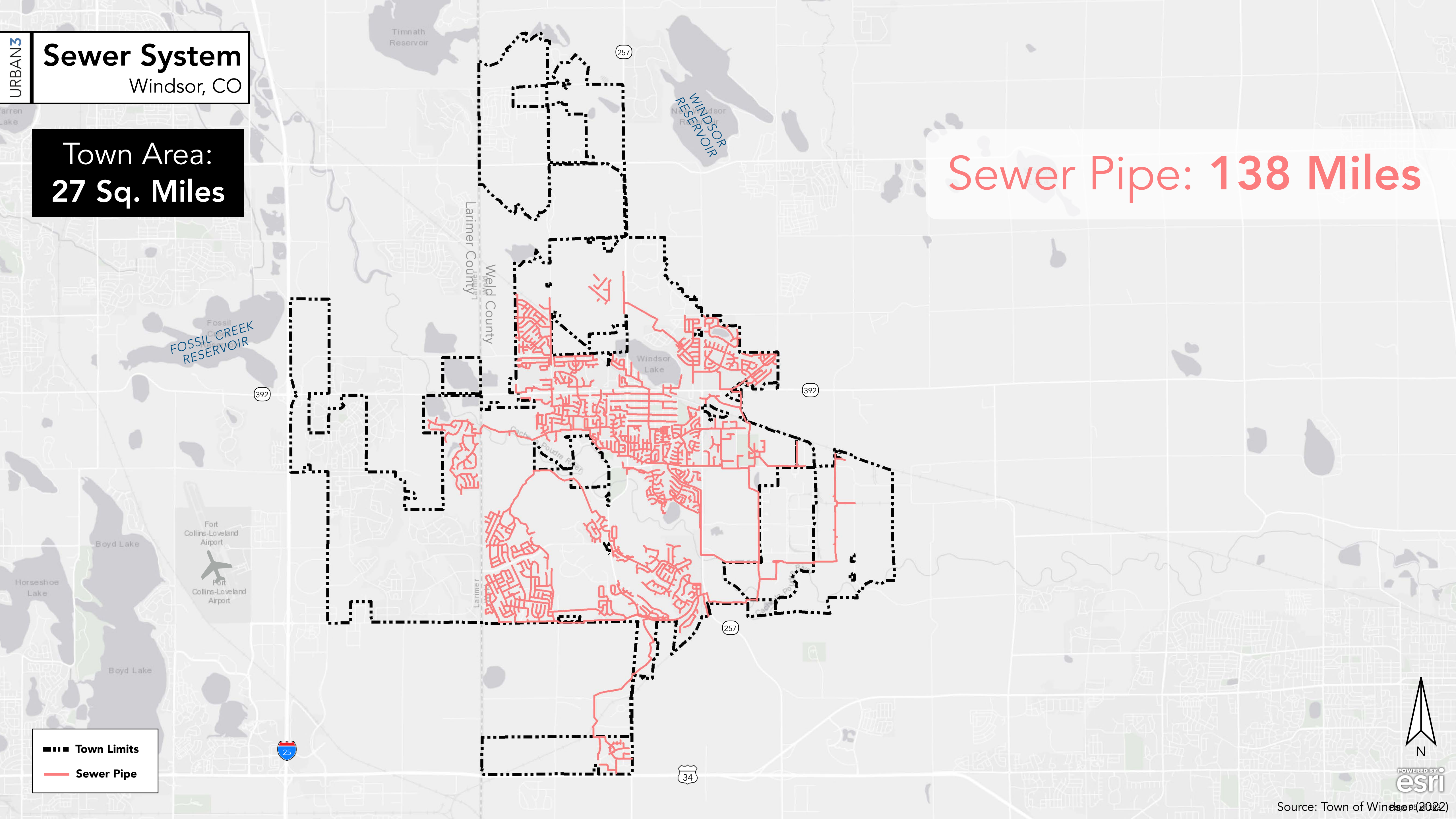
— Water Pipe

Sewer System

Windsor, CO

Town Area:
27 Sq. Miles

Sewer Pipe: 138 Miles



--- Town Limits

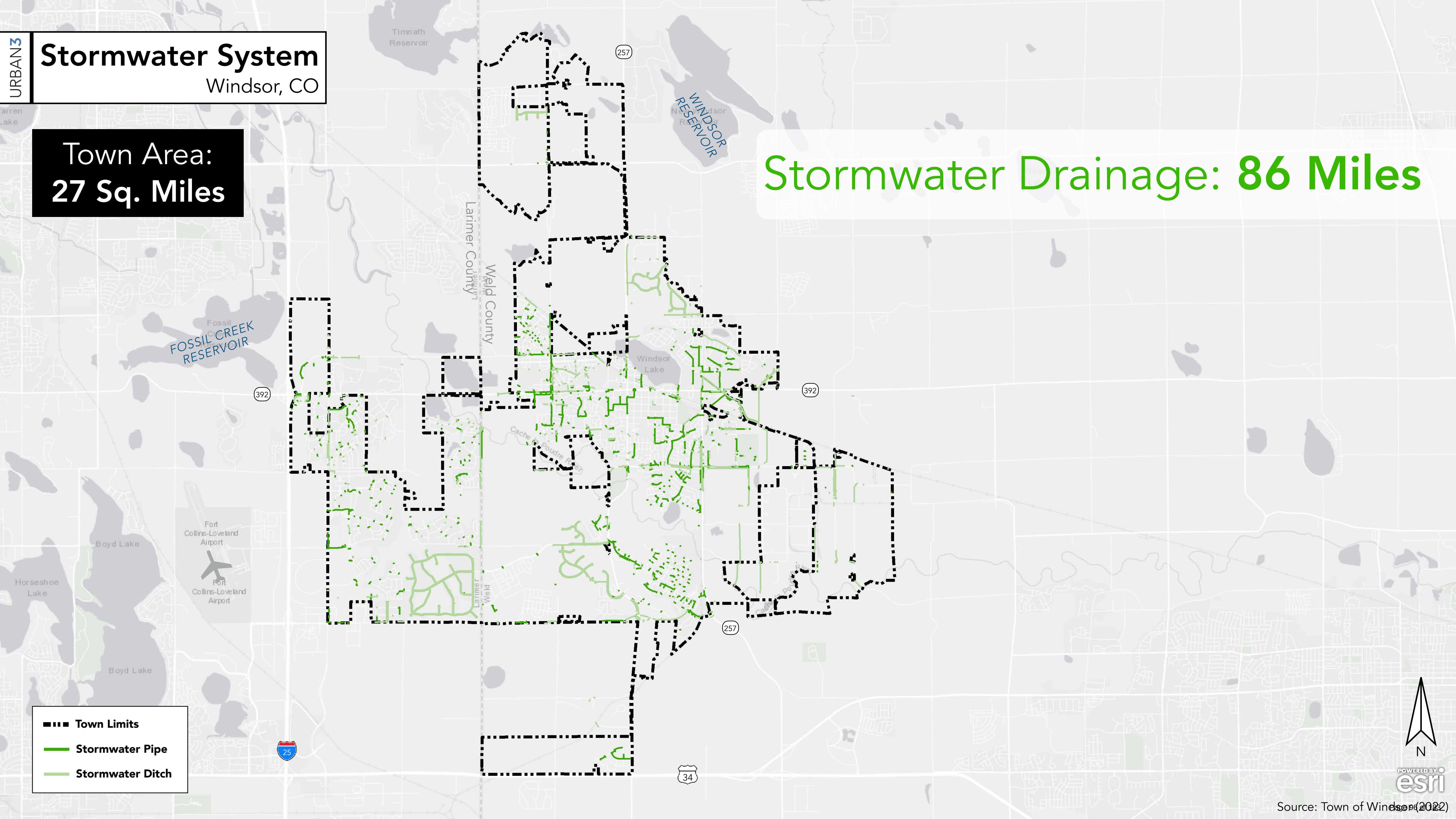
— Sewer Pipe

Stormwater System

Windsor, CO

Town Area:
27 Sq. Miles

Stormwater Drainage: **86 Miles**



- Town Limits
- Stormwater Pipe
- - - Stormwater Ditch



Key Infrastructure

Windsor, CO

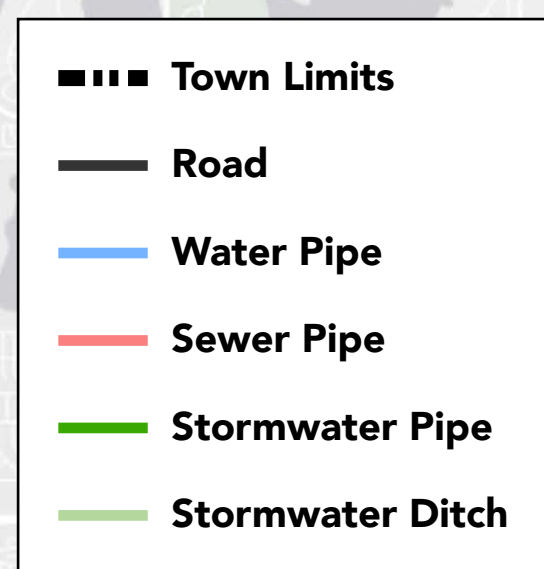
Town Area:
27 Sq. Miles

Roads: 601 Lane Miles

Water Pipe: 168 Miles

Sewer Pipe: 138 Miles

Stormwater Drain: 86 Miles



Infrastructure Length

Windsor, CO

86 miles of stormwater drainage to **Castle Rock, CO**

138 miles of sewer pipe to **Colorado Springs, CO**

169 miles of sewer pipe to **Pueblo, CO**

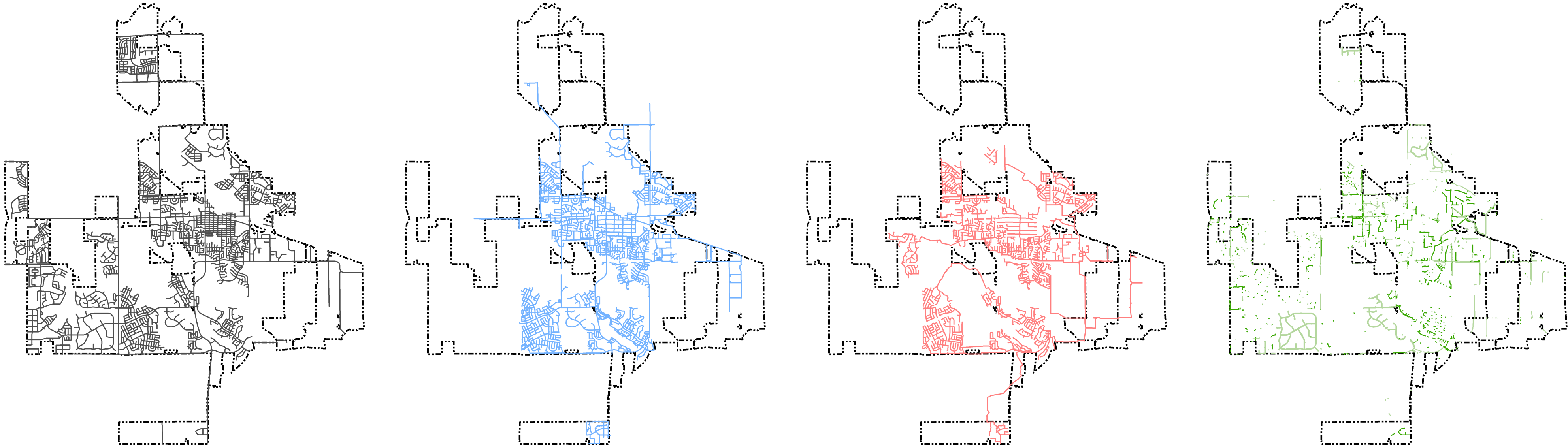
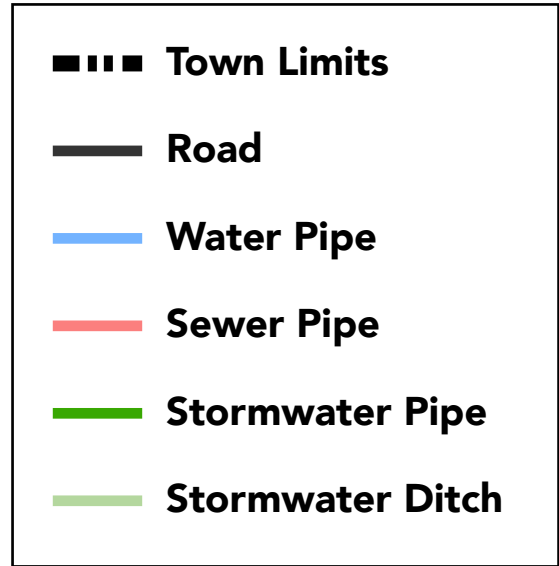
601 lane miles of road to **Artesia, NM**

- Road
- Water Pipe
- Sewer Pipe
- Stormwater Pipe



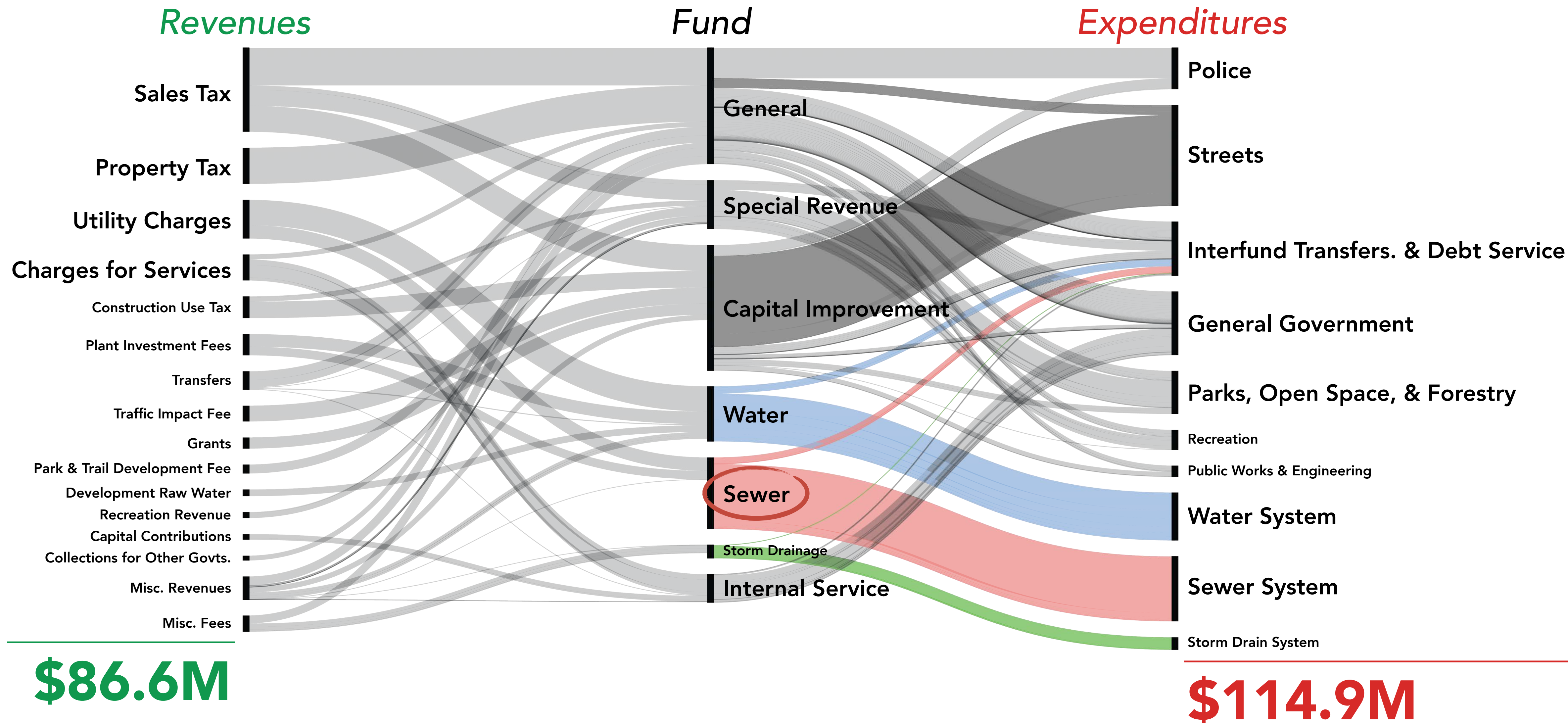
Town Area:

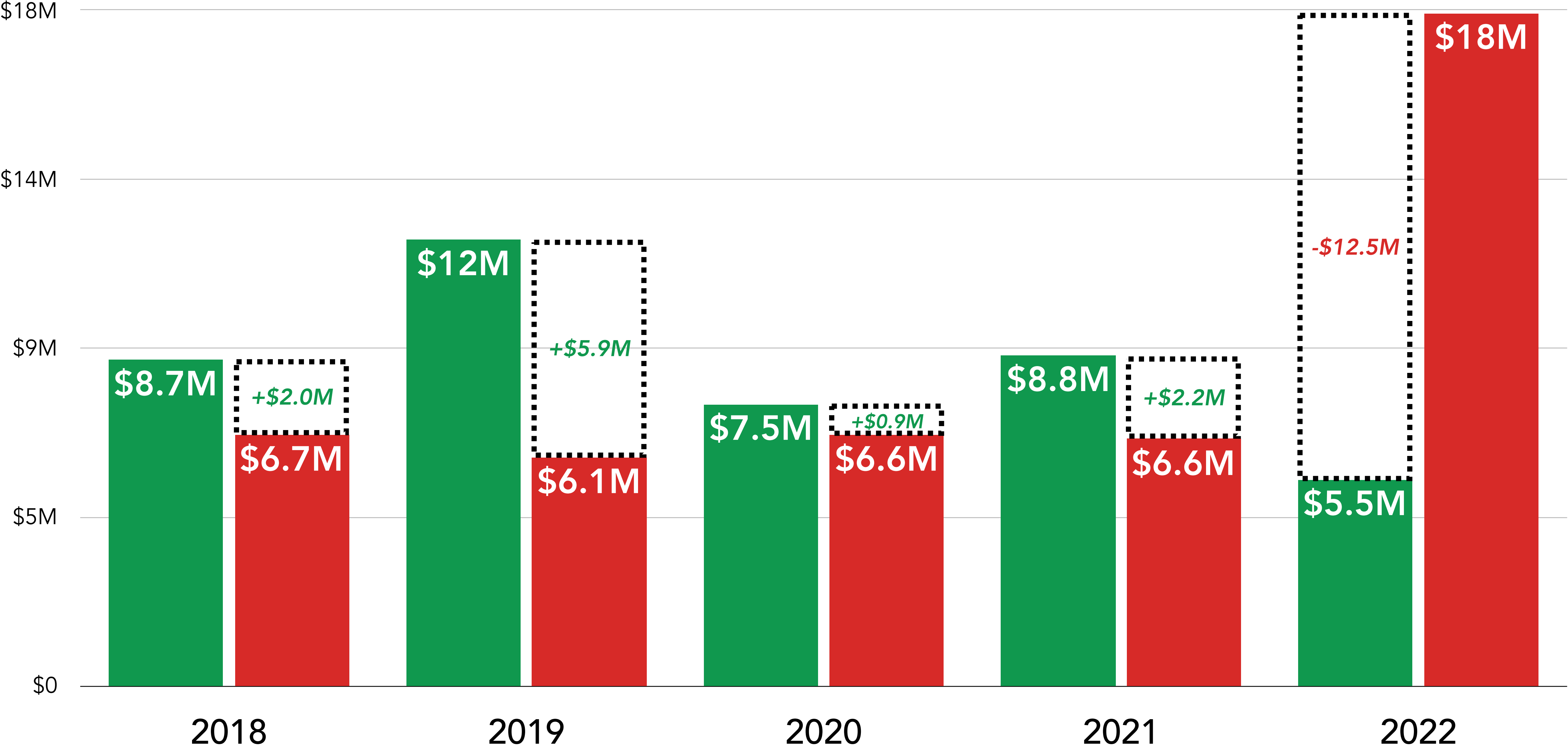
27 Sq. Miles

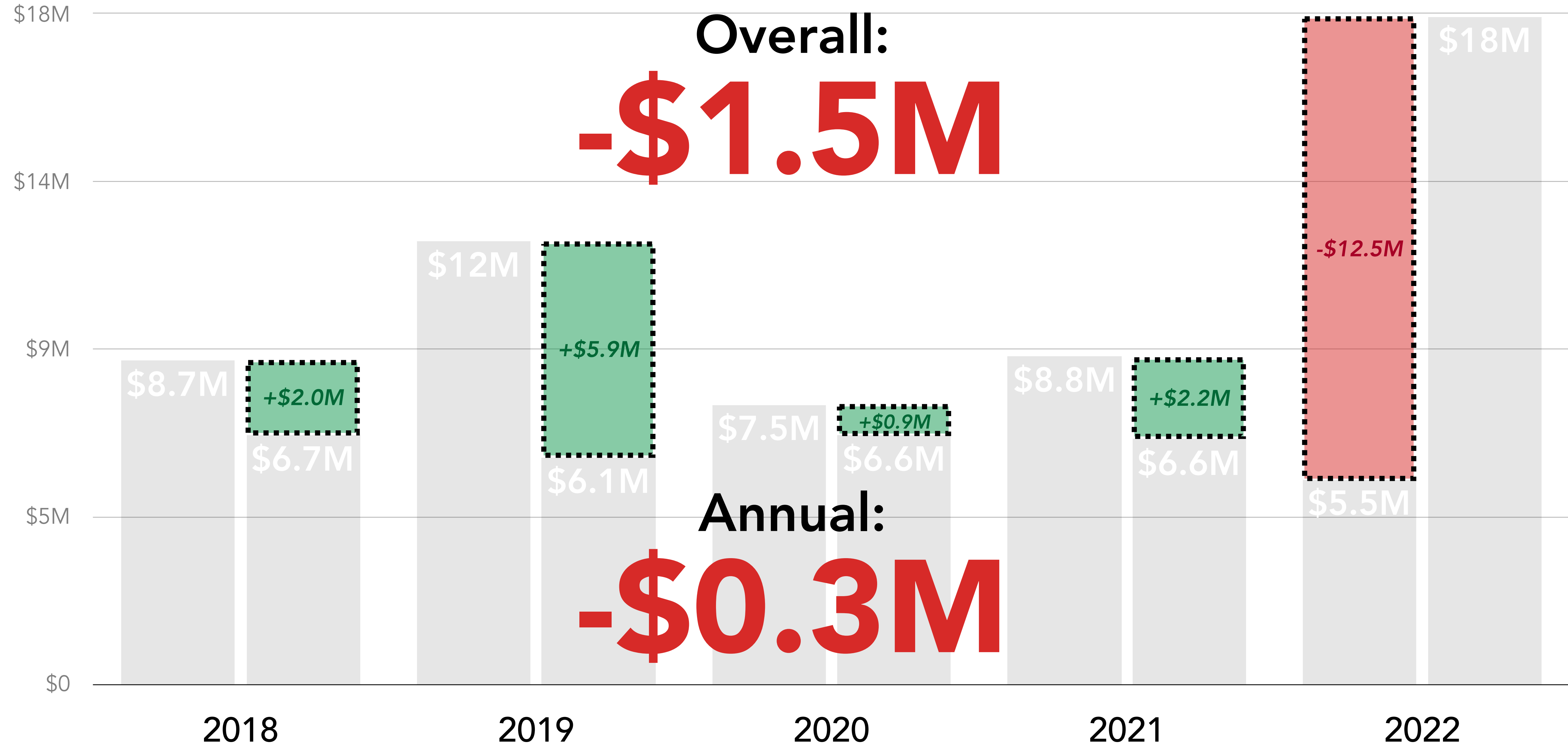


	Roads	Water	Sewer	Stormwater
Length (Miles)	601*	168	138	86
Lifecycle Cost	\$801M	\$338M	\$448M	\$189M
Annual Cost	\$16M	\$9M	\$6M	\$2M

*Length in lane miles







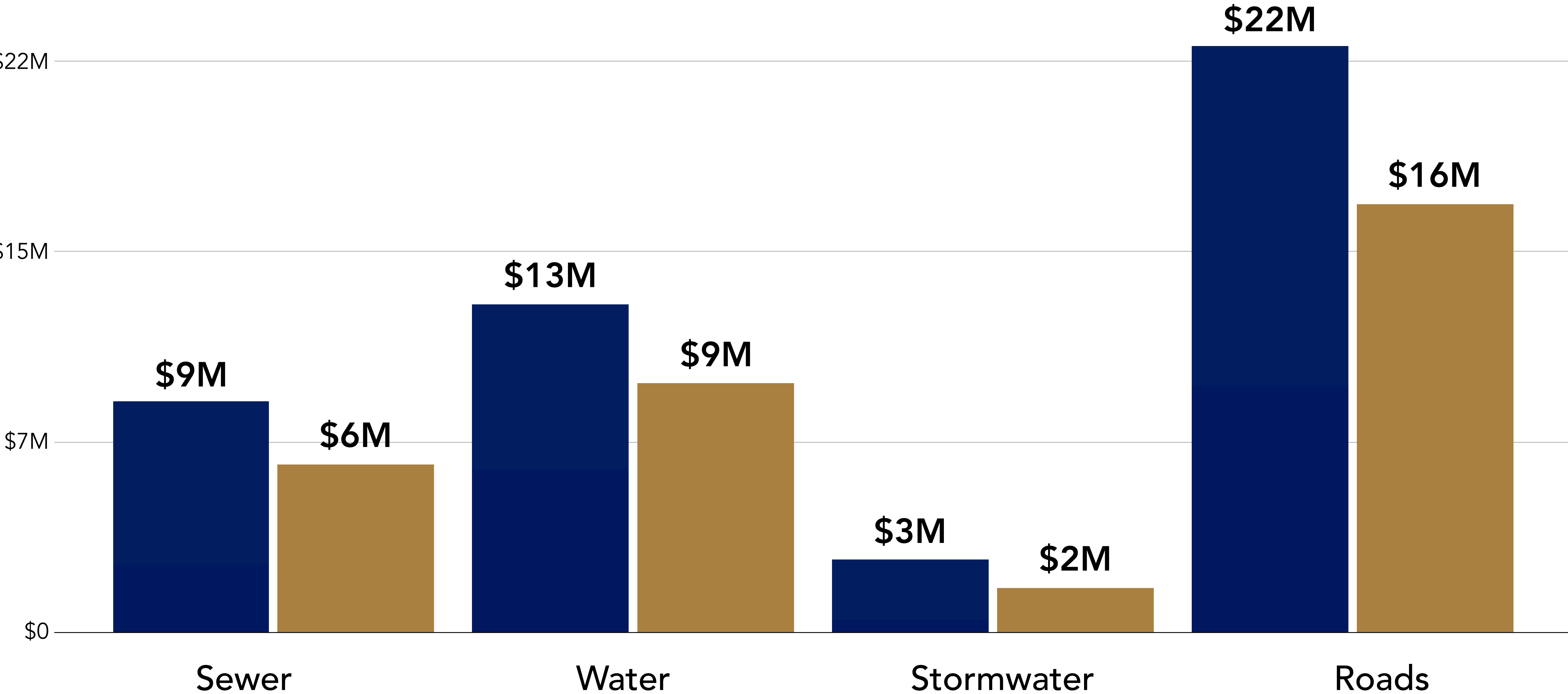
Average Infrastructure System Spending: 2018-2022

Windsor, CO

Windsor (Current)
Urban3 Estimate

Current Spending

Needed Spending



Average Infrastructure System Spending: 2018-2022

Windsor, CO

Windsor (Current)

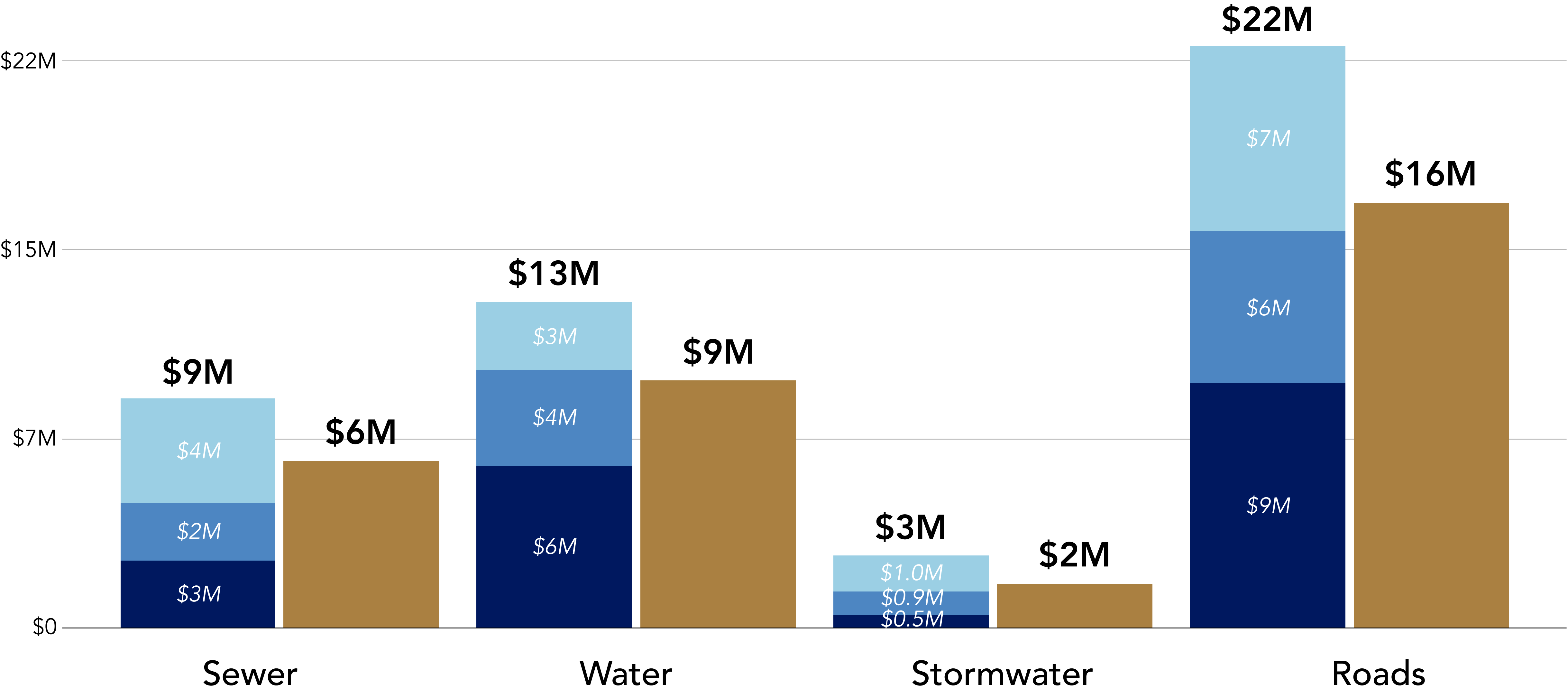
Urban3 Estimate

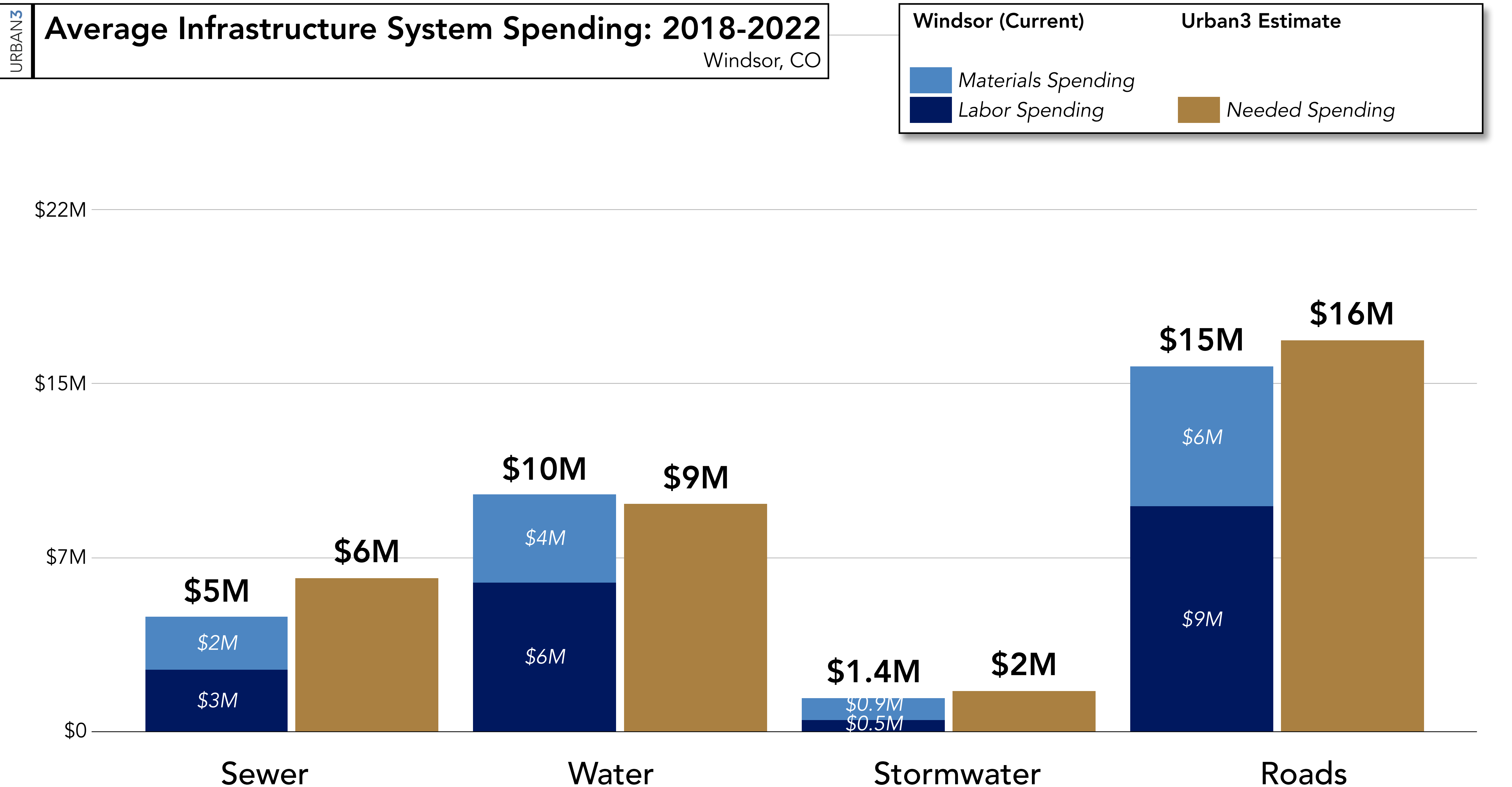
Adding Infrastructure

Materials Spending

Labor Spending

Needed Spending





Average Infrastructure System Spending: 2018-2022

Windsor, CO

Windsor (Current)

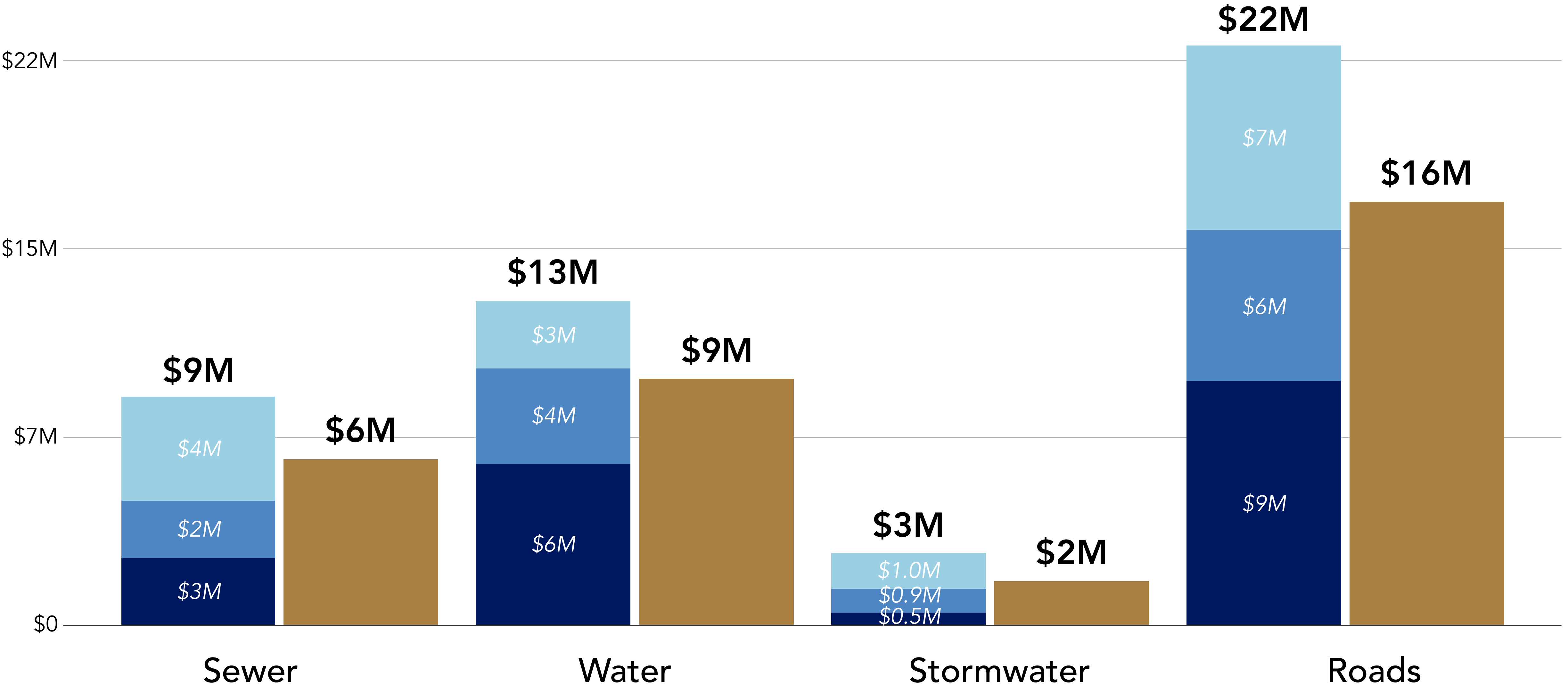
Adding Infrastructure

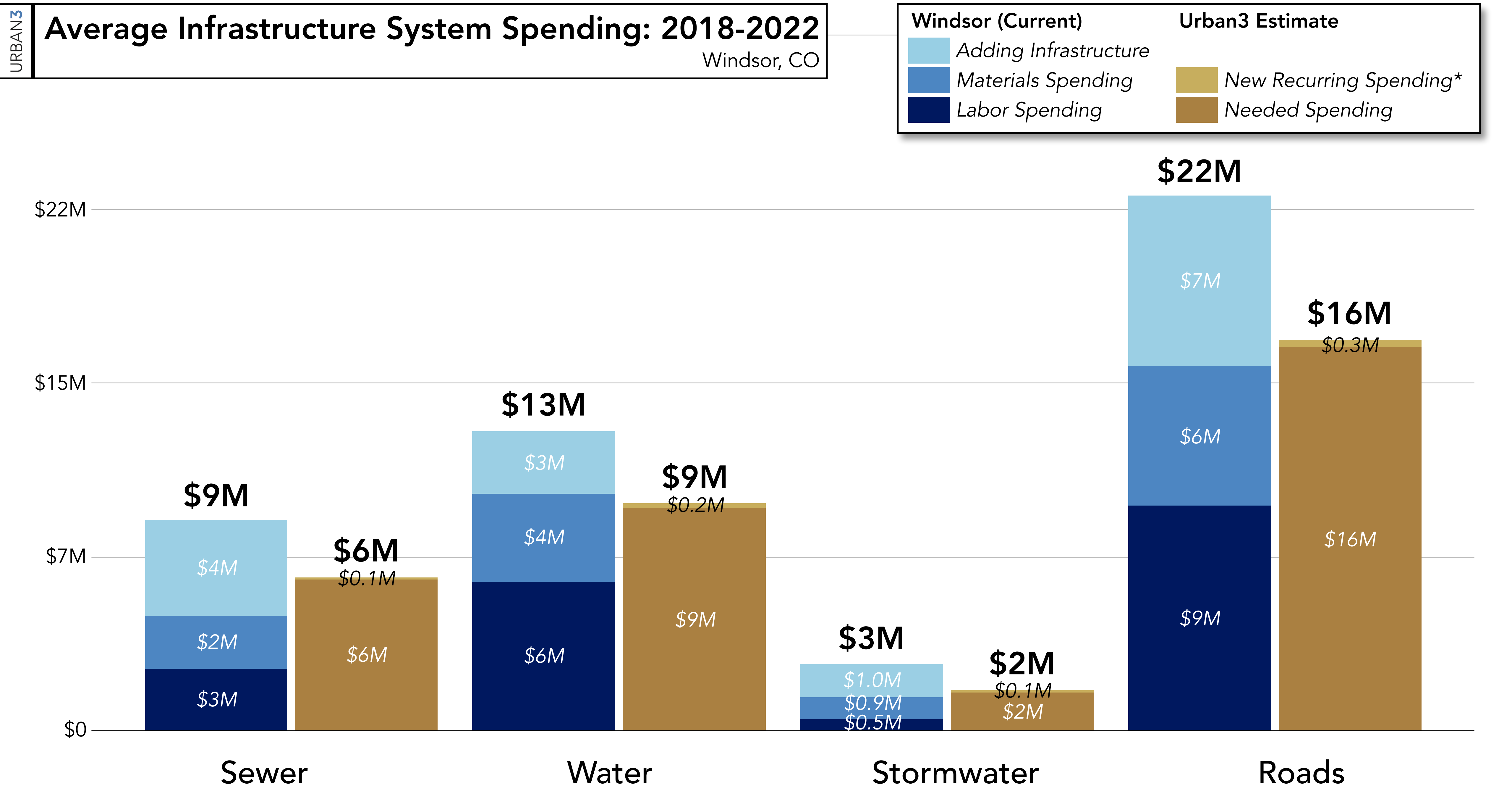
Materials Spending

Labor Spending

Urban3 Estimate

Needed Spending

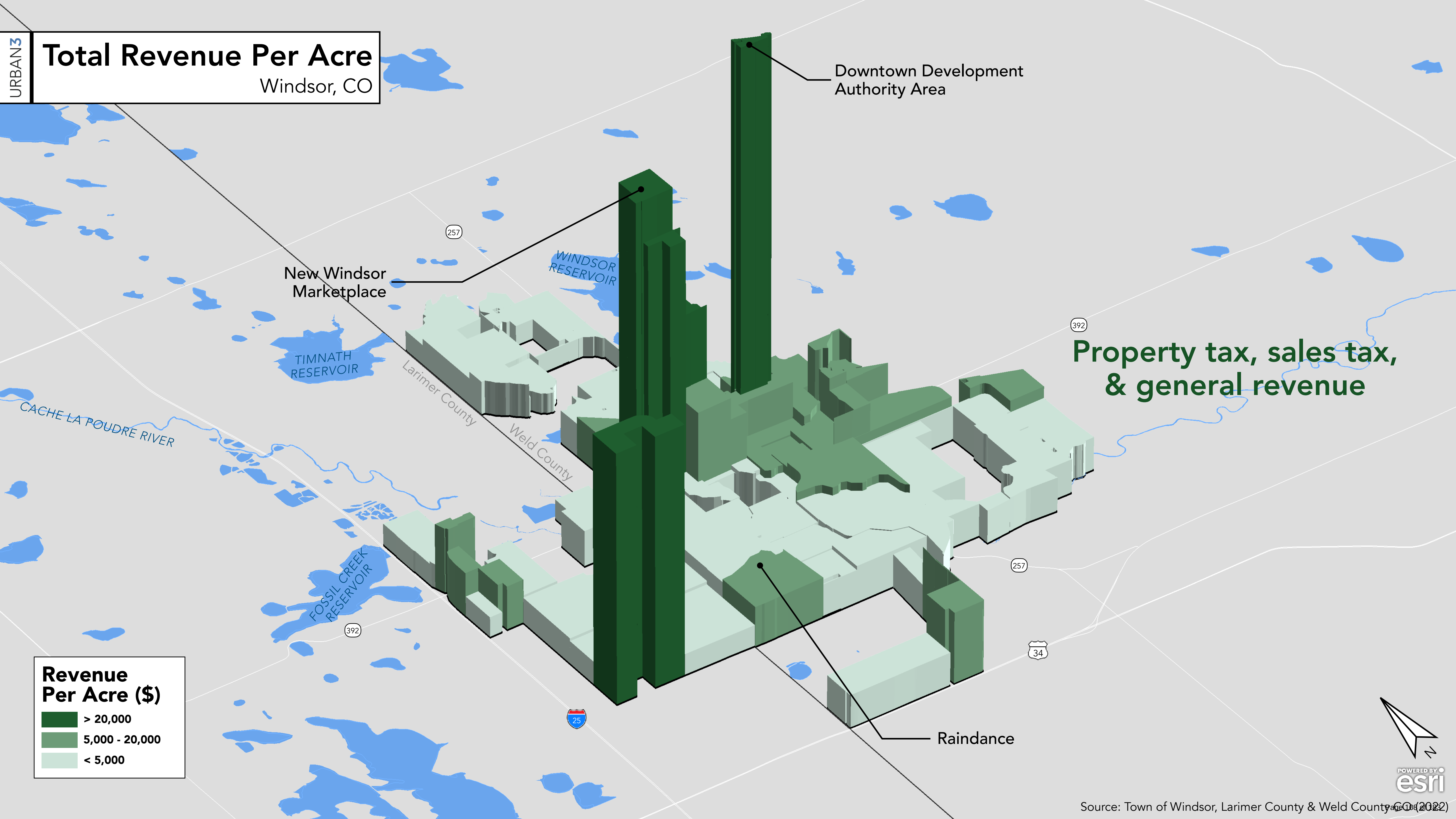




*For illustrative purposes only

Total Revenue Per Acre

Windsor, CO



Revenue Per Acre (\$)

- > 20,000
- 5,000 - 20,000
- < 5,000

Downtown Development Authority Area

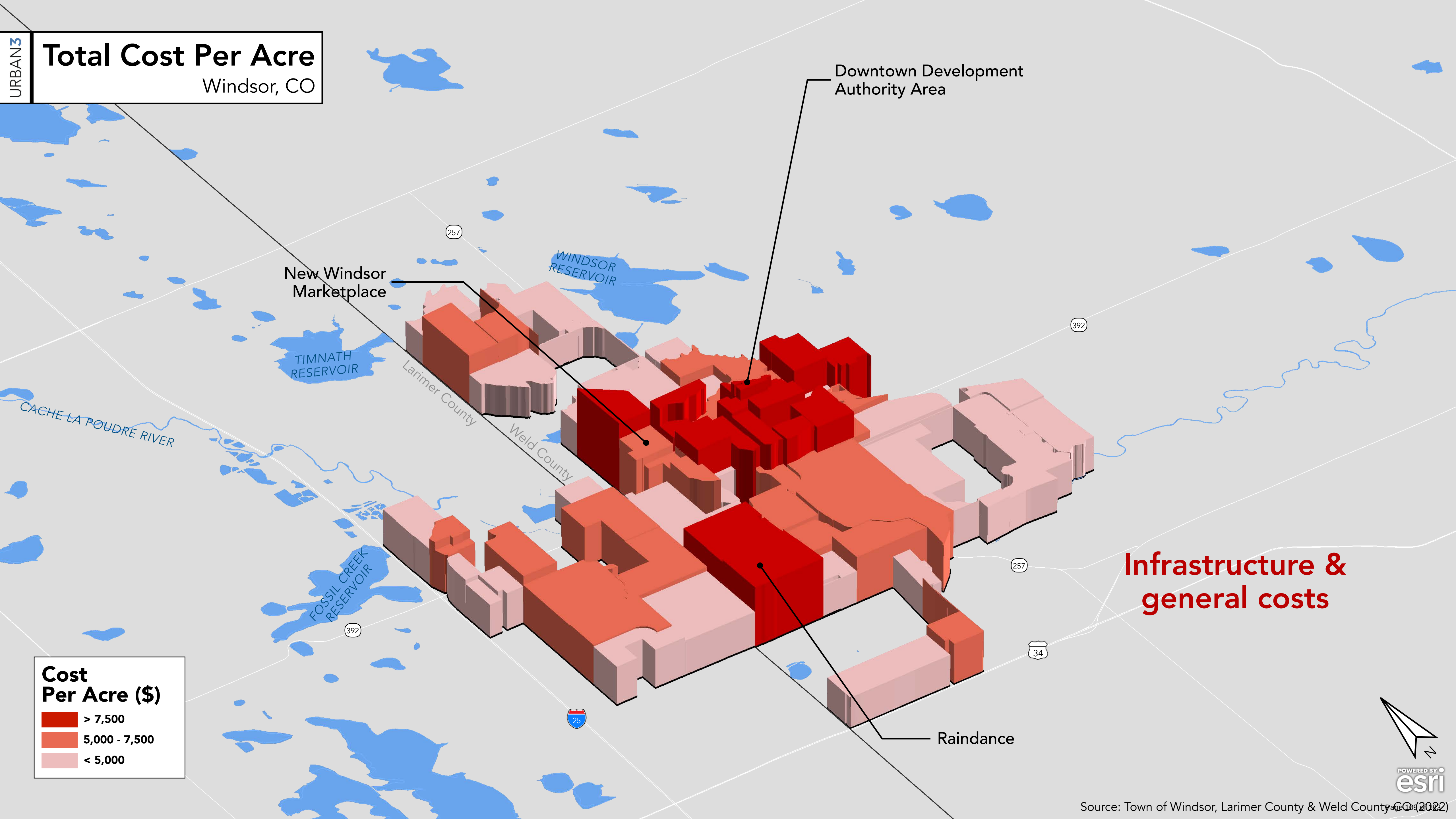
New Windsor Marketplace

Property tax, sales tax, & general revenue

Raindance

Total Cost Per Acre

Windsor, CO



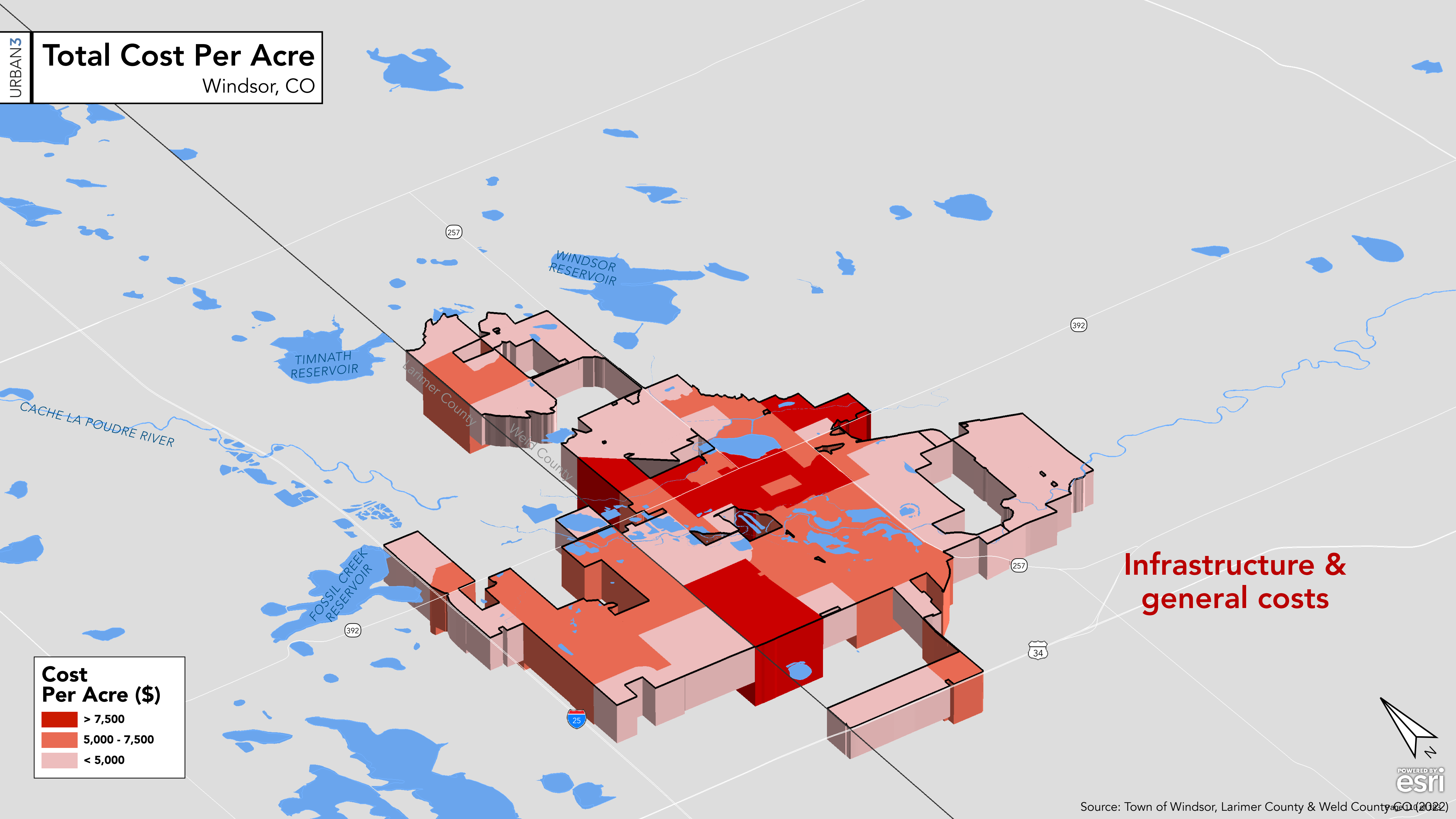
Cost Per Acre (\$)

	> 7,500
	5,000 - 7,500
	< 5,000

Infrastructure & general costs

Total Cost Per Acre

Windsor, CO



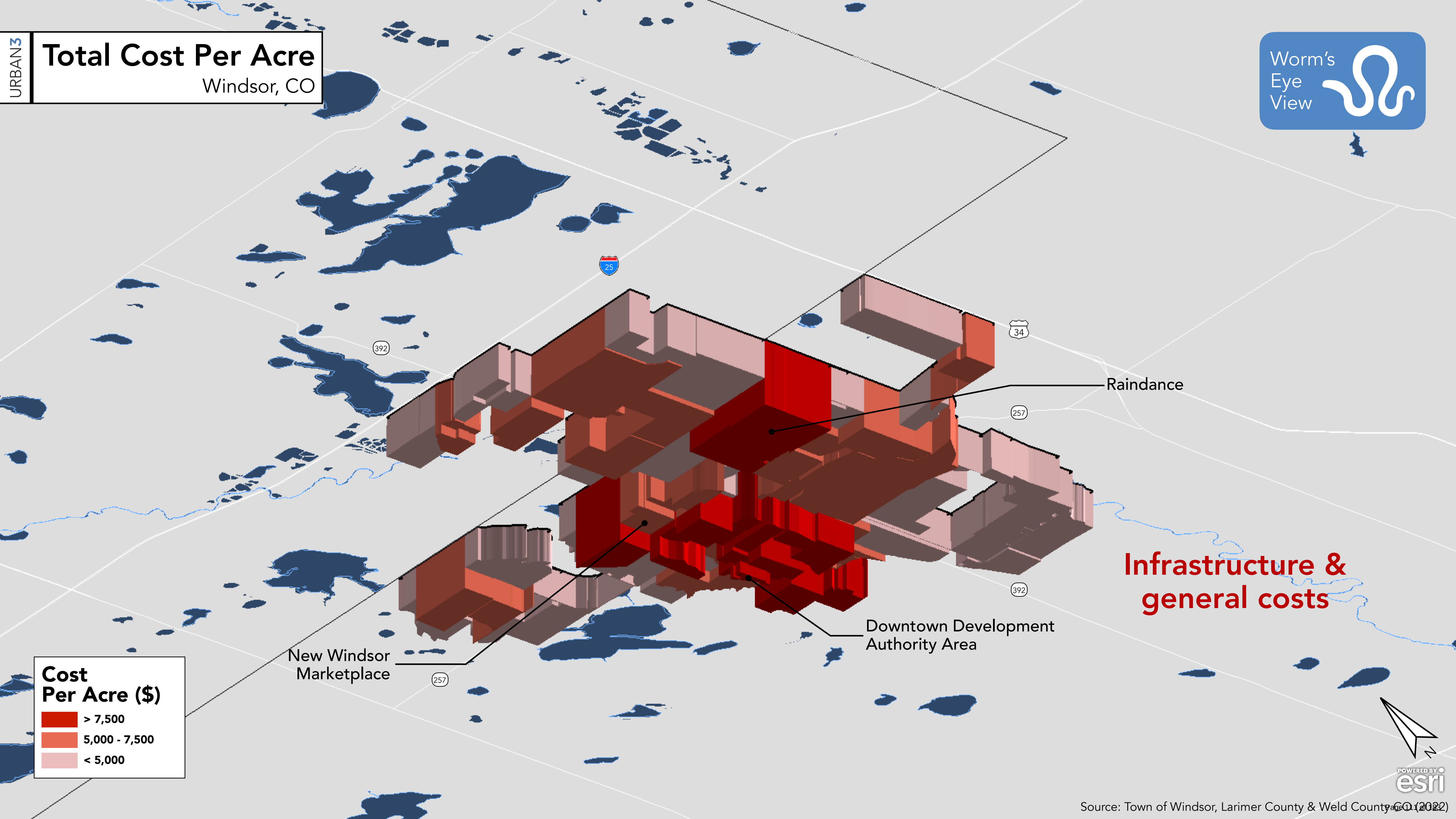
Cost Per Acre (\$)

	> 7,500
	5,000 - 7,500
	< 5,000

Infrastructure & general costs

Total Cost Per Acre

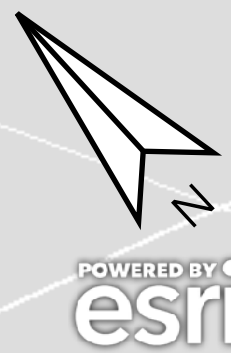
Windsor, CO



Cost Per Acre (\$)

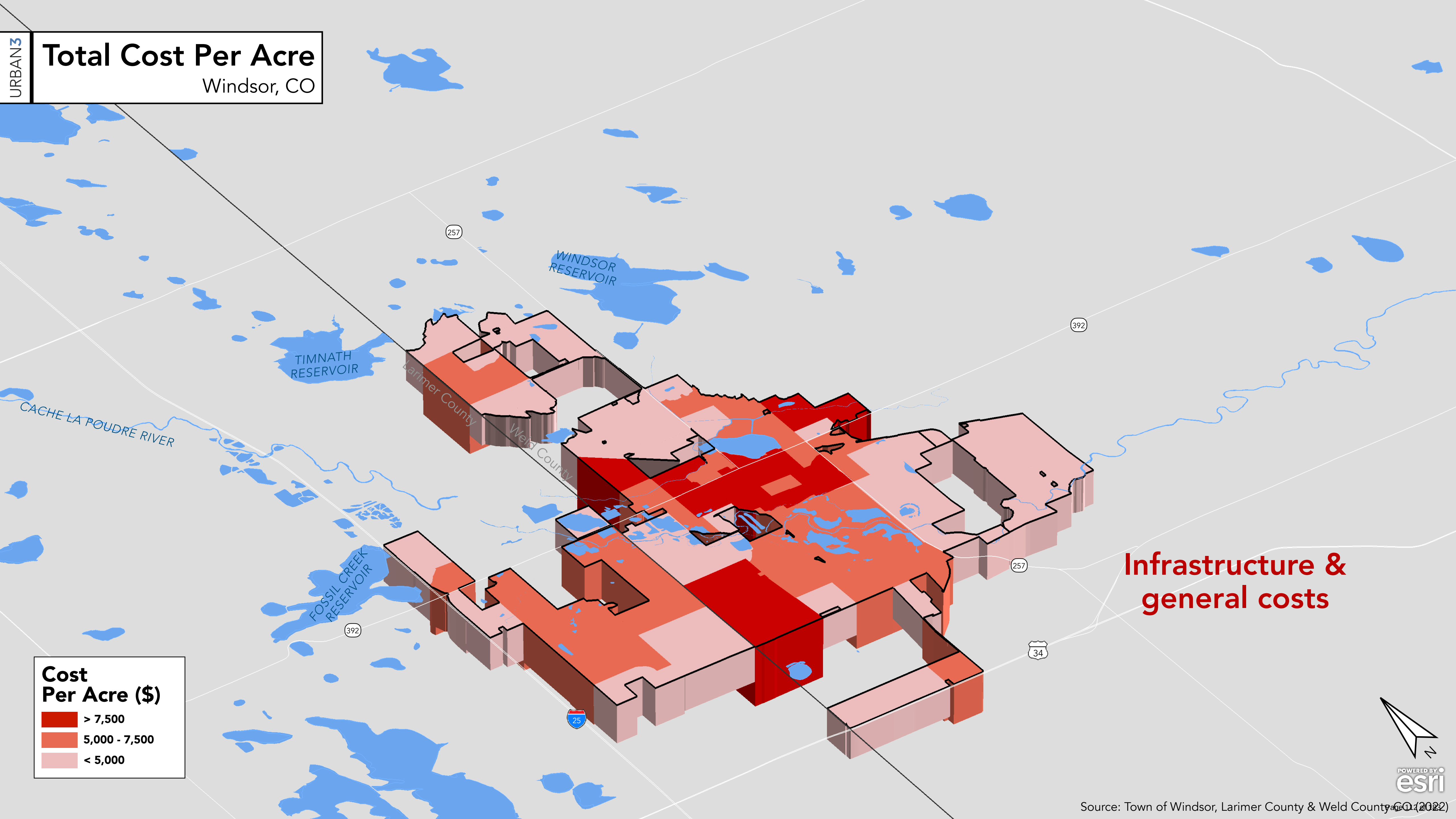
Red	> 7,500
Orange	5,000 - 7,500
Pink	< 5,000

Infrastructure & general costs



Total Cost Per Acre

Windsor, CO



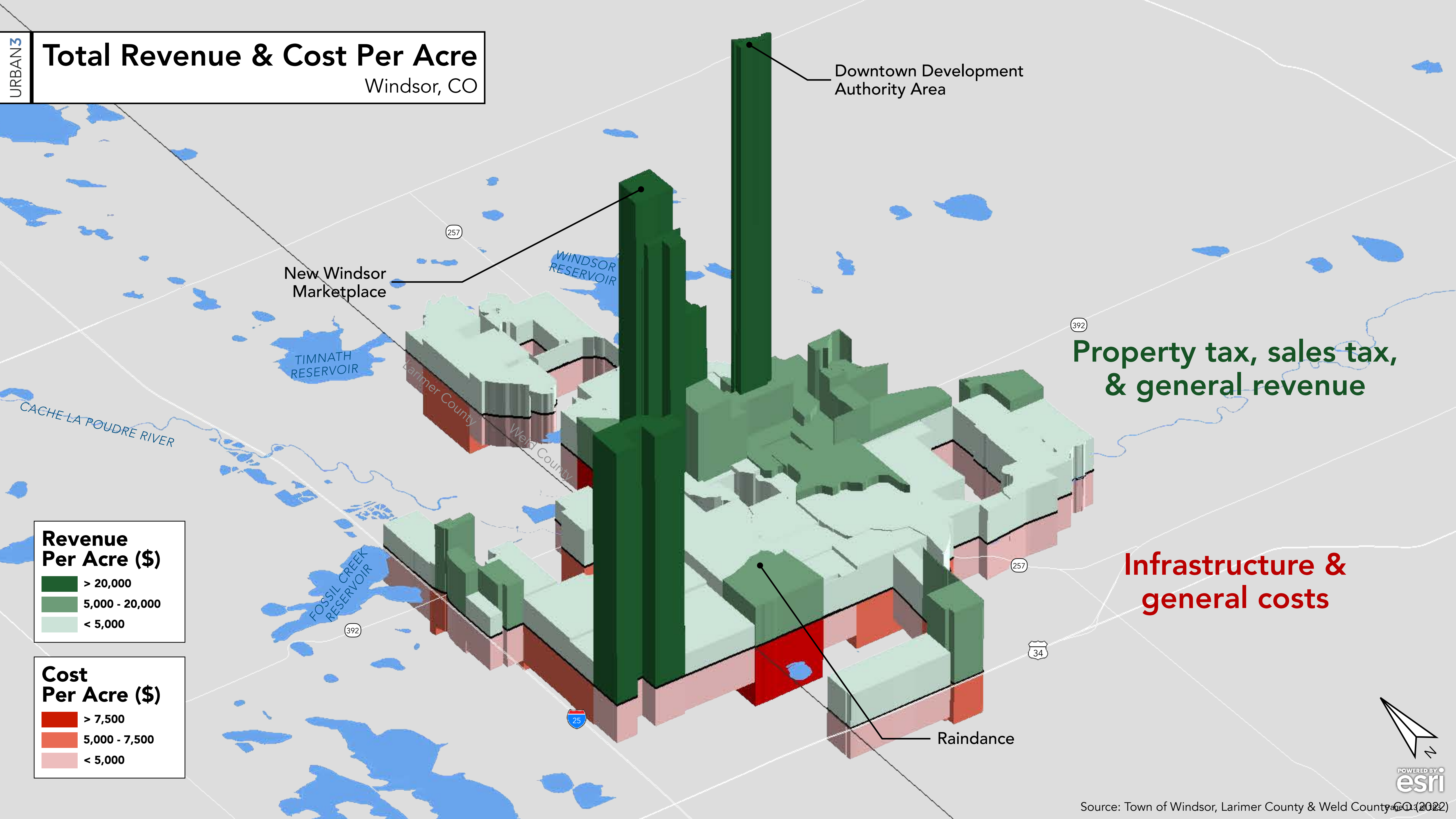
Cost Per Acre (\$)

Dark Red	> 7,500
Medium Red	5,000 - 7,500
Light Pink	< 5,000

Infrastructure & general costs

Total Revenue & Cost Per Acre

Windsor, CO



Total Revenue & Cost Per Acre

Windsor, CO

**Revenue
Per Acre (\$)**

> 20,000

5,000 - 20,000

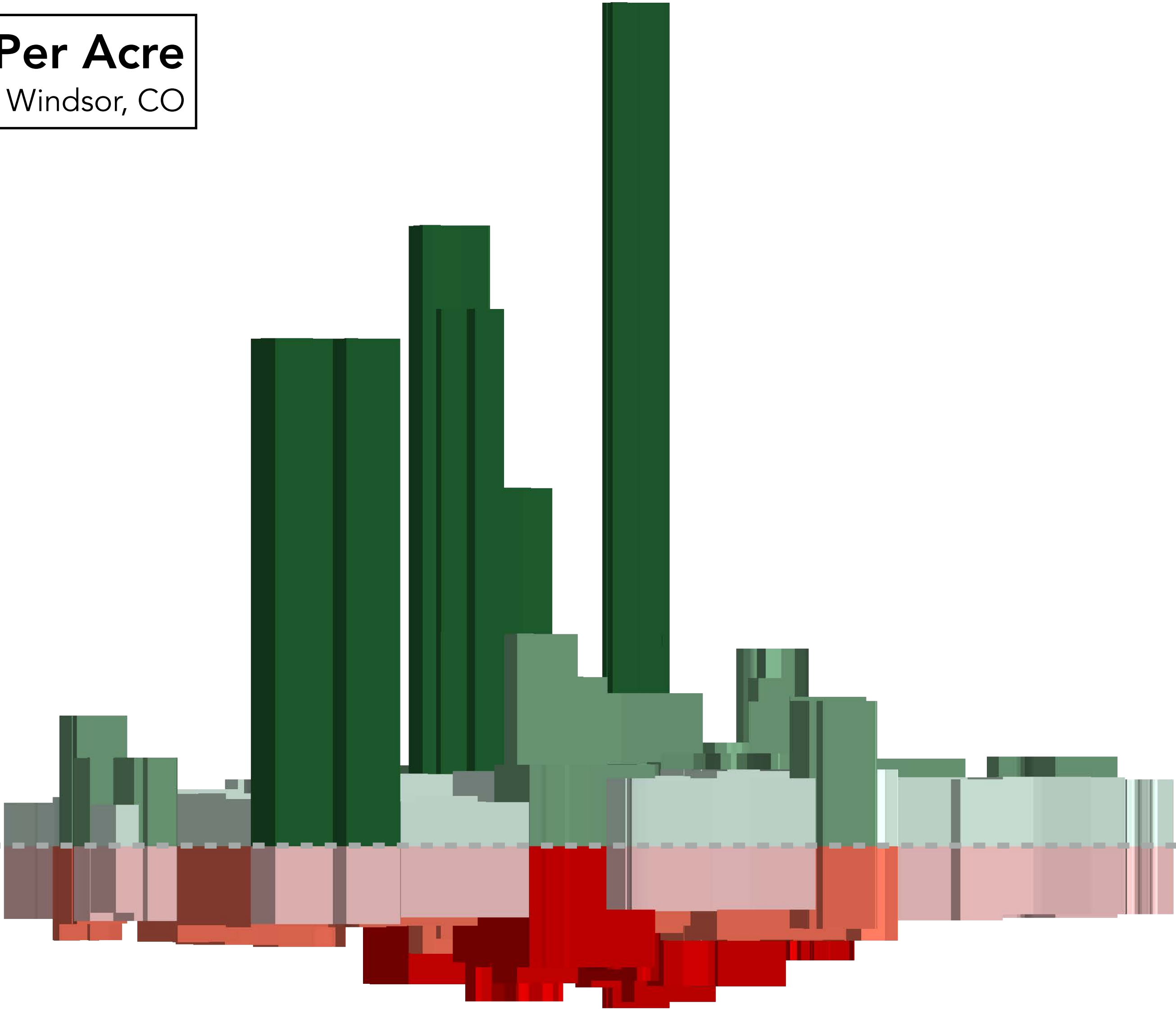
< 5,000

**Cost
Per Acre (\$)**

> 7,500

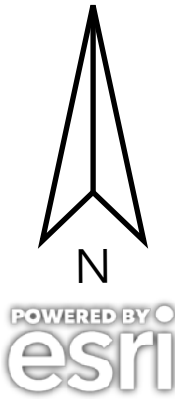
5,000 - 7,500

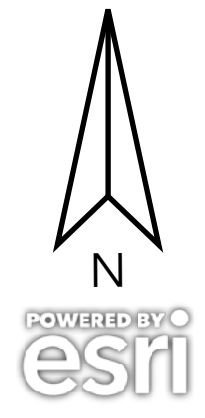
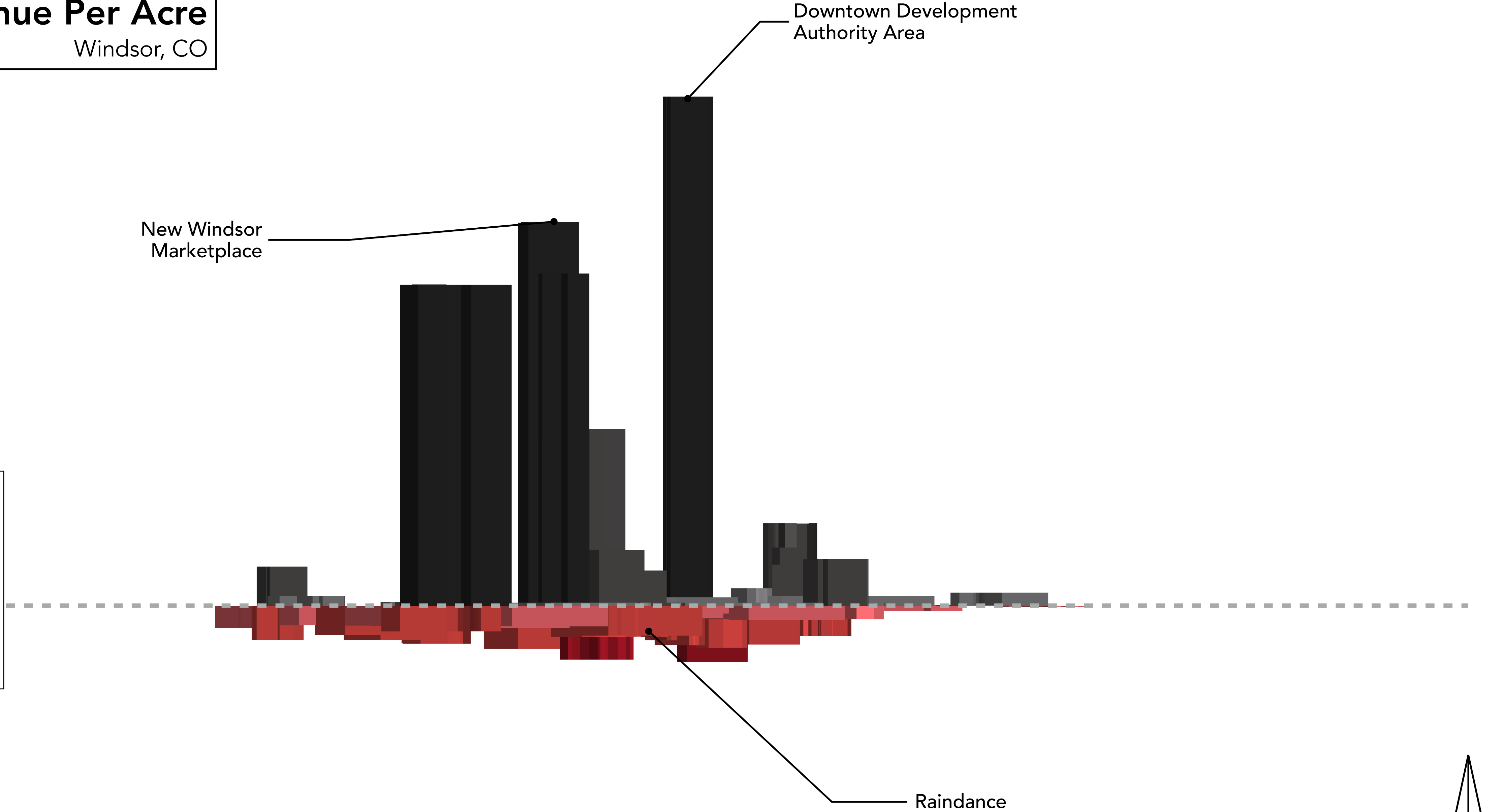
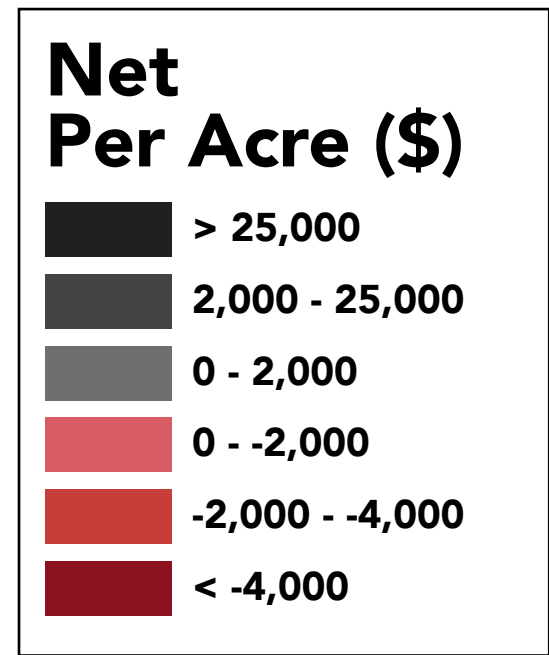
< 5,000



Property tax, sales tax,
& general revenue

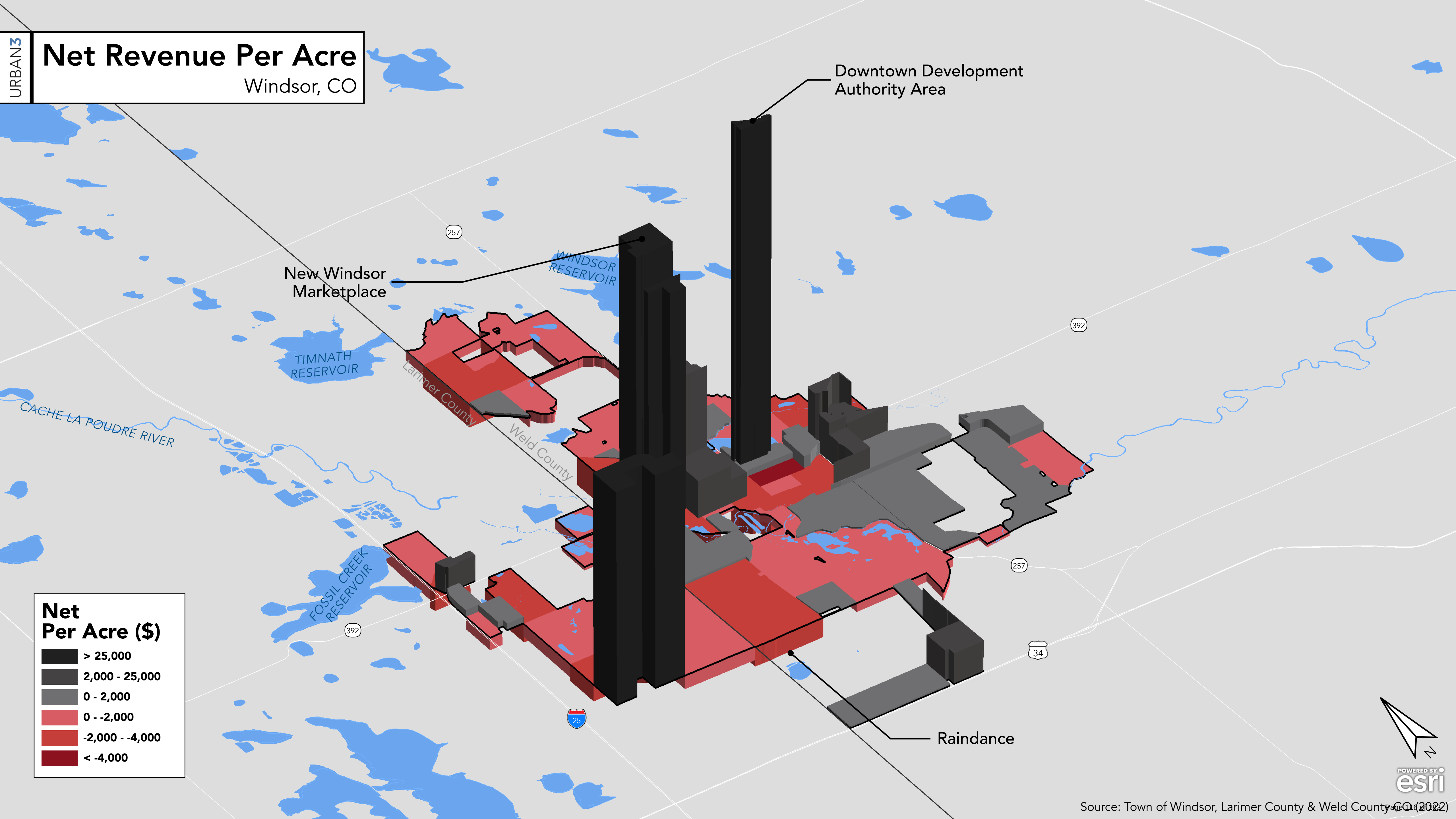
Infrastructure
& general costs





Net Revenue Per Acre

Windsor, CO





WELL

ISN'T THAT SPATIAL

Development Pattern Comparison

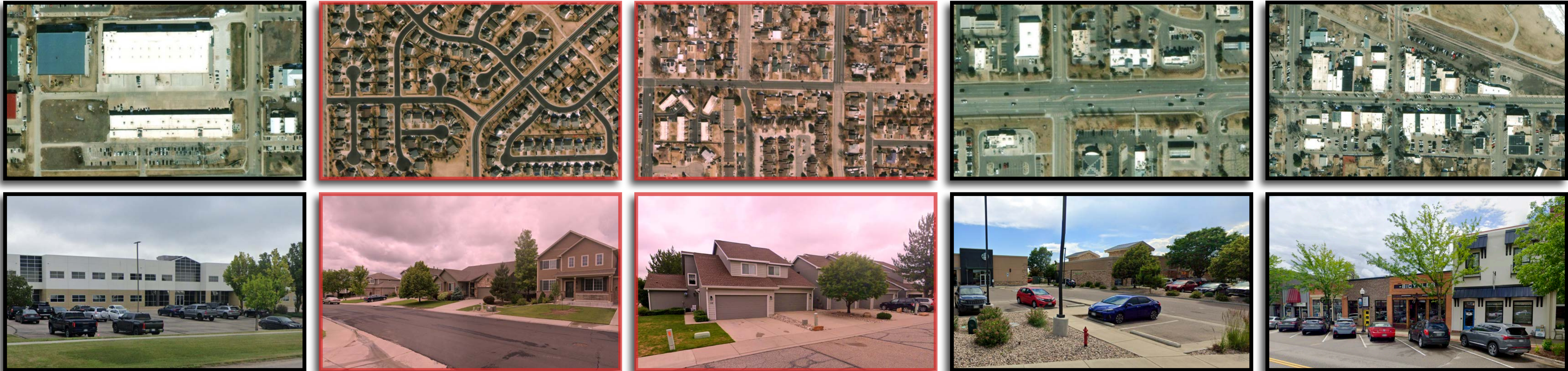
Windsor, CO



	Industrial	Single Family Residential	Mixed Residential	General Commercial	Main Street
Avg. Revenue Per Acre	\$5.4K	\$4.1K	\$5.2K	\$18.0K	\$54.7K
Avg. Cost Per Acre	\$4.6K	\$5.9K	\$6.4K	\$6.1K	\$10.5K

Development Pattern Comparison

Windsor, CO

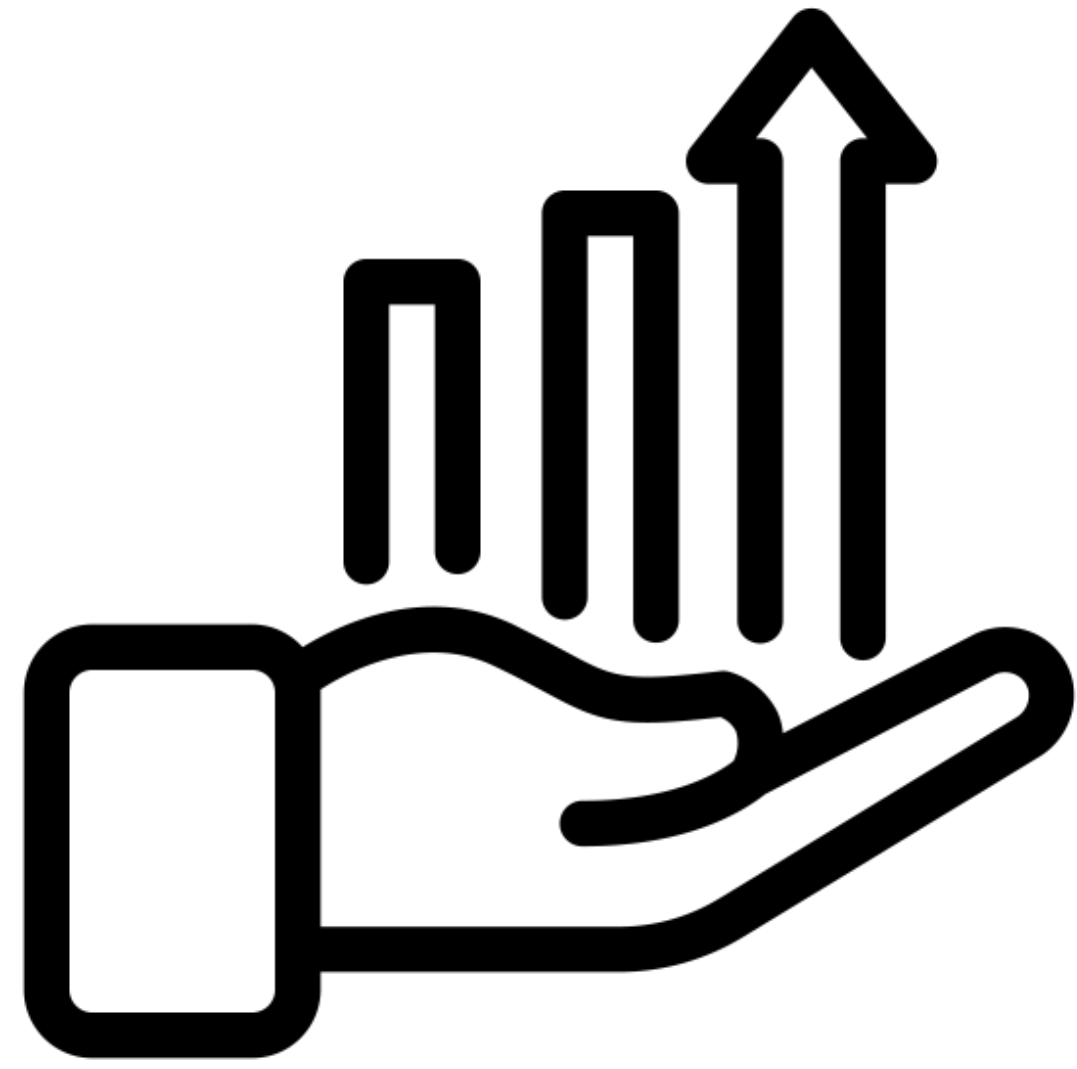


	Industrial	Single Family Residential	Mixed Residential	General Commercial	Main Street
Avg. Revenue Per Acre	\$5.4K	\$4.1K	\$5.2K	\$18.0K	\$54.7K
Avg. Cost Per Acre	\$4.6K	\$5.9K	\$6.4K	\$6.1K	\$10.5K
Avg. Net Per Acre	\$0.8K	-\$1.9K	-\$1.2K	\$11.9K	\$44.2K

**If you can't measure it,
you can't
manage it.**

Mayor Michael Bloomberg





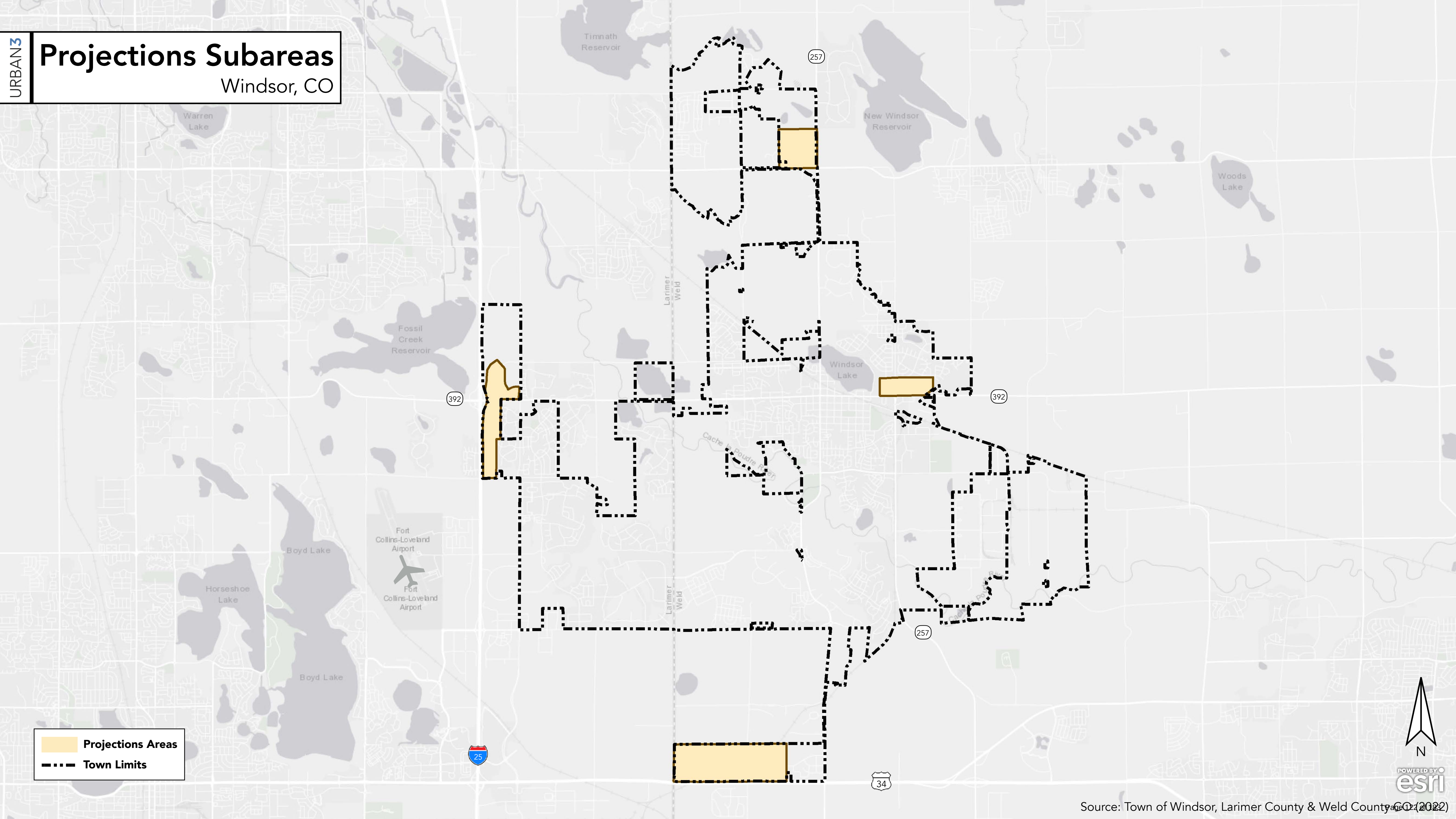
Growth Projections

Mapping Different Scenarios

URBAN3

Projections Subareas

Windsor, CO



Projections Areas

Town Limits

Projections Subareas

Windsor, CO

Harmony & 257

Downtown

CAC

Highway 34

General Commercial

Commercial Mixed Use

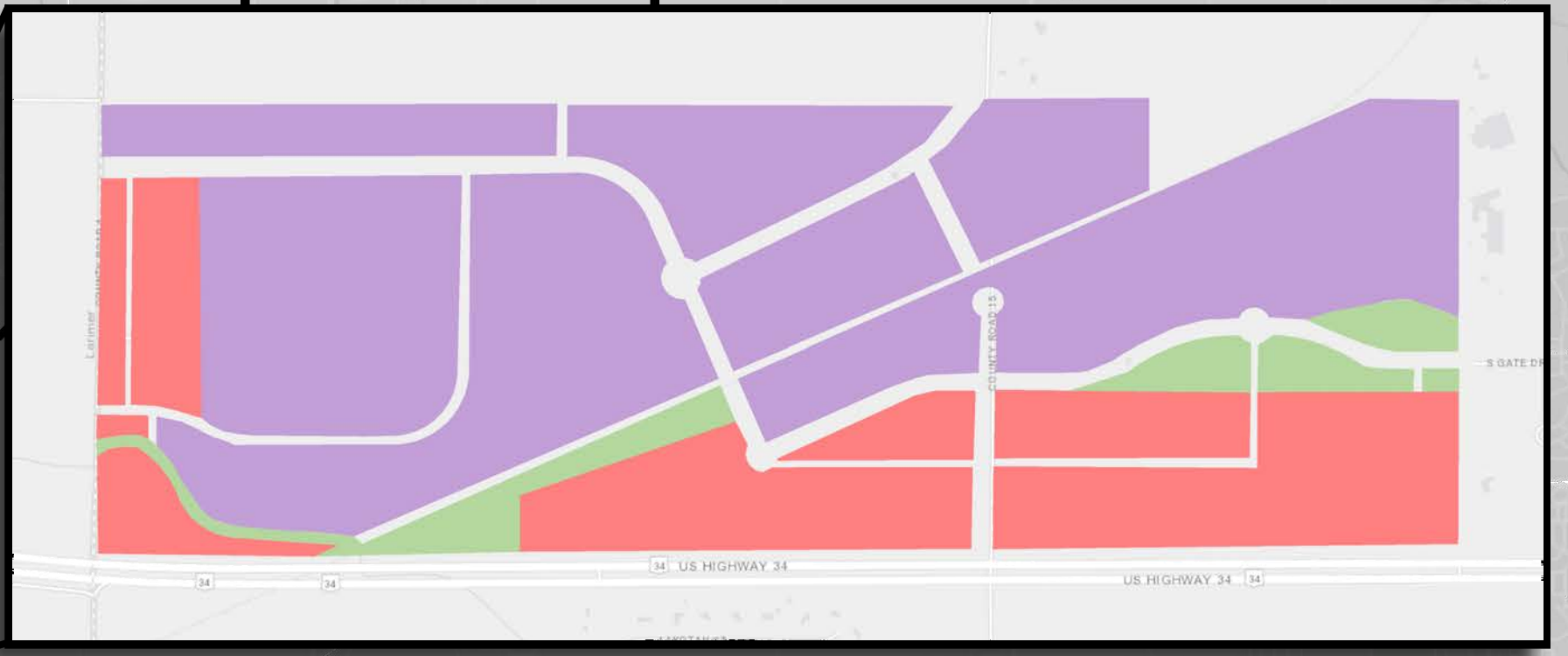
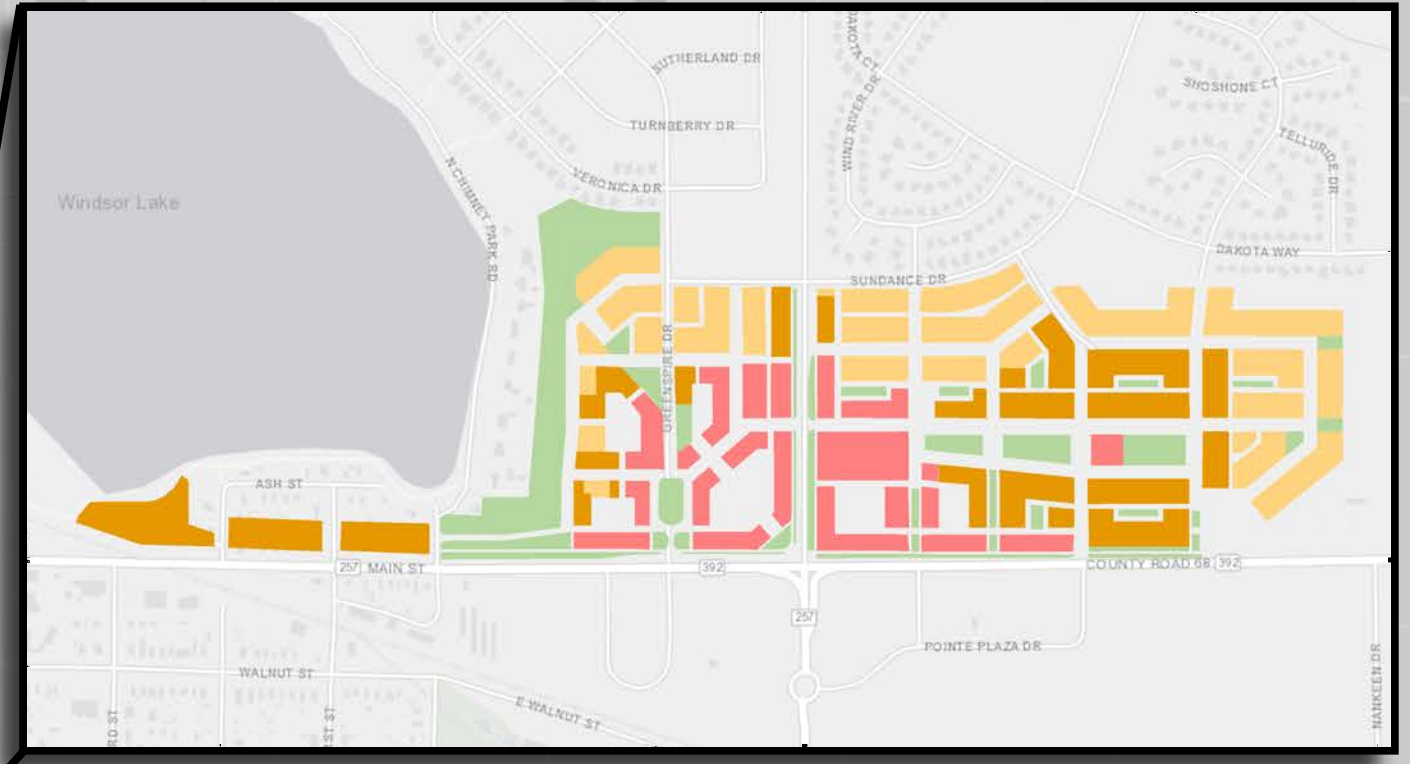
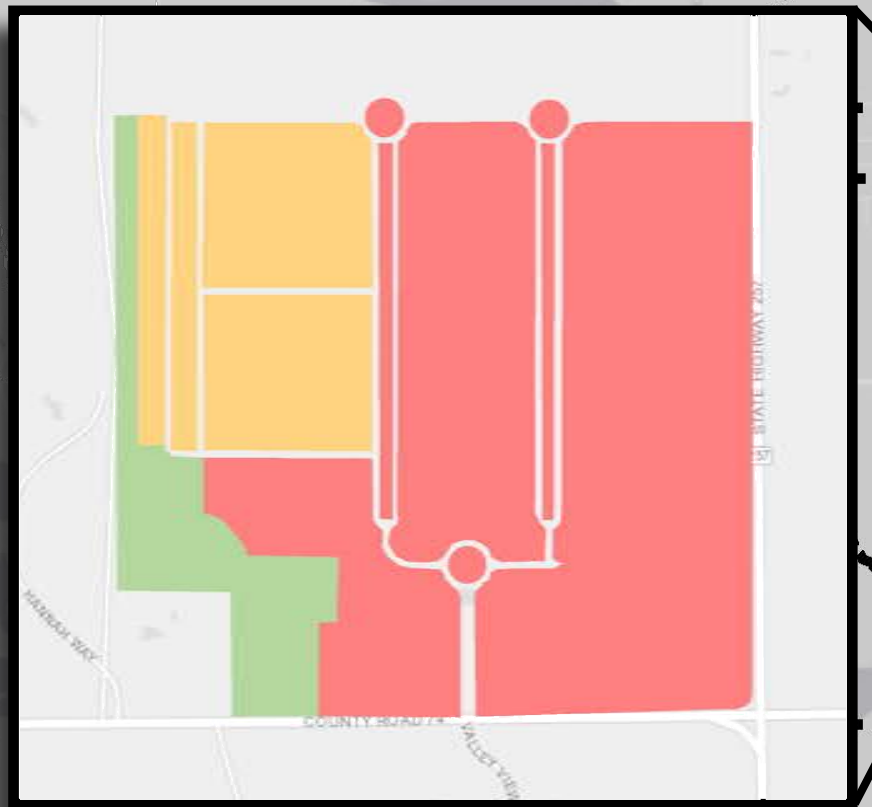
Employment/Flex Industrial

Mixed Residential

Parks/Open Space

Projections Areas

Town Limits

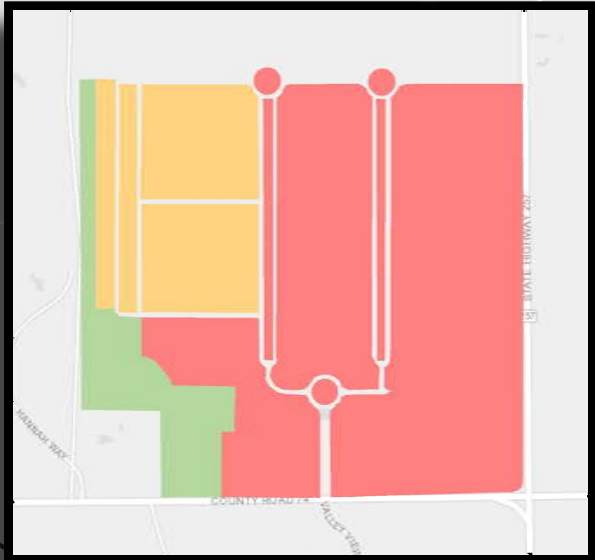


Projections & Net Revenue Per Acre

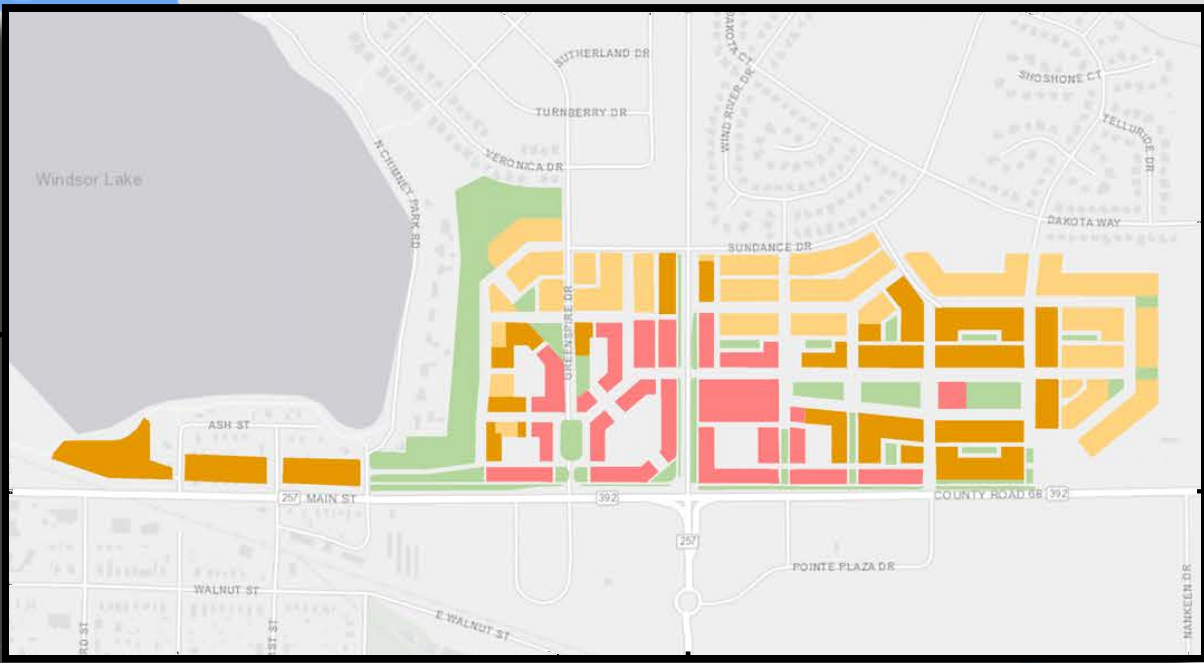
Windsor, CO

Before

Harmony & 257



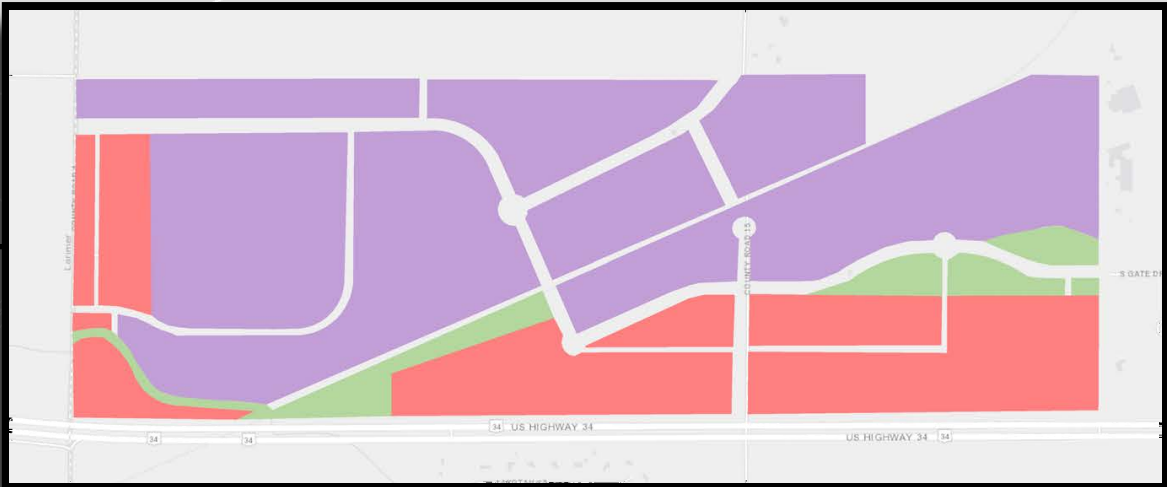
Downtown



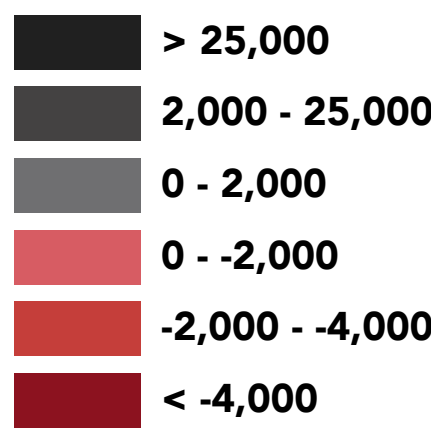
CAC



Highway 34



Net Per Acre (\$)



Projections & Net Revenue Per Acre

Windsor, CO

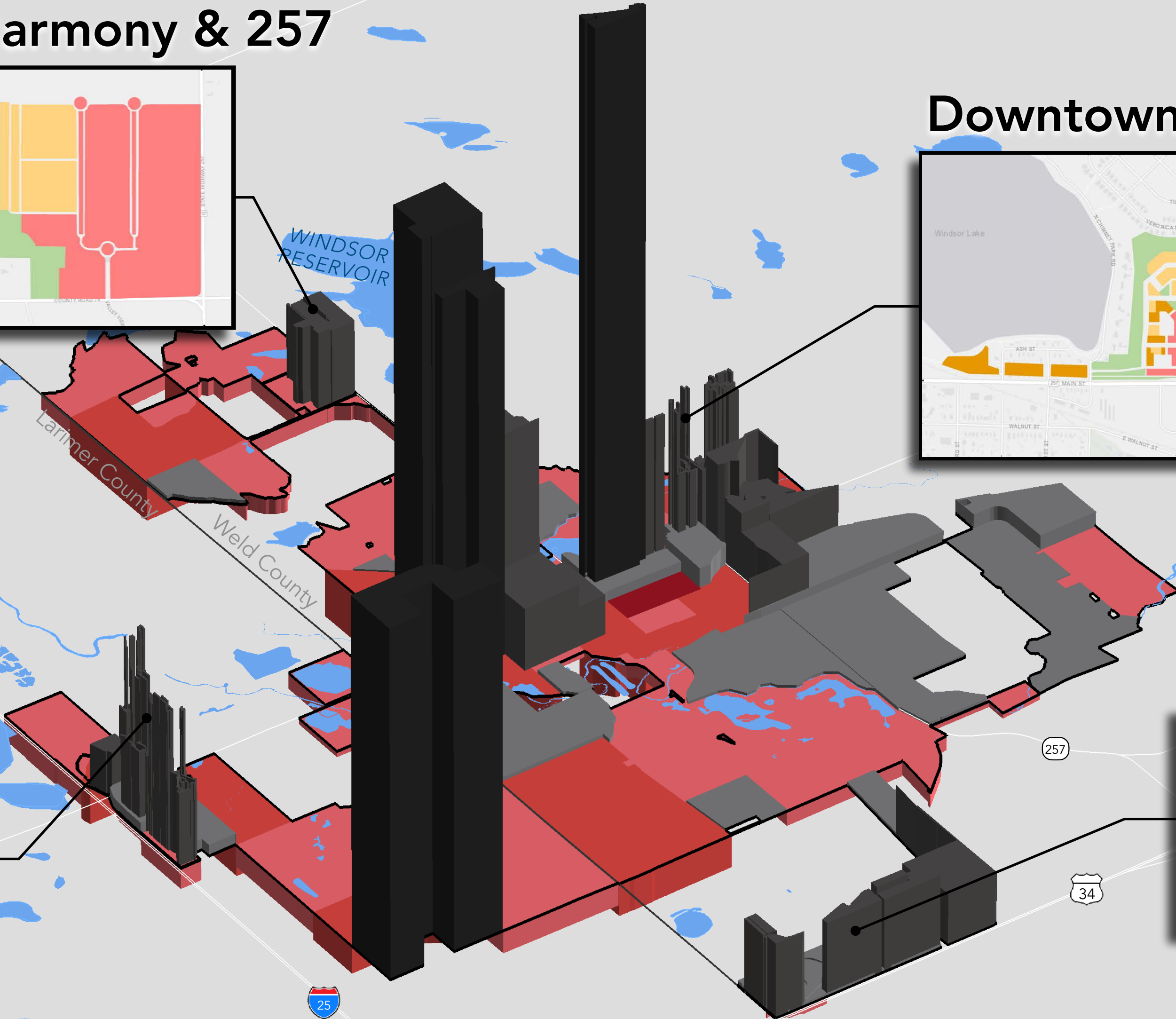
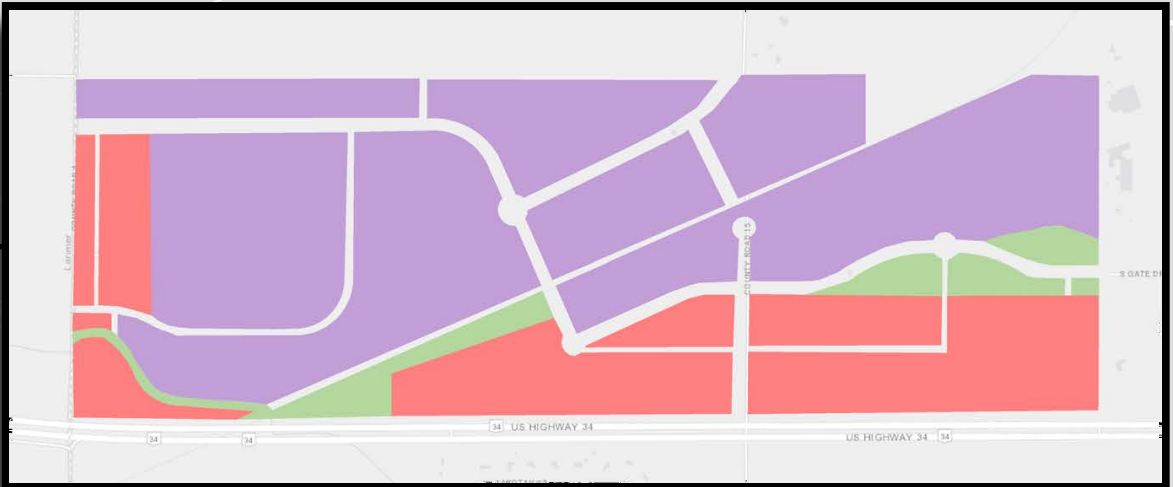
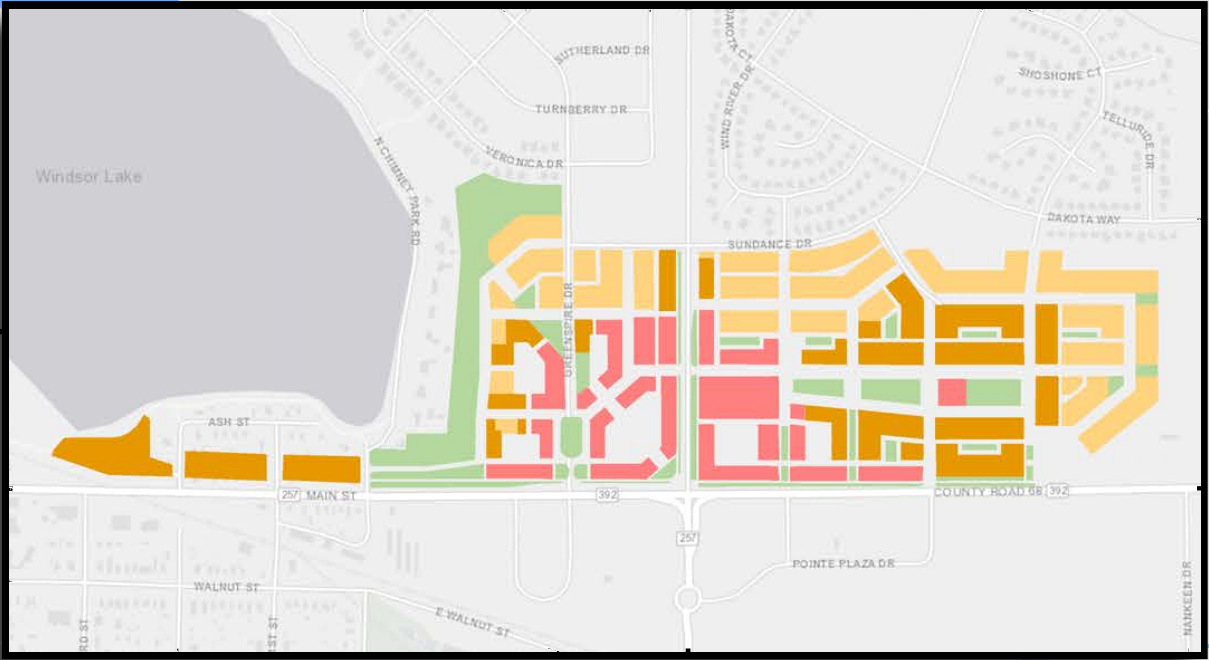
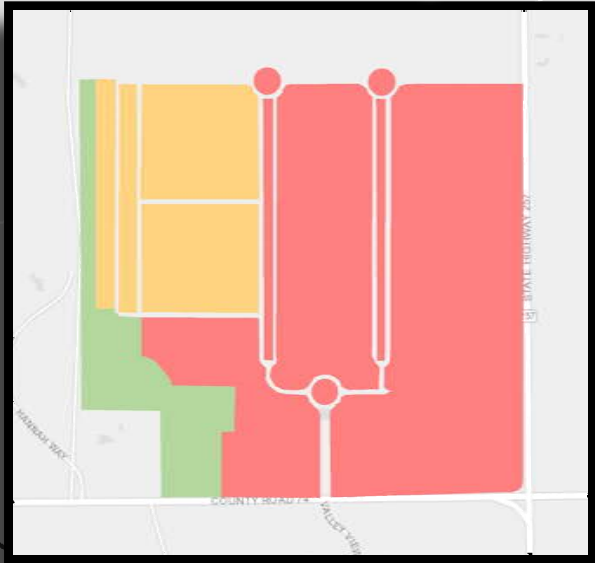
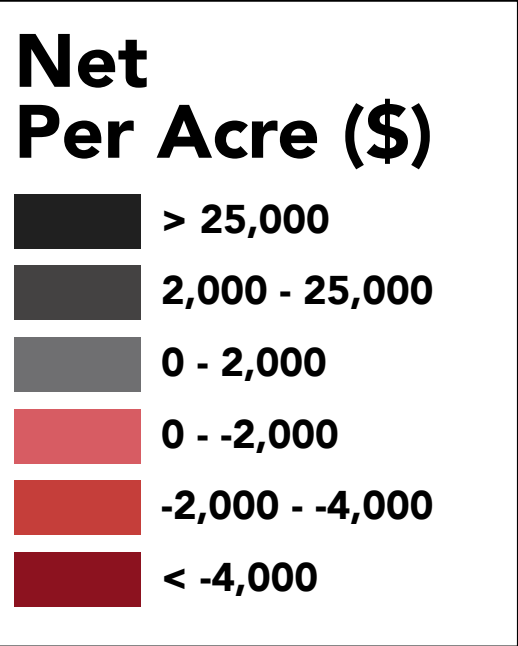
After

Harmony & 257

Downtown

CAC

Highway 34



Projections
Windsor, CO

	Highway 34	CAC	Downtown	Harmony & 257
Net Per Acre (\$) > 25,000 2,000 - 25,000 0 - 2,000 0 - -2,000 -2,000 - -4,000 < -4,000				
Land Use Type Mixed Residential Parks/Open Space Commercial Mixed Use General Commercial Employment/Flex Industrial				
% Land Use	15% 25% 60%	17% 39% 14% 29%	29% 28% 26% 17%	20% 10% 70%
% Total Value	-3% 88% 14%	-3% -7% 53% 58%	-5% -4% 80% 29%	-3% -1% 105%
Estimated Net Revenue	\$1.5M	\$0.5M	\$0.6M	\$1.0M

Projections

Windsor, CO

	Highway 34	CAC	Downtown	Harmony & 257
Net Per Acre (\$) > 25,000 2,000 - 25,000 0 - 2,000 0 - -2,000 -2,000 - -4,000 < -4,000				
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Estimated Net Revenue	\$1.5M	\$0.5M	\$0.6M	\$1.0M
Value Per Acre	\$3.7K	\$4.8K	\$7.7K	\$7.8K

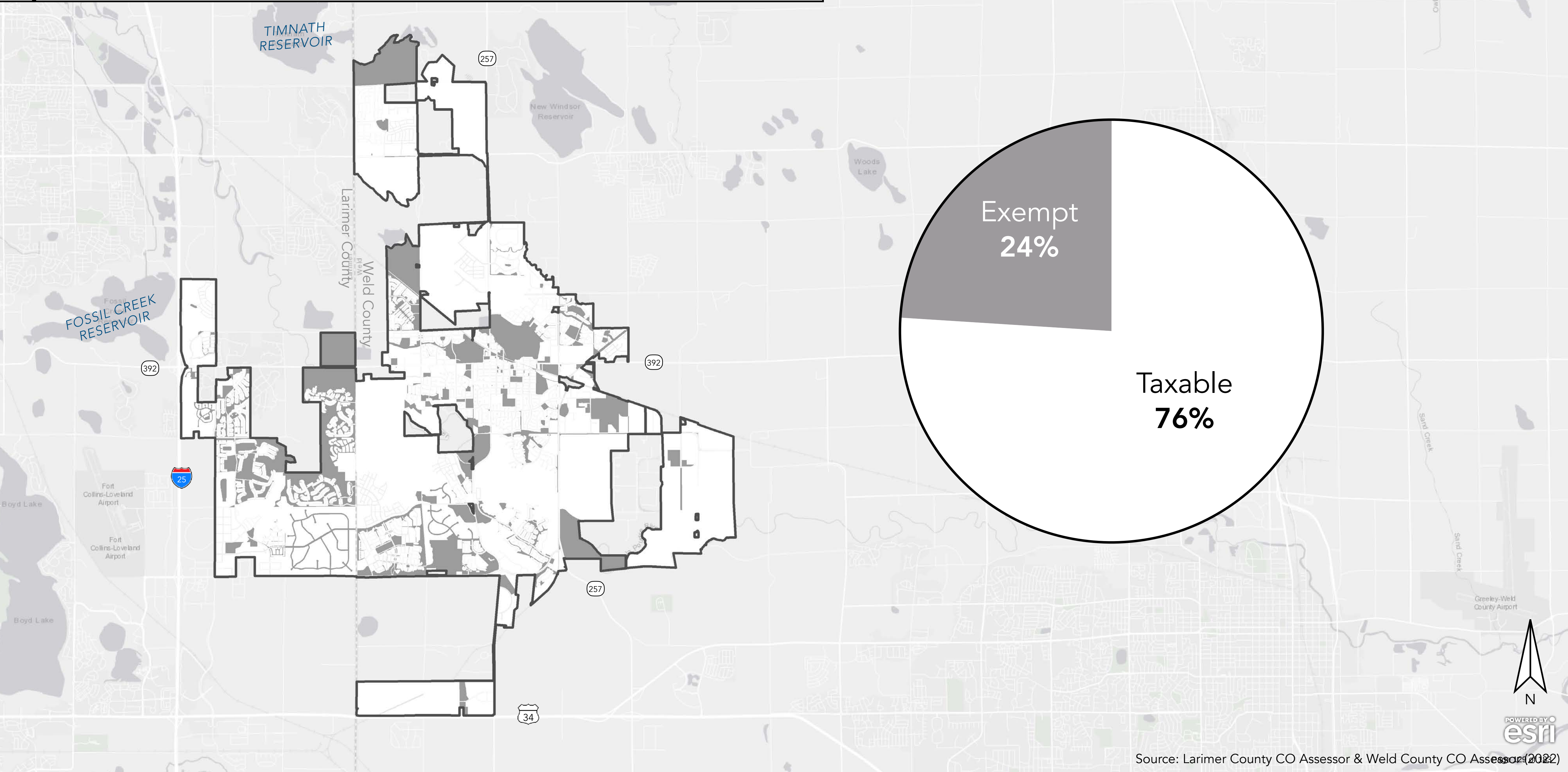


Public Asset Analysis

The Hidden Value in Windsor's Public Property

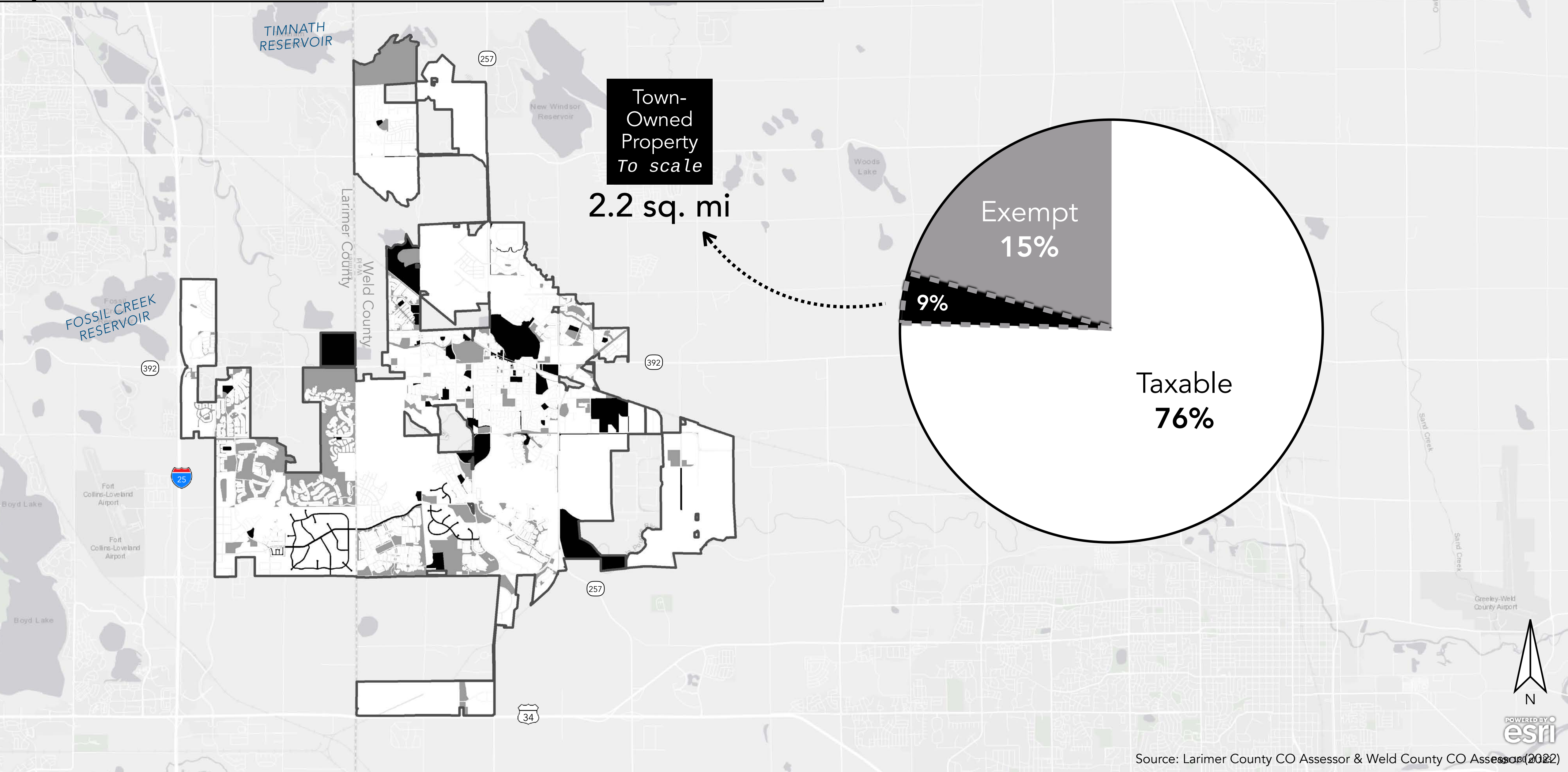
Finding Viable Land for Public Asset Development

Windsor, CO



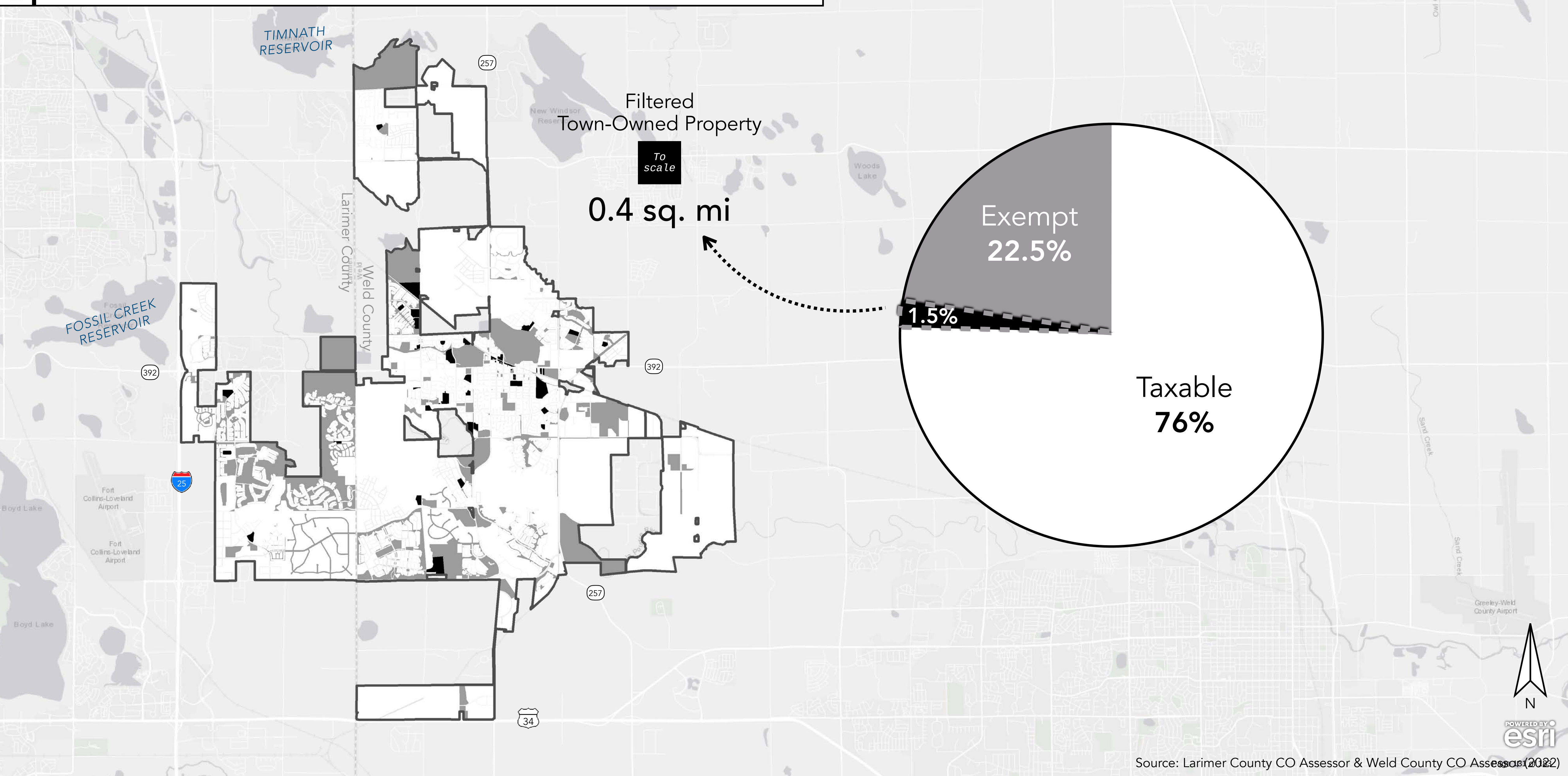
Finding Viable Land for Public Asset Development

Windsor, CO



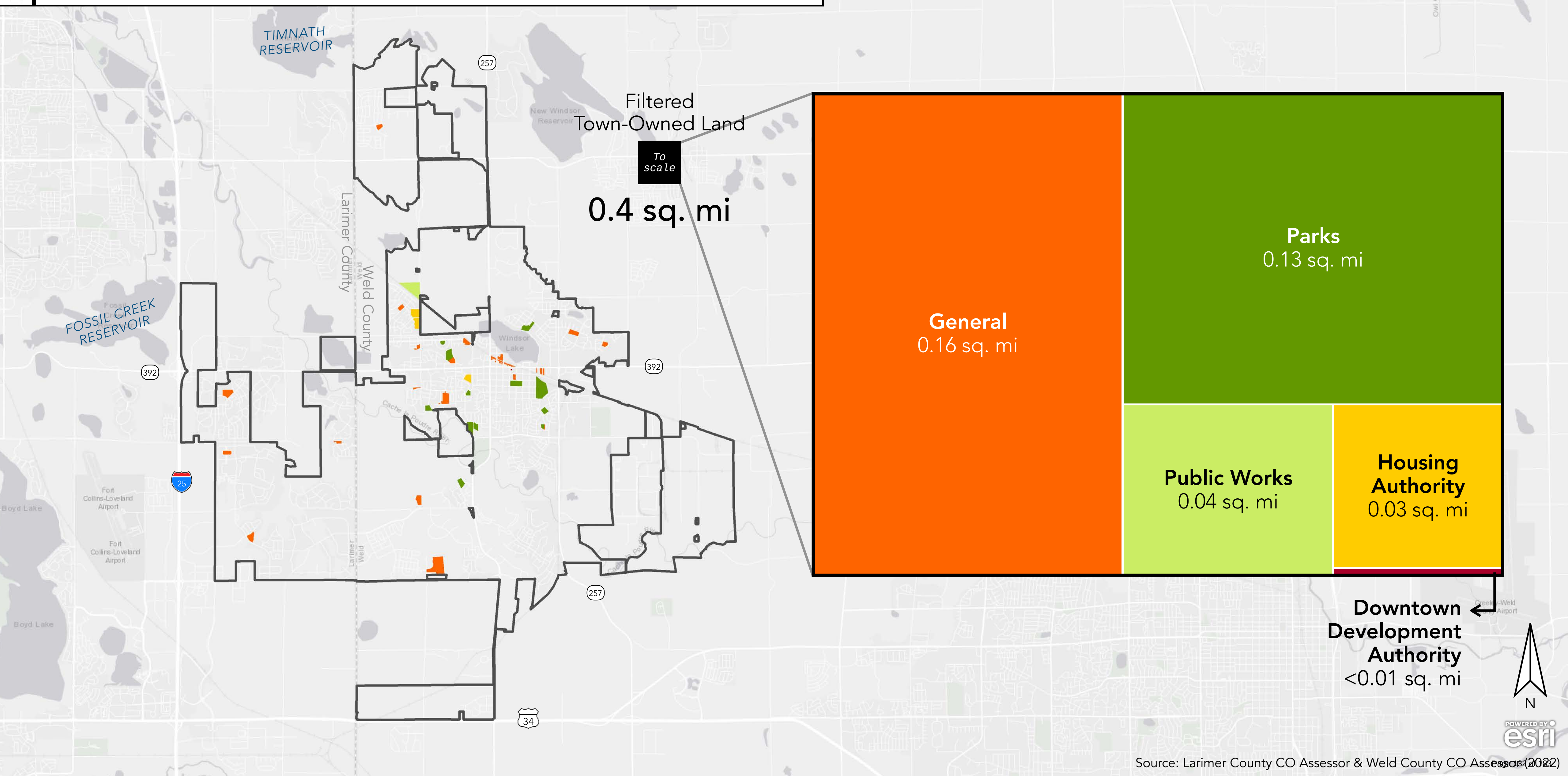
Finding Viable Land for Public Asset Development

Windsor, CO



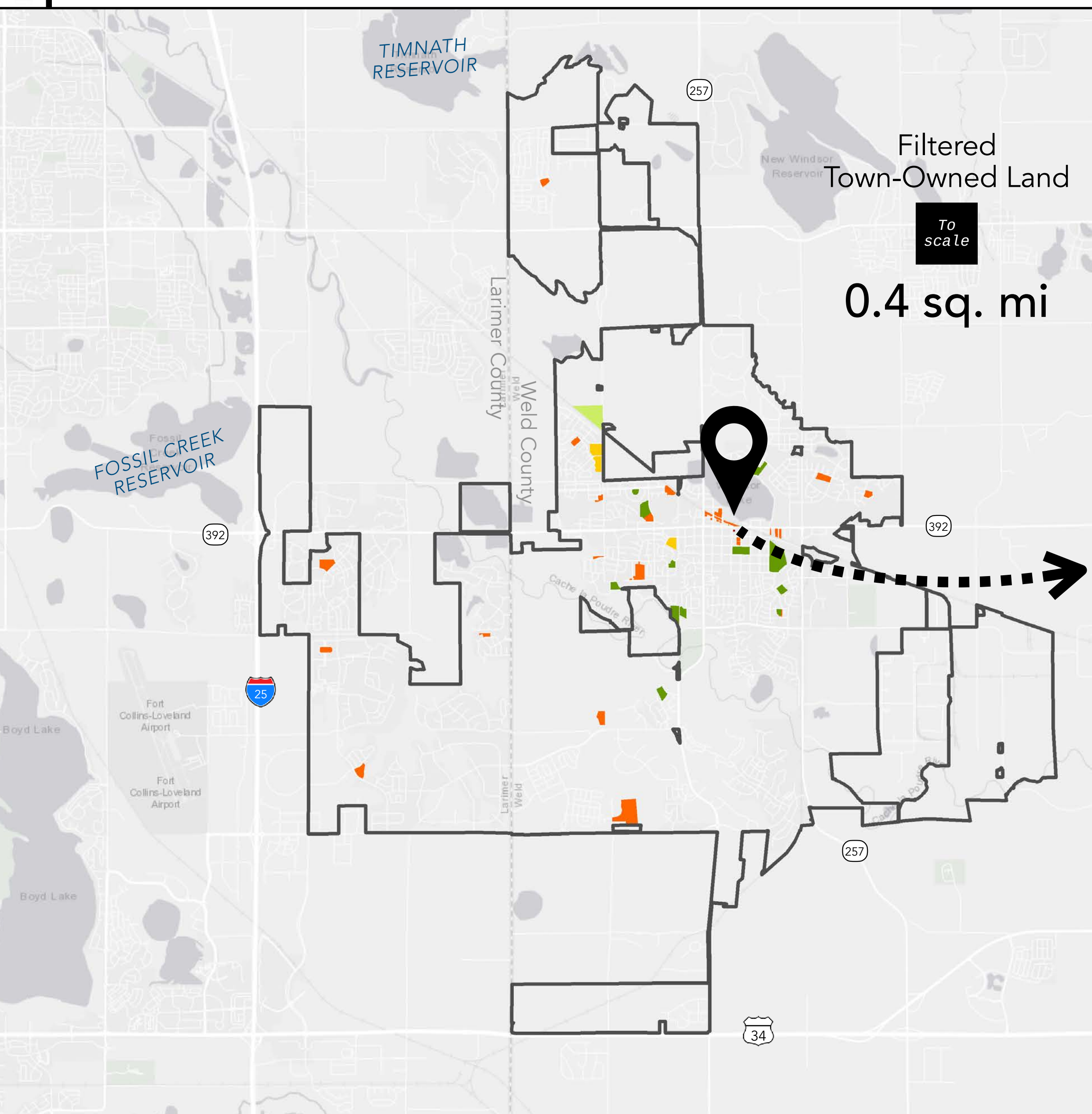
Finding Viable Land for Public Asset Development

Windsor, CO



Finding Viable Land for Public Asset Development

Windsor, CO



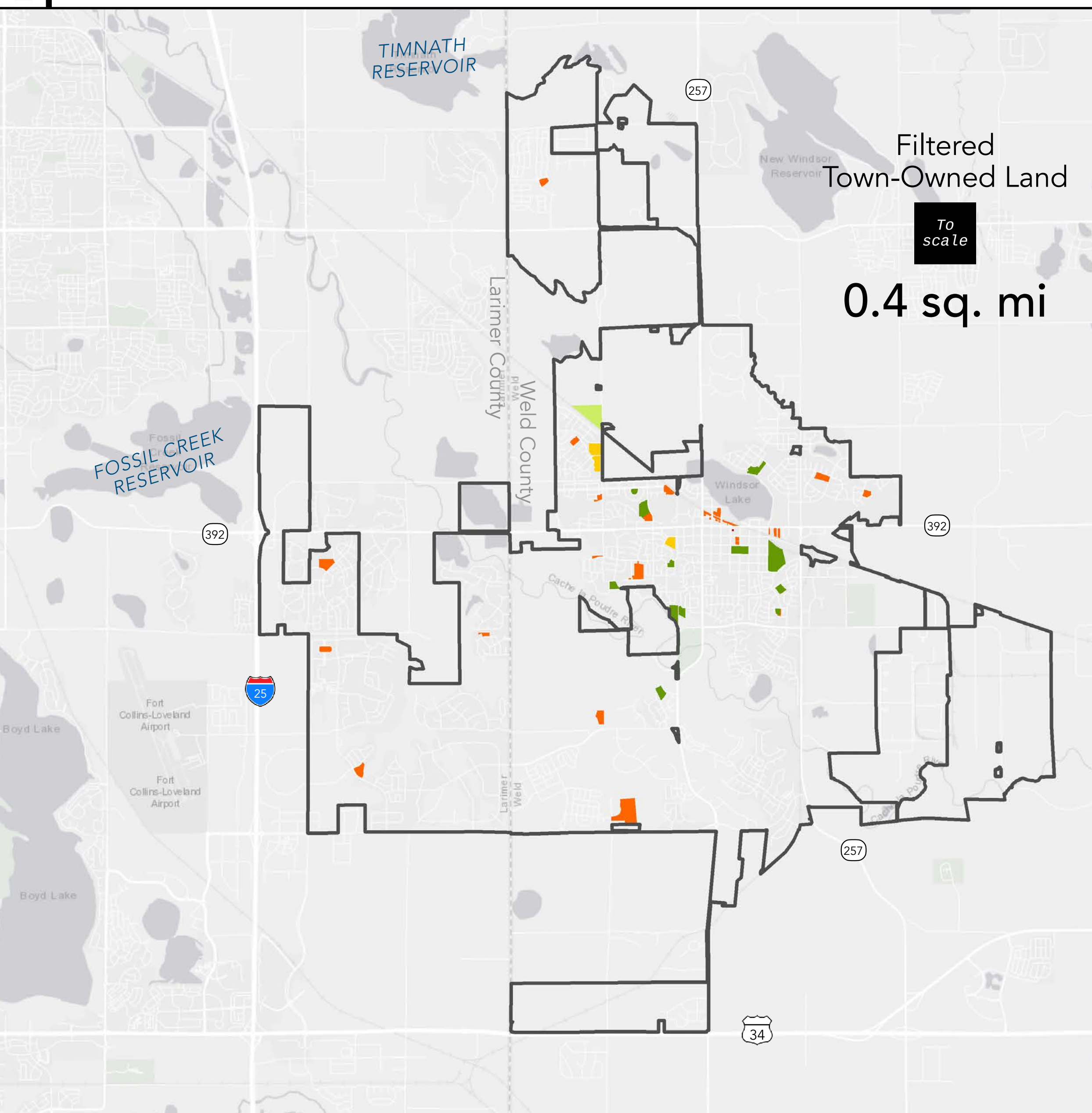
30x

Boardwalk Community Park



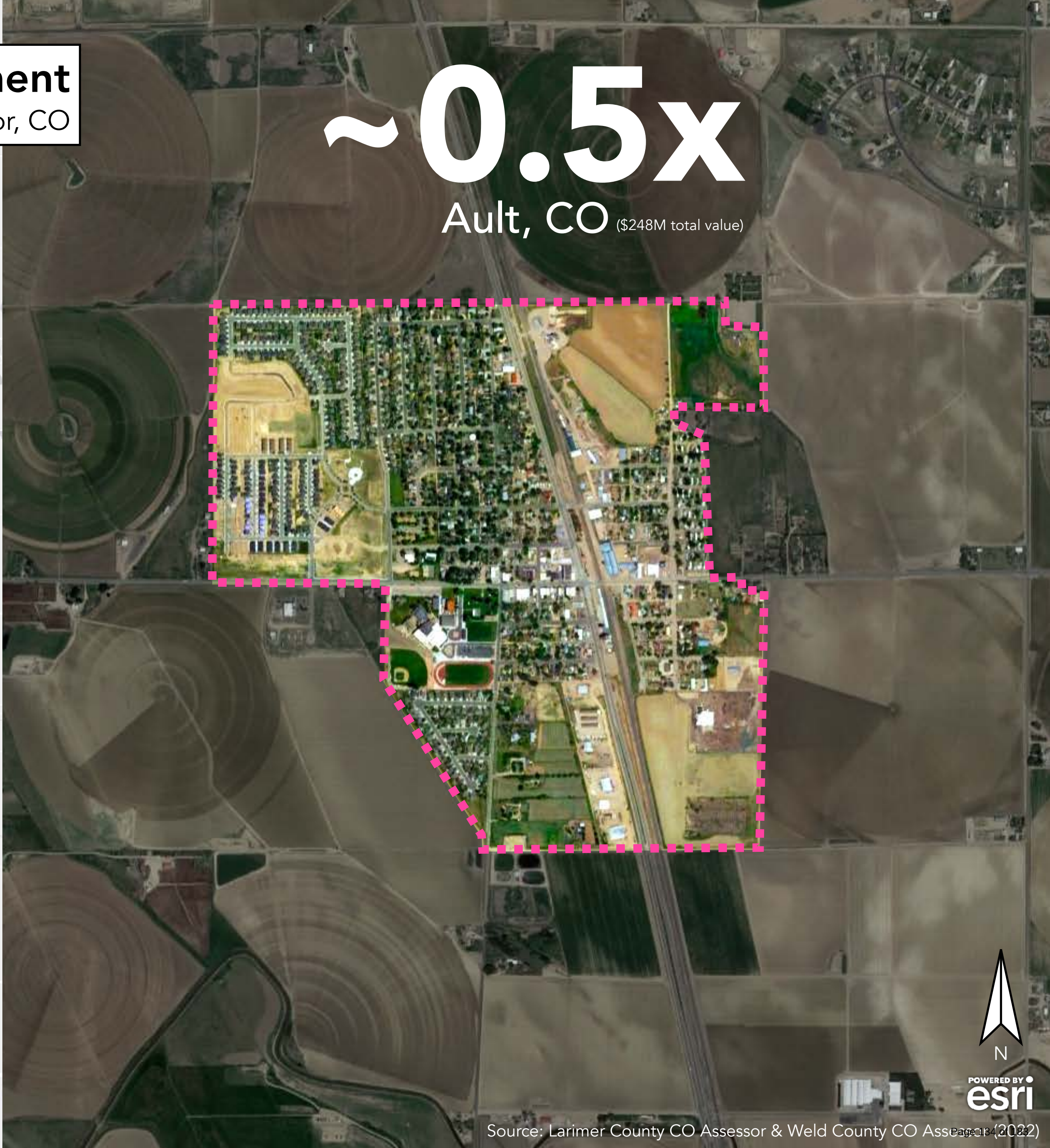
Finding Viable Land for Public Asset Development

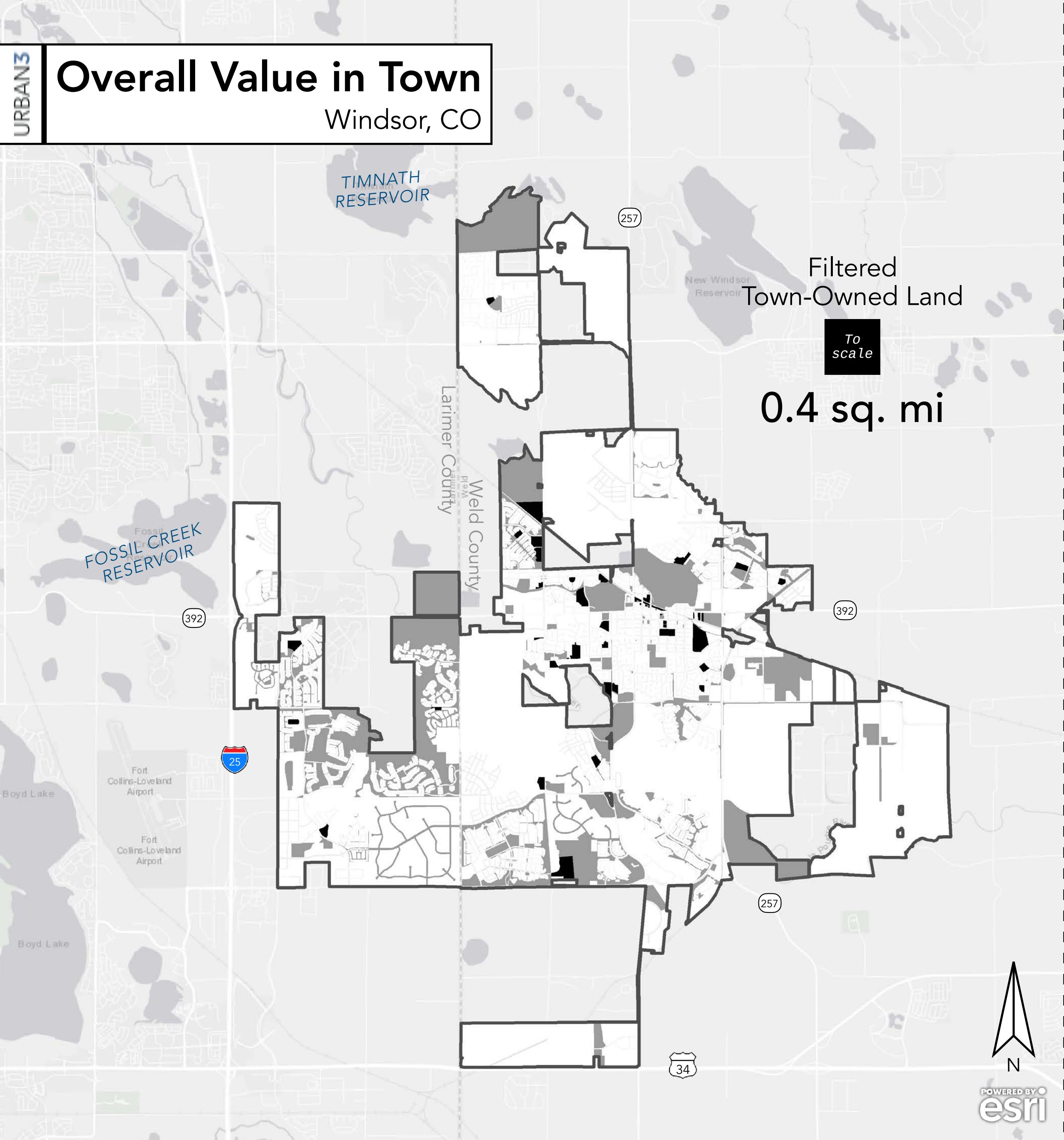
Windsor, CO



~0.5x

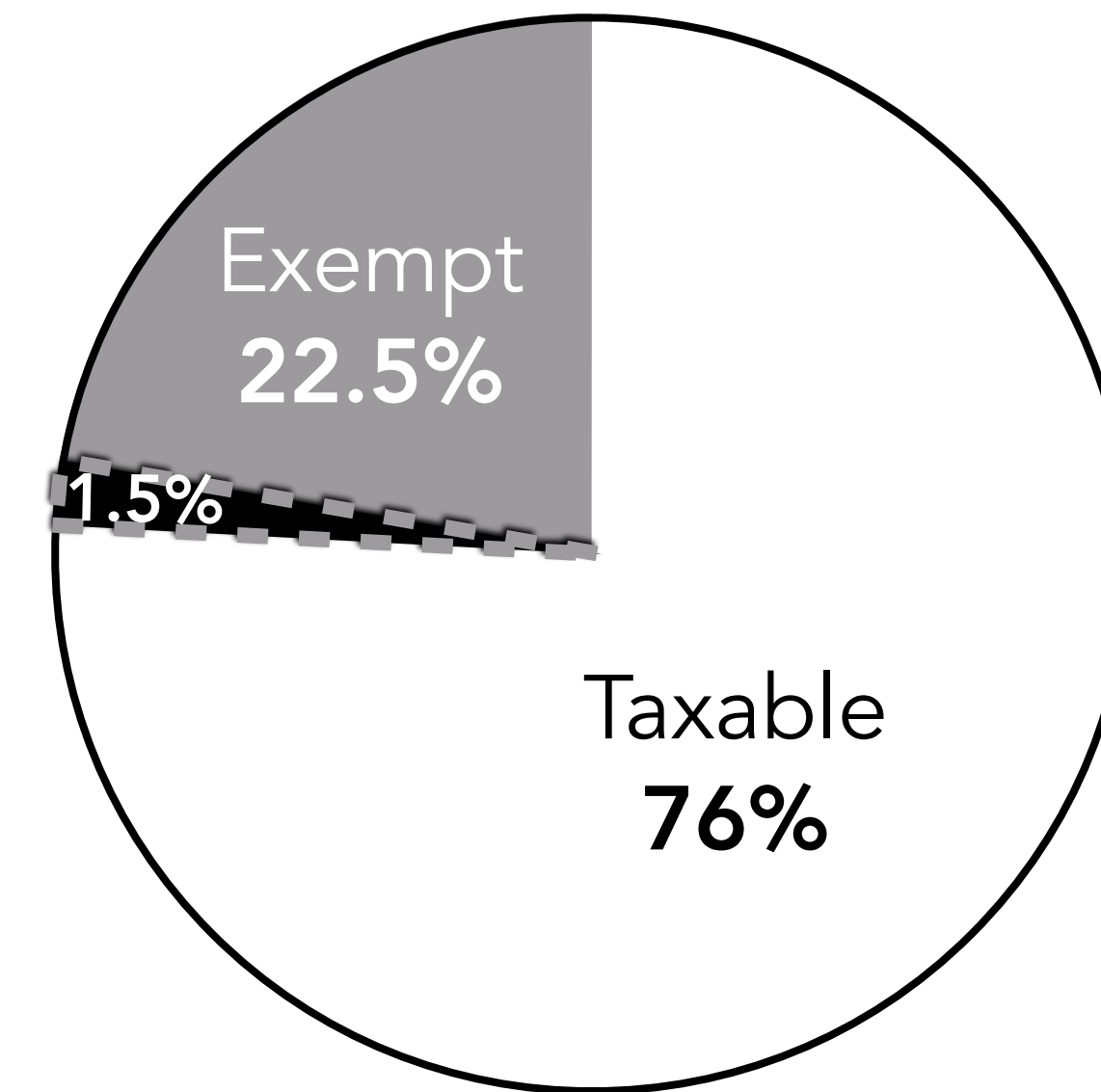
Ault, CO (\$248M total value)





+\$0.1B

Town Property



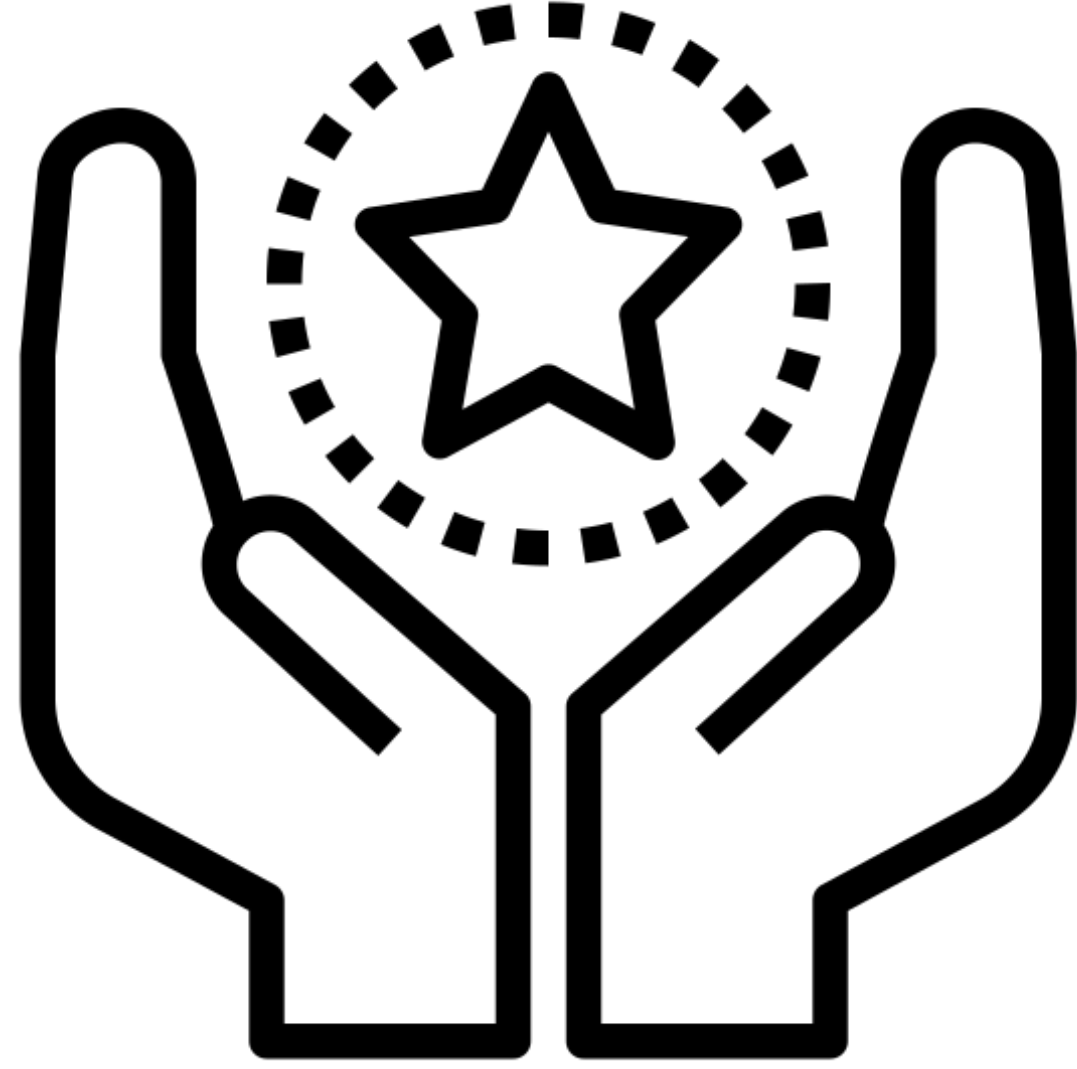
Property

- Town Owned
- Other Public
- Private

- Added Value
- Existing Value



Assessed Value



Okay, so now what?

Main Takeaways

What you can do:

**Find opportunities for
creating productive
land uses.**

Comparison of Average Value Per Acre for Residential Properties

Windsor, CO



Single Family

\$1.5M/acre



Duplex/Triplex

\$1.8M/acre



Small Apartments

\$1.9M/acre



Condominiums

\$2.7M/acre



Townhouses

\$4.0M/acre



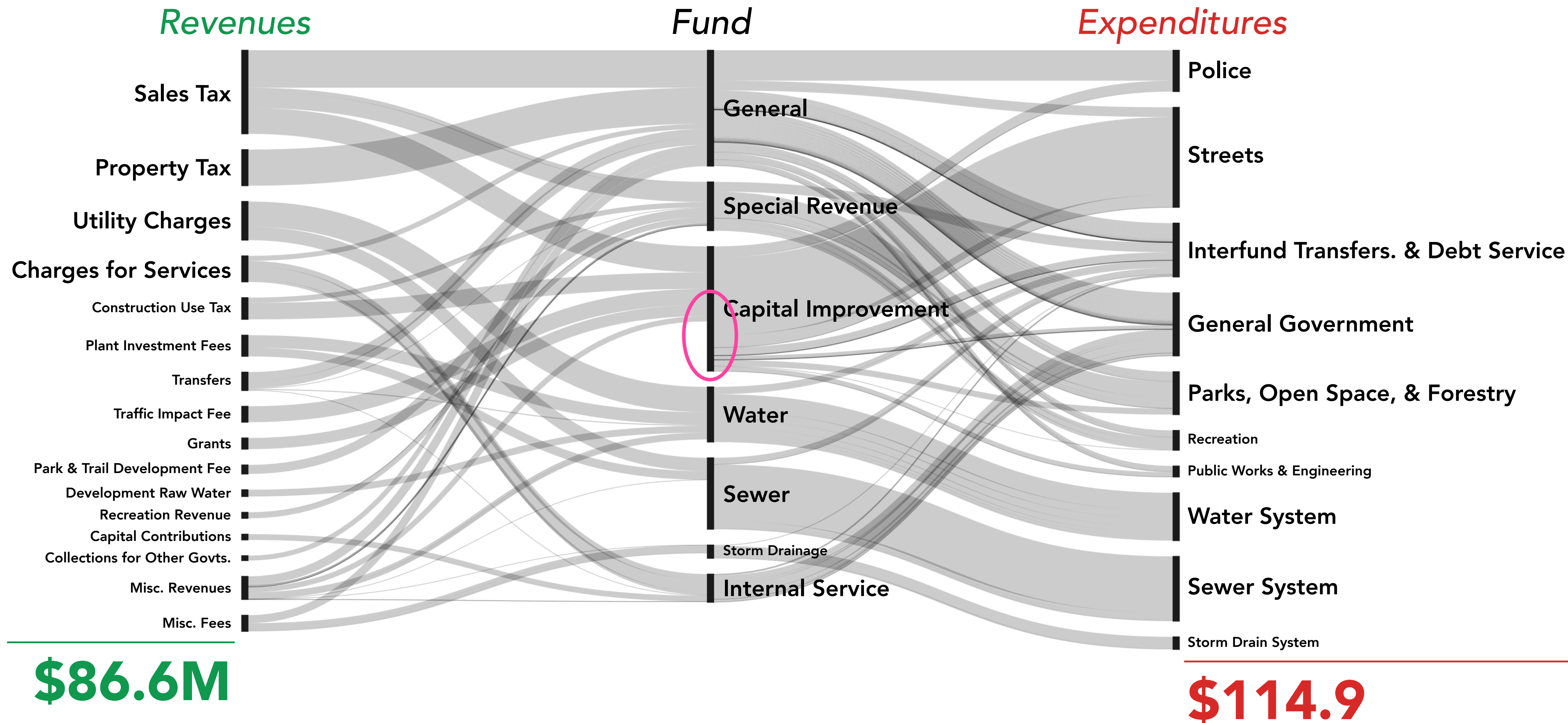
Large Apartments

\$6.9M/acre

Walmart
\$0.7M per acre

What you can do:

**Look for other
opportunities to cover
your costs.**



What you can do:

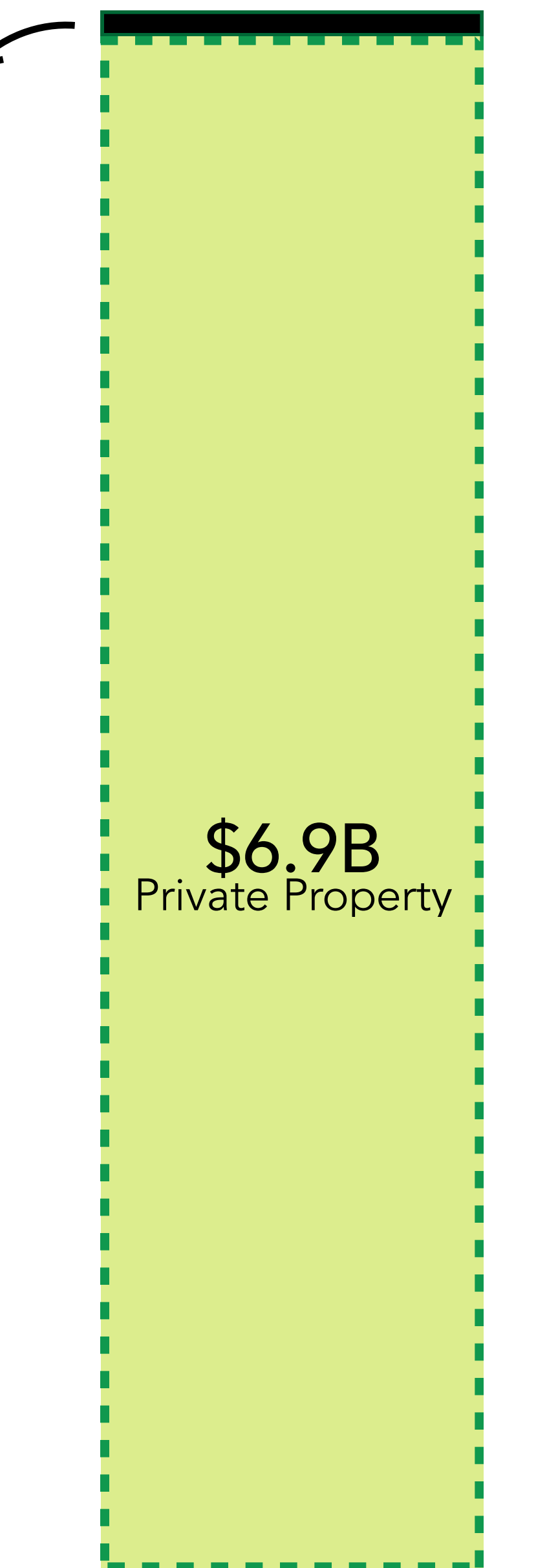
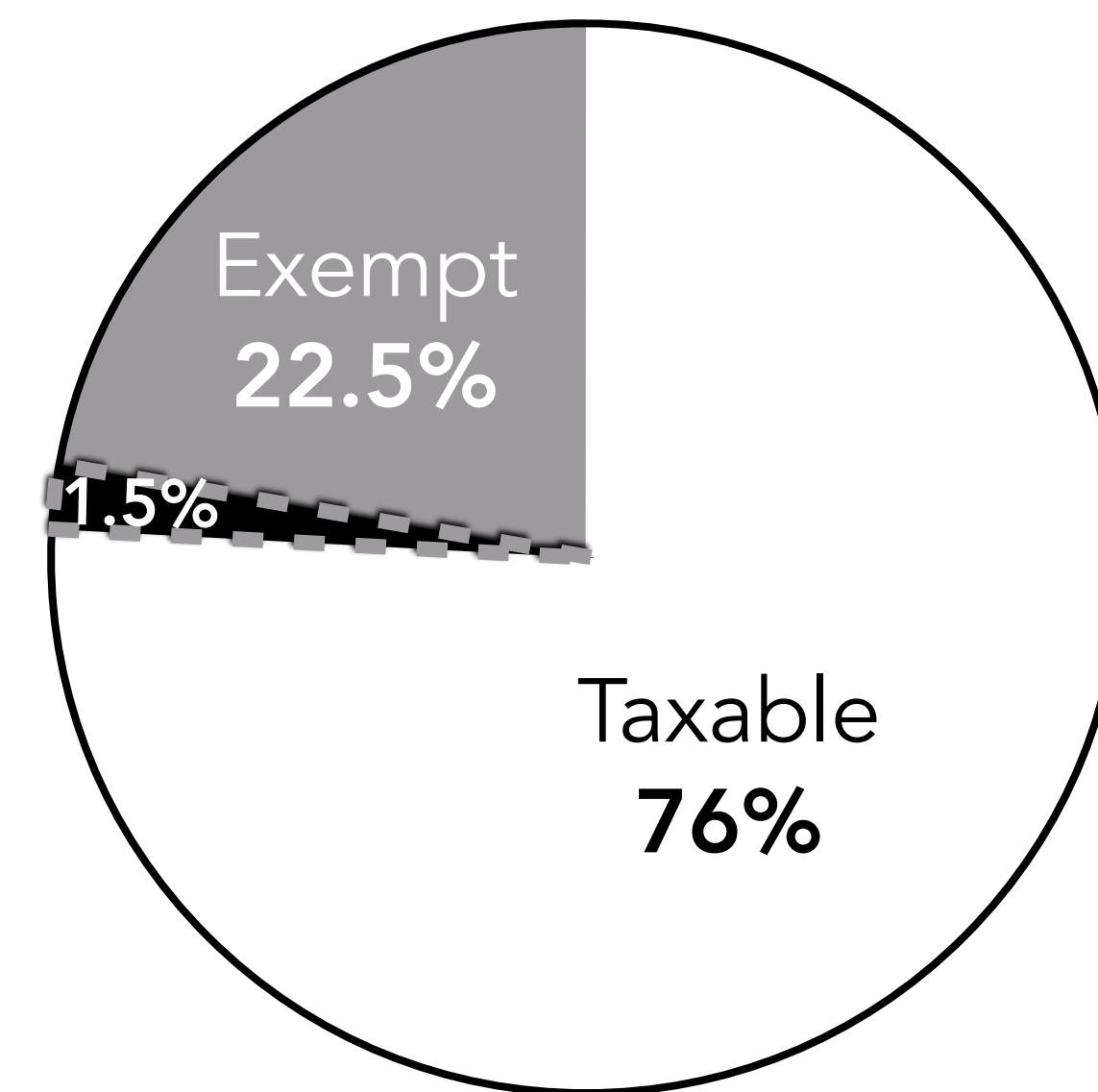
Your mix matters!

Projections
Windsor, CO

	Highway 34	CAC	Downtown	Harmony & 257
Net Per Acre (\$) > 25,000 2,000 - 25,000 0 - 2,000 0 - -2,000 -2,000 - -4,000 < -4,000				
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Estimated Net Revenue	\$1.5M	\$0.5M	\$0.6M	\$1.0M
Value Per Acre	\$3.7K	\$4.8K	\$7.7K	\$7.8K

What you can do:

You have assets, consider leveraging them differently to generate more value.



Assessed Value

Source: Larimer County CO Assessor & Weld County CO Assessor (2022)

Property

● **Town Owned**

Other Public

☐ Private

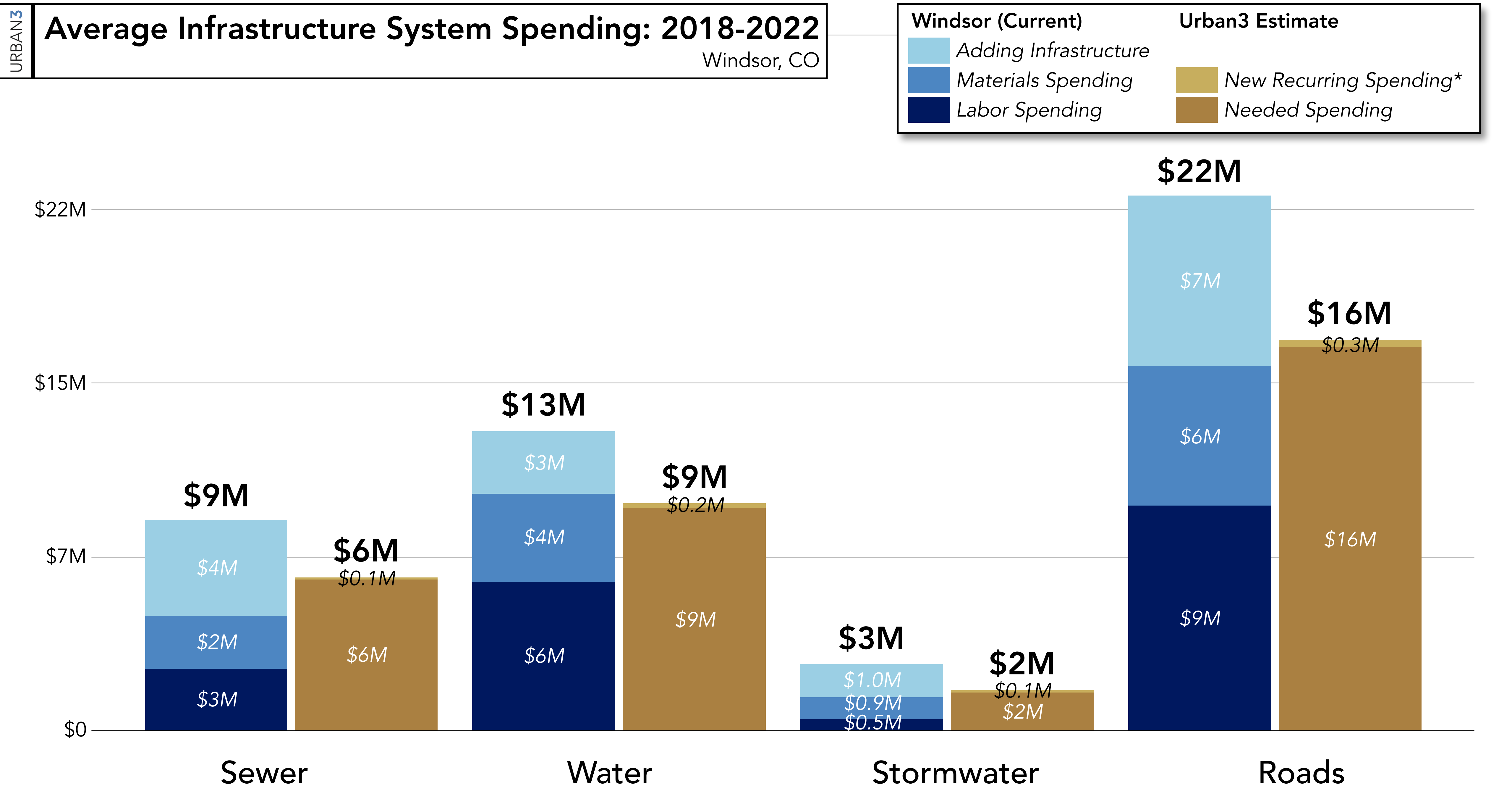
● Added Value

 Existing Value

Taxable
76%

What you can do:

**Be aware of adding
future costs.**



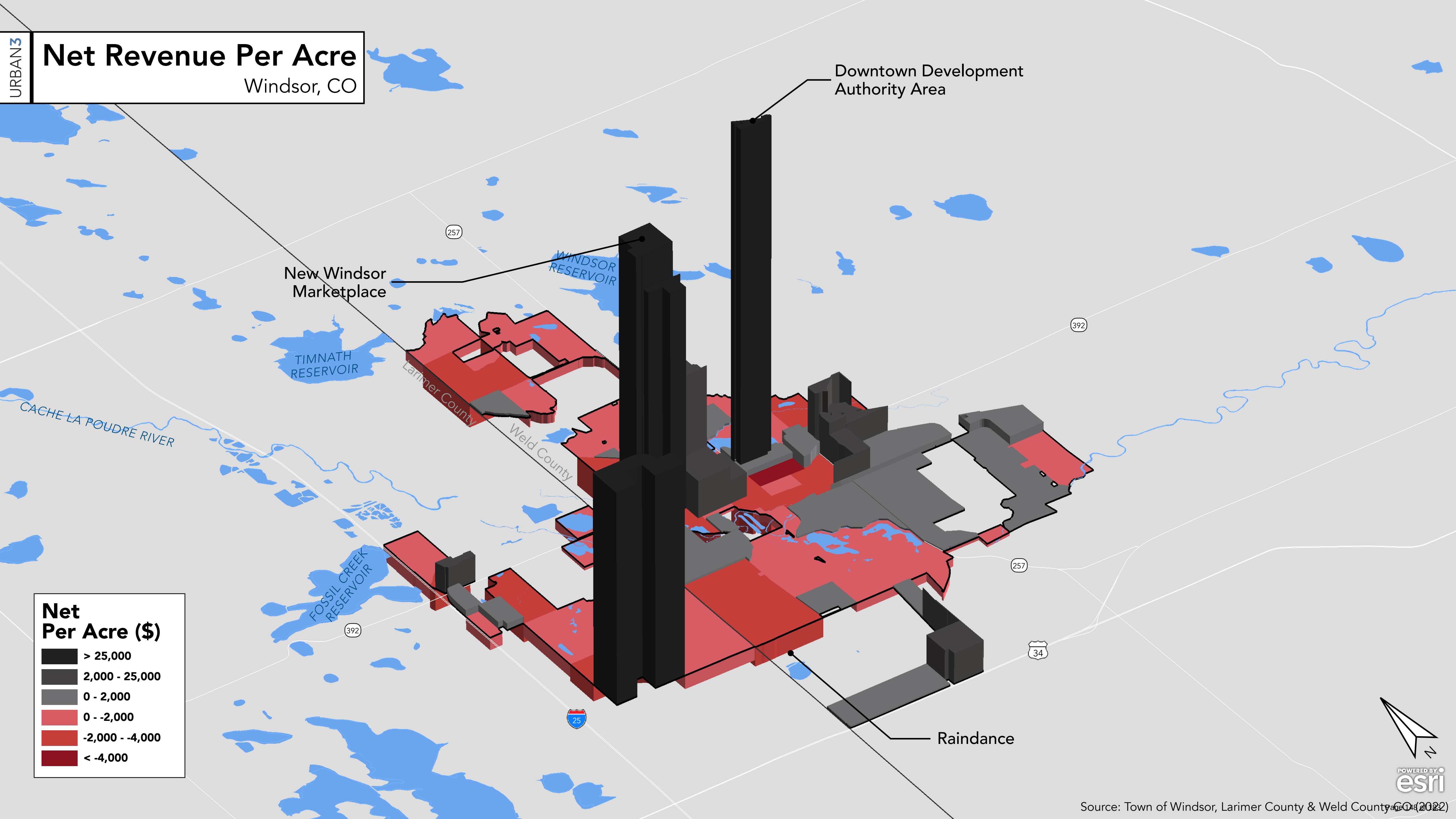
*For illustrative purposes only

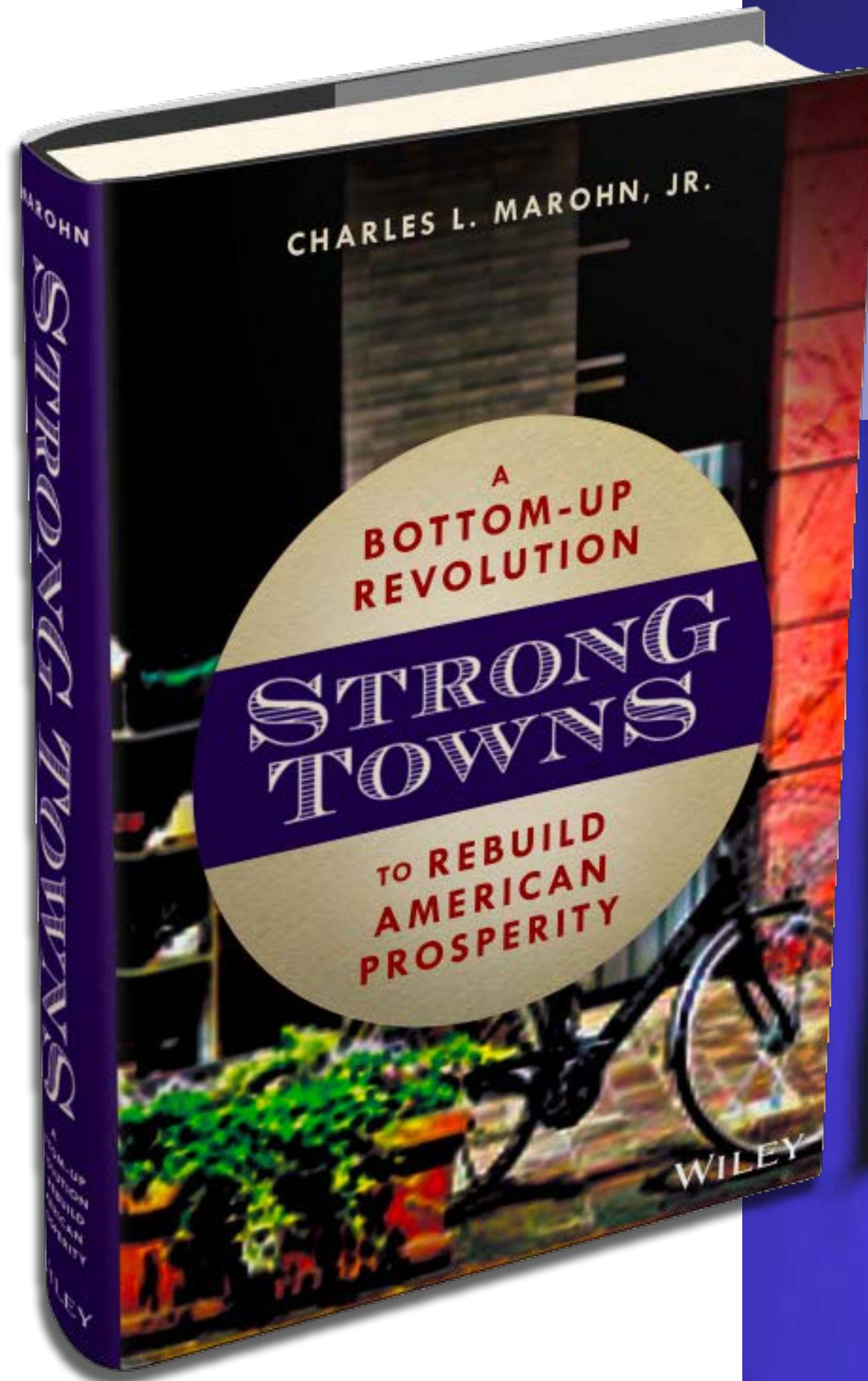
What you can do:

**Keep mapping your
revenues and costs -
Geoaccount!**

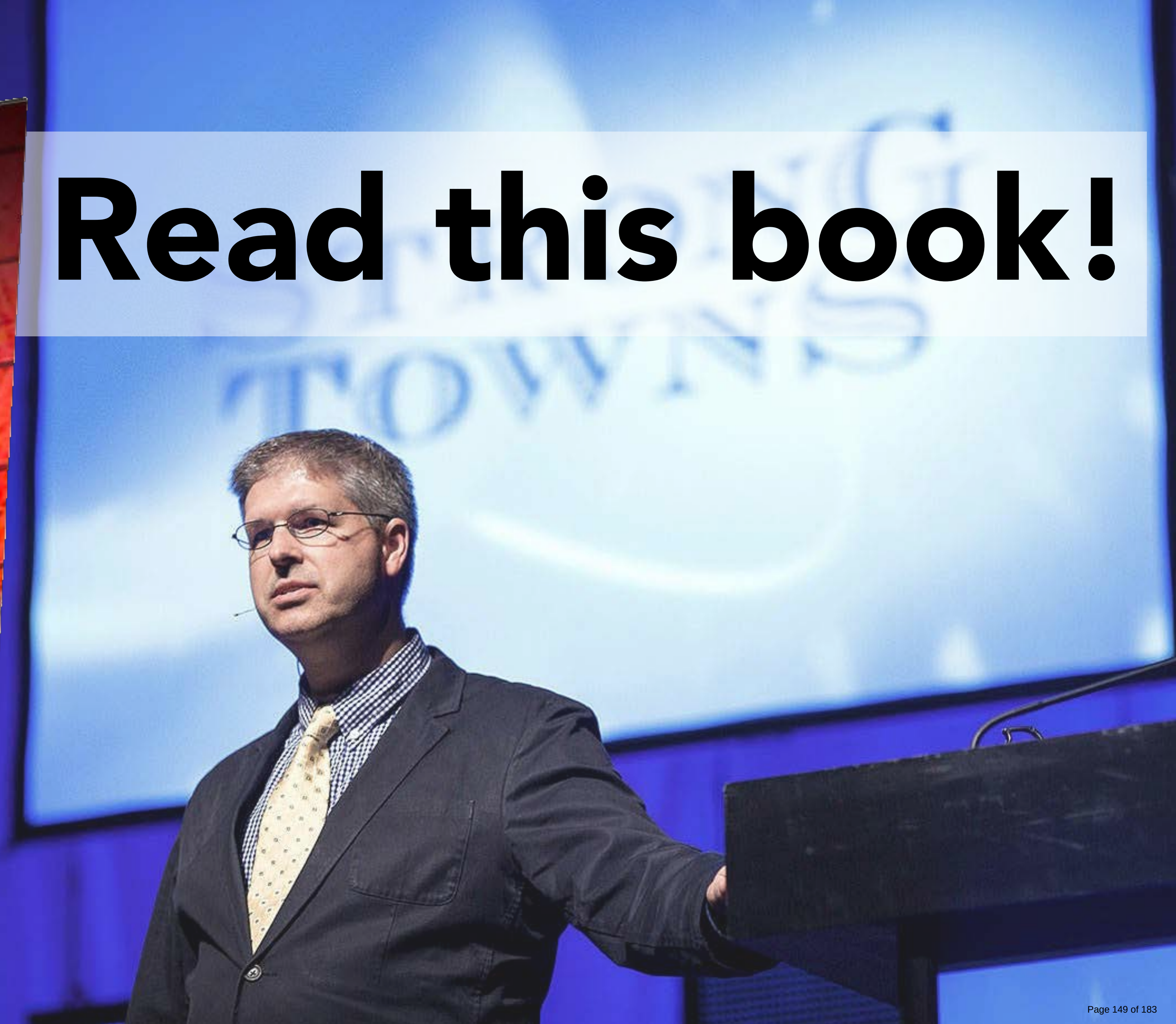
Net Revenue Per Acre

Windsor, CO





Read this book!



**DO THE
MATH**





MEMORANDUM

Date: February 5, 2024
To: Mayor and Town Board
From: Jessica Humphries, Admin Services Director
Re: 2024 Community Survey Update - J. Humphries, Administrative Services Director
Item #: 2.

Background / Discussion:

At the January 22, 2024, Work Session, staff presented information regarding the upcoming community survey. This survey is done every 2 years. For the 2024 survey, Magellan Strategies has been chosen to facilitate the survey. During the discussion, the staff asked the Town Board for feedback by adding questions on attainable housing or possibly sustainability. The Town Board has requested questions on housing only and directed the ad hoc committee members for attainable housing to help provide some of the questions. For this update, staff will present a draft survey including attainable housing questions for the Town Board to consider.

The community survey is slated to be ready and out to the community at the beginning of March. The survey will be conducted till early April. Results will be provided at the May 6, 2024, work session. Results are used to inform the Town Board and help guide them on their next strategic plan update early this summer.

Financial Impact:

Relationship to Strategic Plan:

Recommendation:

CC:

Attachments:

1. Town of Windsor 2024 Community Survey Draft C

Town of Windsor 2024 Community Survey
MAGELLAN ID: COWINDSOR-020124 **Interview Goal =**
1,000n

Field Dates: TBD, English & Spanish **+/- 3.05 MoE**

Hello. The Town of Windsor invites you to participate in an important community survey regarding town services, amenities, local issues, and the overall quality of life. We want to know your opinion, so please make your voice heard. Your responses will have a direct impact on decisions affecting your community now and in the future. Your answers are completely confidential, and the survey will only take 15 minutes to complete.

If you have any questions about the survey, please contact the Town of Windsor Communication Department at XXX-XXX-XXXX or email tsmith@Windsor.org. Let's get started.

S1. Would you like to take the survey in English, Español?

English;-1

Español;-2

S2. For statistical purposes only, can you please verify that you are at least 18 years old and a full-time resident in the Town of Windsor, Colorado?

Yes;-1

No;-2 **I am sorry, but this survey is only for adult, full-time residents of Windsor, Colorado. Have a good day.**

T1. In your own words, please describe the top two or three issues, priorities, or problems that you think the Town of Windsor should address in the next two or three years.

TEXT BOX

T2. Please rate each of the following aspects of quality of life in Windsor.

Excellent	Good	Fair	Poor	No Opinion
1	2	3	4	5

Windsor as a place to live

Your neighborhood as a place to live

Windsor as a place to raise children

Windsor as a place to work

Windsor as a place to retire

The overall quality of life in Windsor

T3. Please rate each of the following characteristics as they relate to Windsor as a whole.

Excellent 1	Good 2	Fair 3	Poor 4	No Opinion 5
----------------	-----------	-----------	-----------	-----------------

The overall feeling of safety in Windsor
The overall ease of getting to the places you usually have to visit
The quality of the overall natural environment in Windsor
The overall “built environment” of Windsor (including the overall design of buildings, parks, and transportation systems)
Health and wellness opportunities in Windsor
The overall opportunities for education and enrichment
The overall economic health of Windsor
Sense of community
The overall image or reputation of Windsor.

T4. Please indicate how likely or unlikely you are to do each of the following.

Very Likely 1	Somewhat Likely 2	Somewhat Unlikely 3	Very Unlikely 4	No Opinion 5
------------------	----------------------	------------------------	--------------------	-----------------

Recommend living in Windsor to someone who asks
Remain in Windsor for the next five years

T5. Please rate how safe or unsafe you feel doing the following:

Very Safe 1	Somewhat Safe 2	Neither Safe nor Unsafe 3	Somewhat Unsafe 4	Very Unsafe 5	No Opinion 6
----------------	--------------------	------------------------------	----------------------	------------------	-----------------

1. Walking in your neighborhood
2. Driving to work
3. Riding your bicycle through Town
4. Taking your children/grandchildren to a local park
5. Using a local trail
6. Working out at the recreation center
7. Attending community events (Harvest Festival, Music in the Park, etc.)

T6. Please rate each of the following characteristics as they relate to Windsor as a whole.

Excellent 1	Good 2	Fair 3	Poor 4	No Opinion 5
----------------	-----------	-----------	-----------	-----------------

Traffic flow on major streets
Ease of public parking
Ease of travel by car in Windsor
Ease of travel by public transportation in Windsor
Ease of travel by bicycle in Windsor
Ease of walking in Windsor
Availability of paths and walking trails
Air quality
Cleanliness of Windsor
The overall appearance of Windsor
Public places where people want to spend time
Variety of housing options
Availability of affordable quality housing
Fitness opportunities (including exercise classes and paths or trails, etc.)
Recreational opportunities
Availability of affordable quality food
Availability of affordable quality healthcare
Availability of preventive health services
Availability of affordable quality mental health care

T7. Please rate each of the following characteristics as they relate to Windsor as a whole.

Excellent	Good	Fair	Poor	No Opinion
1	2	3	4	5

Availability of affordable quality childcare/preschool
K-12 educational opportunities (traditional public, charter and private options)
Adult educational opportunities
Opportunities to attend cultural/arts/music activities
Opportunities to participate in religious or spiritual events and activities
Employment opportunities
Shopping opportunities
Cost of living in Windsor
The overall quality of business and service establishments in Windsor
Vibrant downtown/commercial area
The overall quality of new development in Windsor
Opportunities to participate in social events and activities
Opportunities to volunteer
Opportunities to participate in community matters
Openness and acceptance of the community toward people of diverse backgrounds
Neighborliness of residents in Windsor

T8. Please indicate whether or not you have done each of the following in the last 12 months.

Yes	No
1	2

Made efforts to conserve water
Made efforts to make your home more energy-efficient
Observed a code violation or other hazard in Windsor (weeds, abandoned buildings, etc.)
A household member was a victim of a crime in Windsor

Reported a crime to the police in Windsor
Stocked supplies in preparation for an emergency
Campaigned or advocated for an issue, cause, or candidate
Contacted the Town of Windsor (in-person, by phone, email, or web) for help or information
Contacted Windsor elected officials (in-person, by phone, email, or web) to express your opinion

- T9. In the last 12 months, how many times, if at all, have you or other household members done each of the following in Windsor?

2 times a week or more 1	2 to 4 times a month 2	Once a month or less 3	Never 4
-----------------------------	---------------------------	---------------------------	------------

Used Windsor recreation centers or their services
Visited a neighborhood park or Town park
Participated in religious or spiritual activities in Windsor
Attended a Town-sponsored event
Used bus, or other public transportation instead of driving
Carpooled with other adults or children instead of driving alone
Walked or biked instead of driving
Volunteered your time to some group/activity in Windsor
Participated in a club/civic group
Talked to or visited with your immediate neighbors
Do a favor for a neighbor

- T10. Thinking about local public meetings (of elected officials like Town Board or County Commissioners, advisory boards, town halls, HOA, neighborhood watch, etc.) in the last 12 months, about how many times, if at all, have you or other household members attended or watched a local public meeting?

2 times a week or more 1	2 to 4 times a month 2	Once a month or less 3	Never 4
-----------------------------	---------------------------	---------------------------	------------

Attended a local public meeting
Watched (online or on television) a local public meeting.

11. Please rate the quality of each of the following services in Windsor.

Excellent 1	Good 2	Fair 3	Poor 4	No Opinion 5
----------------	-----------	-----------	-----------	-----------------

Police services
Crime prevention
Traffic enforcement
Street repair
Street cleaning
Street lighting
Snow removal
Sidewalk maintenance
Traffic signal timing
Bus or transit services
Storm drainage
Drinking water
Sewer services
Utility billing
Town parks
Recreation programs or classes
Recreation centers or facilities
Land use, planning, and zoning
Code enforcement (weeds, abandoned buildings, etc.)
Animal Control
Economic development
Emergency preparedness (services that prepare the community for natural disasters or other emergency situations)
Preservation of natural areas such as open space, farmlands, and greenbelts
Windsor open space
Town-sponsored special events
Overall customer service by Windsor employees (police, receptionists, planners, etc.)

T12. Overall, how would you rate the quality of the services provided by each of the following?

Excellent 1	Good 2	Fair 3	Poor 4	No Opinion 5
----------------	-----------	-----------	-----------	-----------------

The Town of Windsor
The State of Colorado
The Federal Government

T13. Please rate the following categories of Windsor government performance.

Excellent 1	Good 2	Fair 3	Poor 4	No Opinion 5
----------------	-----------	-----------	-----------	-----------------

The value of services for the taxes paid to Windsor
The overall direction that Windsor is taking
The job Windsor government does at welcoming resident involvement
Overall confidence in Windsor government
Generally acting in the best interest of the community
Being honest
Treating all residents fairly

T14. Please rate how important, if at all, you think it is for the Windsor community to focus on each of the following in the coming two years.

Essential 1	Very Important 2	Somewhat Important 3	Not Important at All 4
----------------	------------------------	----------------------------	------------------------------

The overall feeling of safety in Windsor
The overall ease of getting to the places you usually have to visit
The quality of the overall natural environment in Windsor
The overall “built environment” of Windsor (including overall design, buildings, parks and transportation systems)
Health and wellness opportunities in Windsor
The overall economic health of Windsor
Sense of community

T15. Please indicate how much of a source, if at all, you consider each of the following to be for obtaining information about the Town government and its activities, events, and services.

Major Source 1	Minor Source 2	Not a Source 3
----------------------	----------------------	----------------------

Local newspaper (print)
Local newspaper (online)
Town website (<https://www.windsorgov.com>)
Town Facebook page
Town Twitter feed
Nextdoor
Direct emails from the Town
Direct mailings from the Town
Channel 8
Word of mouth

T16. Please indicate if you agree or disagree with the following statements regarding Town communication and engagement with Windsor residents.

Strongly Agree 1	Somewhat Agree 2	Somewhat Disagree 3	Strongly Disagree 4	No Opinion 5
---------------------	---------------------	------------------------	------------------------	-----------------

The Town does a good job notifying residents of events, meetings, public forums, and activities.

The Mayor and Town Board do a good job communicating with residents and keeping them informed about Town plans and decisions.

The Town is welcoming, open, and listens to residents' needs and concerns.

The Town is open and transparent in providing the public information about its operations and plans.

The Town does a good job providing virtual interaction for public meetings.

The Mayor and Town Board do a good job listening to residents and addressing their needs and concerns.

The Town does a good job of providing residents access to town staff, and board members and follows through on addressing resident grievances and concerns.

T17. Please rate the speed of growth in the following categories in Windsor over the past 2 years.

Much Too Slow 1	Somewhat Too Slow 2	Right Amount 3	Somewhat Too Fast 4	Much Too Fast 5	Don't Know 6
--------------------	------------------------	-------------------	------------------------	--------------------	-----------------

Population growth

Retail growth

Jobs growth

T18. Background. Less than 20% of the people who work in Windsor live in Windsor. While there are a variety of reasons why this may be the case, the town has anecdotal information that one reason is the lack of available housing for middle income people.

Statement: It is important - that as many people who work in Windsor have the opportunity to acquire housing in Windsor.

Strongly Agree 1	Somewhat Agree 2	Somewhat Disagree 3	Strongly Disagree 4	No Opinion 5
---------------------	---------------------	------------------------	------------------------	-----------------

T19. Background. There is a wide variety of potential ways to address the gap between income and housing cost. The two following options are currently under consideration:

A. Mandatory deed restrictions would require a developer to set aside a certain percentage of the development for lower priced homes. The buyers of these homes would be limited by their income level in their ability to buy these housing units. The property value appreciations would also be limited to keep it at a permanently affordable unit. Additionally, cover the cost to provide lower cost housing would be spread across the remaining units in the development. Would you support implementing a minimum affordability requirement for new housing developments?

Strongly Agree 1	Somewhat Agree 2	Somewhat Disagree 3	Strongly Disagree 4	No Opinion 5
------------------------	------------------------	---------------------------	---------------------------	--------------------

B. Down payment assistance funds provide small, down payment loans to individual home buyers. This option would require the Town to set aside money for such a program. The assistance could be reimbursable over time or repaid upon the sale of the home. Would you support the use of town funds for this purpose?

Strongly Agree 1	Somewhat Agree 2	Somewhat Disagree 3	Strongly Disagree 4	No Opinion 5
------------------------	------------------------	---------------------------	---------------------------	--------------------

T20. Background. There are a number of resources available from other sources including the State of Colorado. Should the Town dedicate staff to establish a housing resource office to assist home buyers in finding other opportunities for assistance?

Strongly Agree 1	Somewhat Agree 2	Somewhat Disagree 3	Strongly Disagree 4	No Opinion 5
------------------------	------------------------	---------------------------	---------------------------	--------------------

T21. What is the absolute best thing about living in Windsor?

TEXT BOX

T22. If you could improve one aspect of Windsor, what would it be and why?

TEXT BOX

Our last questions are about you and your household. Again, all of your responses to this survey are completely anonymous and will be reported in group form only.

D1. How often, if at all, do you do each of the following, considering all of the times you could?

Never 1	Rarely 2	Sometimes 3	Usually 4	Always 5
------------	-------------	----------------	--------------	-------------

Recycle at home
Purchase goods or services from a business located in Windsor
Eat at least 5 portions of fruits and vegetables a day
Participate in moderate or vigorous physical activity
Read or watch local news (via television, paper, computer, etc.)
Vote in local elections

D2. Would you say that, in general, your health is?

Excellent	Good	Fair	Poor	No Opinion
1	2	3	4	5

D3. What impact, if any, do you think the economy will have on your family income in the next six months? Do you think it will be:

Very positive;-1
Somewhat positive;-2
Neutral;-3
Somewhat negative;-4
Very negative;-5

D4. What is your employment status?

Working full-time for pay;-1
Working part-time for pay;-2
Unemployed, looking for paid work;-3
Unemployed, not looking for paid work;-4
Fully retired;-5

D5. Do you work inside the boundaries of Windsor?

Yes, outside the home;-1
Yes, from home;-2
No

D6. How many years have you lived in Windsor?

Less than 2 years;-1
2 to 5 years;-2
6 to 10 years;-3
11 to 20 years;-4
More than 20 years;-5

D7. Which best describes the building you live in?

A one-family house detached from other houses;-1
A building with two or more homes (duplex, townhome, apartment, or condominium);-2
A mobile home;-3
Other;-4

D8. Is this house, apartment, or mobile home...

Rented;-1

Owned;-2

D9. About how much is your monthly housing cost for the place you live (including rent, mortgage payment, property tax, property insurance, and homeowners' association (HOA) fees)?

Less than \$300 per month;-1

\$300 to \$599 per month;-2

\$600 to \$999 per month;-3

\$1,000 to \$1,499 per month;-4

\$1,500 to \$2,499 per month;-5

\$2,500 or more per month;-6

D10. Do any children 17 or under live in your household?

Yes;-1

No;-2

D11. Are you or any other members of your household aged 65 or older?

Yes;-1

No;-2

D12. How much do you anticipate your household's total income before taxes will be for the current year? (Please include in your total income money from all sources for all persons living in your household.)

Less than \$25,000;-1

\$25,000 to \$49,999;-2

\$50,000 to \$99,999;-3

\$100,000 to \$149,999;-4

\$150,000 or \$199,999;-5

\$200,000 or more; 6

Please respond to both questions, D13 and D14.

D13. Are you Spanish, Hispanic, or Latino?

No, not Spanish, Hispanic, or Latino;-1

Yes, I consider myself to be Spanish, Hispanic, or Latino;-2

D14. What is your race? (Choose one or more races to indicate what race you consider yourself to be.)

American Indian or Alaskan Native;-1

Asian, Asian Indian, or Pacific Islander;-2

Black or African American;-3

White;-4

Other;-5

D15. In which category is your age?

- 18 to 24 years;-1
- 25 to 34 years;-2
- 35 to 44 years;-3
- 45 to 54 years;-4
- 55 to 64 years;-5
- 65 to 74 years;-6
- 75 years or older;-7

D16. What is your sex?

- Female;-1
- Male;-2

D17. Would you like to sign up for the Town of Windsor's resident email contact list to stay informed about town activities, initiatives, and happenings? If yes, please provide your email in the box below.

- Yes;-1 **TEXT BOX**
- No thank you;-2

The Town of Windsor, thank you for taking the time to participate in this community survey and sharing your opinions with us. Have a good day.



MEMORANDUM

Date: February 5, 2024
To: Mayor and Town Board
From: Mark Price, Planner 1
Re: Short-term Rental Draft Ordinance - D. Money, Town Attorney; S. Ballstadt, Director of Planning; M. Price, Planner I;
Item #: 3.

Background / Discussion:

Enclosed please find the staff presentation and the current draft Short Term Rentals ordinance. The presentation covers the specific topics raised at the December 11, 2023 Town Board work session. Also attached is a joint letter from SAFEbuilt and Windsor-Severance Fire Rescue outlining their specific concerns from a building and fire code perspective.

Financial Impact:

N/A

Relationship to Strategic Plan:

N/A

Recommendation:

This information is provided for Town Board discussion and direction to staff.

CC:

N/A

Attachments:

1. STR Ordinance Revised
2. Short Term Rental Presentation - Town Board
3. STR Memo SB WSFR signed

TOWN OF WINDSOR
ORDINANCE NO. 2024-

AN ORDINANCE AMENDING CHAPTER 16 OF THE WINDSOR MUNICIPAL CODE TO
ALLOW SHORT-TERM RENTALS AS A RESIDENTIAL USE

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

WHEREAS, the Town created and adopted the Windsor Land Use Code consisting of Chapters 14, 15, 16 and 17; and

WHEREAS, short-term rental properties are utilized by homeowners throughout the Town; and

WHEREAS, the Town has not yet adopted code requirements for the licensure and regulation of short-term rentals; and

WHEREAS, for the purposes of health and safety of the inhabitants of short-term rentals, the protection of surrounding neighboring properties and the protection of community character, the Town seeks to license and regulate this residential use; and

WHEREAS, the Town finds that the adoption of this Ordinance is necessary for the health, safety, and welfare of the residents.

NOW, THEREFORE, BE IT ORDAINED BY THE TOWN BOARD OF THE TOWN OF WINDSOR, COLORADO, AS FOLLOWS:

Section 1. Article 3 of Chapter 16 of the Town Code of the Town of Windsor, Colorado, is hereby amended to add a new section allowing and regulating short-term rentals in Town limits. The new section shall read as follows:

Sec. 16-3-60.-Short-Term Rentals.

- (a) Intent. The intent of this article is to provide procedural requirements to seek approval for and regulate an owner who rents or advertises for a short-term rental. Therefore, the intent is to establish an annual adoption of updated fees and fee schedule, terms, and manner for issuing and revoking an approval that is issued. Additionally, this article ensures that short-term rentals are operated in a manner that is compliant with all applicable rules, laws, and regulations, as well as to ensure it is compatible with the surrounding neighborhood and protects the overall community character.
- (b) The provisions set forth in this article shall only apply to short-term rental properties, as defined within the Land Use Code. This article shall not apply to the furnishing of lodging services in hotels, motels, resort lodge cottages, bed and breakfast establishments, timeshares/fractional ownership units within a building operating akin to that of a hotel/motel with a central check-in located within such facility, or to properties with leases of 31 days or longer.

- (c) **Definition.** Short-term rental means a dwelling unit within a residentially zoned property (single family residence, ADU, fee simple duplex or townhome, condominiums), that is rented or otherwise made available by way of a rental agreement, lease, permit, or any other means, whether oral or written, for compensation or consideration, of residential property, a dwelling unit, or a portion thereof located within the Town, for a period of thirty (30) consecutive days or less. Short-term rentals are separate and distinct from hotels, motels, resort lodge cottages, bed and breakfast establishments, timeshares/fractional ownership units with a building operating akin to that of a hotel/motel with a central check-in located with such facility.
- (d) **General Provisions.** Town licensed short-term rentals are only allowed in the following residentially zoned districts, explicitly in the Single Family (SF-1) zone district, and within residentially defined areas within a Residential Mixed Use One (RMU-1) zone district, subject to the following conditions:
- (1) **License Required.** It shall be unlawful to offer, provide, or operate a short-term rental in the Town of Windsor without obtaining a short-term rental license from the Town, through the Division tasked with oversight and enforcement. A license shall only be issued to a natural person, whose name appears on the property deed or a trust whose beneficiary is a natural person.
 - (2) **Application.** Before any license under this article is issued, an application shall be submitted to the Finance Department and Community Development Department Planning Division. All applications shall be made upon forms provided by the Community Development Department. The Community Development Department may require additional documentation associated with the application as necessary to enforce the requirements of this article.
 - (3) **Short-term Rental Fee.** Before any license under this article is issued, an applicant for a short-term rental license must pay a short-term license fee which has been determined necessary by the Town to offset costs associated with short-term rental regulation. This fee may be reasonably adjusted by the Director of Finance or their designee.
 - (4) **Compliance with Restrictive Covenants.** If the parcel upon which an accessory dwelling unit is proposed falls within the jurisdiction of a homeowners' association or similar covenant-based property owners' association, the requirements of this Section shall be considered minimum requirements. Any such association shall have the right to lawfully adopt more stringent standards for accessory dwelling units, including the outright prohibition of accessory dwelling units, for any parcel within the regulatory authority of such association.
 - (5) **Compliance with State and Federal Laws.** All short-term rentals must comply with applicable state and federal laws.
 - (6) **Insurance Required.** It shall be unlawful to operate a short-term rental without fire, hazard and liability insurance coverages, which limits are set by the Town. Proof of insurance will be required prior to issuance of the license. The Town shall not be held liable.

- (7) Owner and or Property Management Information For Emergency Contact. This owner or property manager shall have access and authority to assume management of the short-term rental, take remedial measures, and to accept service on behalf of the owner. The property manager shall be available 24 hours per day, seven days per week to respond to complaints, issues of concern, and violations related to this article. The property manager must be able to affirmatively respond to complaints within an hour of notification of such complaint. Failure by the property manager to affirmatively respond to a complaint and attempt to resolve such complaint within an hour of notification shall be considered a violation of this article.

(e) Requirements.

- (1) Development Standards. All short-term rentals must meet the applicable Town development standards, building, residential and fire codes adopted by the Town. These requirements include, but are not limited to, properly installed and functioning smoke detector(s), carbon monoxide detector(s) and fire extinguisher(s) on the properties.
- (2) Total Occupancy. Two occupants per each bedroom, or sleeping room, within the unit are allowed to reside in a short-term rental. (Example: 2 bedrooms = 4 occupants). A bedroom is any enclosed habitable space within a dwelling unit, which complies with the minimum room dimension requirements of the International Residential Code, as adopted, and amended from time to time. Living rooms, family rooms and other similar areas that are so situated and designed as so to clearly indicate these intended uses, shall not be interpreted as bedroom rooms.
- (3) Site plan depicting off-street parking stalls and trash facility locations.
 - (a) Parking. The short-term rental shall have one off-street parking space per bedroom in the unit. (Example: 2 bedrooms = 2 off-street parking spaces)
 - (b) Trash Removal. Trash shall be contained in an appropriate manner to prevent litter dispersion to adjacent neighbors.
- (4) Application.
 - (a) Proof of property and liability insurance must be provided upon acceptance of application.
 - (b) Street side emergency address numbers are displayed in accordance with 911 regulations.
 - (c) Smoke alarms and carbon monoxide detectors are in correct working order and that the correct number of devices are installed per the Building Code. (Include date of device).
 - (d) Working fire extinguishers are located at each cooking area and are in close proximity to each open flame source.

- (e) Trash containers are of sufficient size to accommodate the maximum occupancy allowed and that a collection plan is in place.
 - (f) Notification to tenants of noise and parking regulations in accordance with the applicable Town of Windsor Municipal Code.
 - (g) Number bedrooms in the rental unit.
 - (h) Number of full bathrooms in the rental unit.
 - (i) Number of off-street parking spaces available.
 - (j) Property complies with The Code.
- (5) Owner/property manager shall be responsible to provide their contact information to all neighbors adjacent to the short-term rental. Proof of such shall be provided to the Town within ten days of planning approval and or following any change in information.
 - (6) Existing Short-term Rentals. Existing short-term rentals will be required to submit a formal short-term rental application within 90 days of implementation of this ordinance.
 - (7) Renewal Application. Renewal application and fee payment is required biannually upon notification by the Town. Failure to complete and resubmit the renewal application form to the Department shall be cause for consideration or revocation of approval.
 - (8) Change in Ownership. Any change in ownership shall require a new application and license. Licenses are not transferable.
 - (9) Inspection and Reinspection. Short-term rentals shall be inspected for initial licensure, then reinspected by the Town Building Official and the Windsor Severance Fire Rescue every two (2) years accompanying the renewal every other year to ensure continued compliance with the applicable building and fire code.
 - (10) Advertising. Any advertising shall contain the Town license number.
(Example: STR23-001)

(f) Neighborhood Complaints.

- (1) Complaints concerning a short-term rental shall first be directed to the owner /property manager. The owner/property manager shall respond to the complaint, including visiting the site, if necessary, within one hour of notification. Failure by a property manager to affirmatively respond to a complaint and attempt to resolve such complaint shall be considered a violation of this article.

- (2) The Town may investigate any complaint received, to determine if it is a substantiated complaint that represents a documented violation of any provision(s) of this article.
- (3) Violations of this article shall be subject to the enforcement provisions set forth herein. If violation(s) are not corrected or if there are repeat offenses, the Town may pursue action as provided for herein.
- (4) If upon review at any time, the Town determines the owner has failed to comply with any of the requirements, performance standards, conditions or restrictions imposed by this article, the Town may take such action as is deemed necessary to remedy the non-compliance, including but not limited to, suspension or revocation of the approval as set for in section (g) below.

(g) **Suspension or Revocation.** An approval granted pursuant to this article may be revoked by the Town Manager or designee following a show cause determination for any violation of this article or criminal violation. The authorized enforcement agency may commence suspension or revocation proceedings if any of the following occurs:

- (1) An owner has had three substantiated complaints by neighboring property owners or occupants; or
- (2) An owner has violated or is currently violating this article, or the Town of Windsor Land Use Code, in a manner that significantly endangers the health, safety, or welfare of the public.

(h) **Suspension or Revocation Determination.**

- (1) The show cause determination shall be made by the Town Manager or designee.
- (2) A notice of violation shall be provided by certified mail to the owner and/or property manager setting forth the date and substance of the alleged violation(s).
- (3) Within 15 days of receiving the notice of violation, the owner and/or property manager may correct the violation and present evidence of corrective action. The owner and/or property manager may also dispute the allegations to the Town Manager or designee.
- (4) The Town Manager or designee will consider the following when determining whether to suspend or revoke the short-term rental approval:
 - (a) The nature and seriousness of the violation.
 - (b) Impact of the violation on the neighborhood and/or community.
 - (c) Corrective action, if any, taken by the owner or property manager.
 - (d) Prior violations.

- (e) The likelihood of reoccurrence of the violation(s).
 - (f) Entirety of the circumstances surrounding the violation(s).
 - (g) Willingness, or lack thereof, to rectify the violation(s).
 - (h) License tenure.
- (5) Following receipt of sufficient evidence that may be provided to the Town Manager or designee, if it is determined that good cause exists for the imposition of a sanction against the owner, the Town Manager or designee may suspend or revoke their license.
 - (6) A license may be suspended by the Town Manager or designee upon the factors above showing a violation of this ordinance and the requirements of this license. The license shall remain suspended until clear and convincing evidence has been provided to the Town Manager or designee showing that the violation has been corrected in compliance with this section.
 - (7) Any property that has accrued 3 sustained violations within the 2-year licensing period may be revoked by the Town Manager or designee.
 - (a) Once a license has been revoked, an owner must wait 6 months before reapplying for a new license, unless that owner has shown by clear and convincing evidence that the reasons leading to the revocation has been remedied to the satisfaction of the Town Manager or designee. If such evidence has been provided, and the Town Manager or designee has determined that compliance has been met, the license may be re-issued, prior to the 6-month period.
- (i) Appeals of License Revocations. Any determination made by the Town Manager or designee related to the suspension or revocation of the approval may be appealed to the Board of Adjustment, under Windsor Municipal Code Sec. 14-2-180(a)(1) and will be treated similarly to a determination made by the Zoning Officer of the Town.
 - (j) Violation of This Article. Violation of this article may cause suspension or revocation of the short-term rental license or may be subject to prosecution dependent upon the nature and extent of the act or violation.

Section 2. Severability. The provisions of this Ordinance are hereby declared to be severable. If any section, paragraph, clause, or provision of this Ordinance shall, for any reason, be held to be invalid or unenforceable by a court of competent jurisdiction, the invalidity or unenforceability of such section, paragraph, clause, or provision shall not affect any of the remaining provisions of this Ordinance.

Section 3. Repealer. All orders, resolutions, or ordinances in conflict with this Ordinance are hereby repealed, only to the extent of such conflict. This repealer shall not be construed as reviving any resolution, ordinance, or part thereof, heretofore repealed.

Introduced, passed on first reading and ordered published this ____ day of _____, 2023.

TOWN OF WINDSOR, COLORADO

Paul Rennemeyer, Mayor

ATTEST:

Karen Frawley, Town Clerk

[Seal]

Introduced, passed on second reading, and ordered published this ____ day of _____, 2023.

TOWN OF WINDSOR, COLORADO

Paul Rennemeyer, Mayor

ATTEST:

Karen Frawley, Town Clerk

[Seal]



Short-Term Rental Ordinance

Town Board Work Session - Planning
February 5, 2024



Outreach to Existing Hosts:

- Utilize Muni-revs and Finance Department, along with host websites to send email communications regarding Ordinance and requirements for licensing.
 - Submittal of STR applications to align with business license renewal date for individual properties.
- The staff memorandum providing an overview, draft ordinance and licensing requirements will be emailed to all owners and rental platforms.

Staff Resources and Associated Fees:

- Rates for staff time
(Initial Application)
 - 2 Hours for Planning Staff - \$108*
 - 1 Hour for Filing/Admin - \$54*
 - WSFR inspection - \$100**
 - SAFEbuilt inspection - \$100**
- Renewal staff time
(Renewal Period – 2 years)
 - 1 Hour for Processing - \$54*
 - WSFR Inspection - \$100**
 - SAFEbuilt inspection - \$100**

*Rates Calculated in conjunction with Finance Department

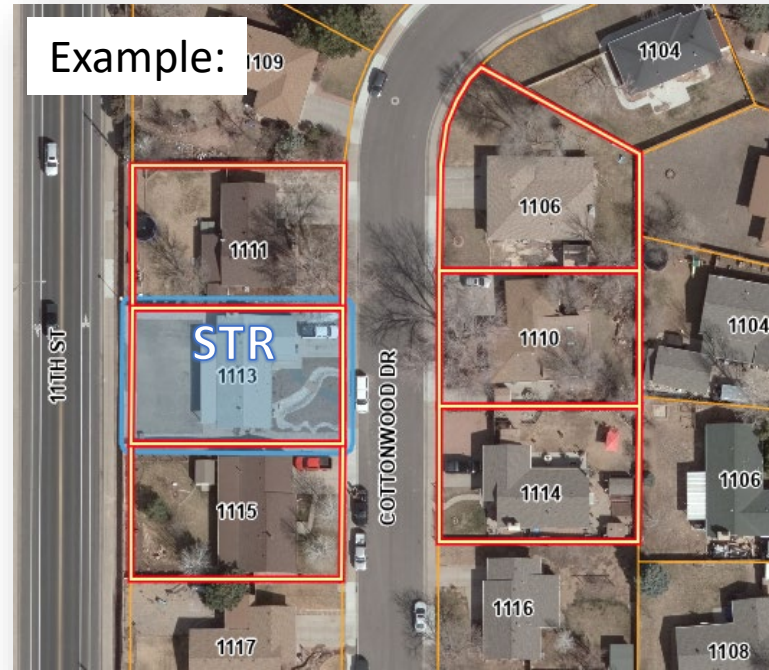
**Rates Determined by WSFR and SAFEbuilt



Notifications:

- Property Owner or Manager:
 - Property owner and/or manager shall be responsible to provide their contact information to all neighbors adjacent to the short-term rental property.

Example:



Includes all properties adjacent to the STR as well as those properties across the street.

- for parking and noise considerations

Cul-de-sac Example:



Includes all properties within the cul-de-sac as well as adjacent rear neighbors.

- for parking considerations

Condominiums and Apartments:

- Similar to the City of Fort Collins, WSFR and SAFEbuilt have expressed concerns with allowing short-term rentals in condominiums and apartments due to differences in building construction and egress safety concerns.
 - Fire protected separation between units
 - Indirect egress patterns comparable to hotel layouts

*Excerpt from letter on next slide.

Letter from SAFEbuilt and WSFR

The biggest challenge and concern to both the Building Department and the Fire District is that the occupants could be unfamiliar with the egress components. This includes exit doors, egress windows, and exit discharge paths. To reduce that confusion, STRs should only be allowed in;

1. Single Family Dwellings
2. Two Family dwelling units (Duplexes)
3. Fire Sprinklered Townhomes

Single-family dwellings have a clear and unobstructed path to a yard or publicway as do Duplexes. Townhomes are separated from foundation to roof with a 1-hour fire rating between units, open on two sides, AND are equipped with a fully operational fire sprinkler system. (This was adopted by the Town of Windsor in 2019 when they adopted the 2018 International Codes). These three types of housing units provide direct exit access and a clear path to the publicway.

STRs would not be allowed in apartment complexes and condos where one unit is located on top of the other. The Building and Fire Codes consider these types of buildings too risky for the renters who are not familiar with the space when trying to exit.



Russ Weber
Town of Windsor Building Official



Sandra Friedrichsen
Fire Marshal WSFR

Violations, Enforcement and Revocation

- Suspension:
 - A license may be suspended by the Town Manager or designee for violations pertaining to the ordinance.
 - Parking issues, noise, trespassing, fire extinguishers, landscaping, etc.
 - It will remain suspended until proof of remediation has been provided.
- Revocation:
 - Any property that has accrued 3 violations within the 2-year licensing period may be revoked by the Town Manager or designee.
 - 6-month revocation before reapplying for a new license.
 - With evidence provided, compliance met, the license may be re-issued, prior to the 6-month period.

Fine Schedule for Violations: Discussion

- Airbnb violation/enforcement examples from other municipalities:
 - Airbnb- Has found fines help increase compliance turnaround time with the following structure.
 - 1st Strike: \$250
 - 2nd Strike: \$500
 - 3rd Strike: \$1000 + Revocation of License for 6-months with resubmittal of new application and associated fees.



Discussion

Town of Windsor - Planning



January 17, 2024

RE: Short-Term Rental Properties in Windsor

The Town of Windsor Planning Director, Scott Ballstadt has requested SAFEbuilt and Windsor Severance Fire Rescue's (WSFR) input for life safety concerns relating to allowing short term rentals (STR's) in the Town of Windsor. STR's have become popular in many jurisdictions in Colorado. STRs also know as Airbnb's and VRBO's have become the preferred method of vacationing for travelers around the Country. STR's can accommodate groups, and have cooking facilities at a lower price than hotel chains.

The biggest challenge and concern to both the Building Department and the Fire District is that the occupants could be unfamiliar with the egress components. This includes exit doors, egress windows, and exit discharge paths. To reduce that confusion, STRs should only be allowed in;

1. Single Family Dwellings
2. Two Family dwelling units (Duplexes)
3. Fire Sprinklered Townhomes

Single-family dwellings have a clear and unobstructed path to a yard or publicway as do Duplexes. Townhomes are separated from foundation to roof with a 1-hour fire rating between units, open on two sides, AND are equipped with a fully operational fire sprinkler system. (This was adopted by the Town of Windsor in 2019 when they adopted the 2018 International Codes). These three types of housing units provide direct exit access and a clear path to the publicway.

STRs would not be allowed in apartment complexes and condos where one unit is located on top of the other. The Building and Fire Codes consider these types of buildings too risky for the renters who are not familiar with the space when trying to exit.

Additional requirements for STRs would be an inspection verifying all egress components are maintained, all smoke and carbon dioxide detectors are operational and fire extinguishers are installed and placed following WSFR requirements.

Sincerely

Russ Weber

Russ Weber
Town of Windsor Building Official

Sandra Friedrichsen

Sandra Friedrichsen
Fire Marshal WSFR



MEMORANDUM

Date: February 5, 2024
To: Mayor and Town Board
From: Karen Frawley, Town Clerk
Re: Liquor License Classifications and Liquor Fees Follow-up Discussion - K. Frawley, Town Clerk
Item #: 4.

Background / Discussion:

At the January 22, 2024, Town Board Work Session, staff brought to the board updating the current title of "occupation tax" for liquor licenses to "liquor classification fee". The board directed staff to increase the fees and bring back the discussion at a future work session. Staff has since worked on the increase to fees and are ready to present those to the board for approval to move forward with an ordinance for the name change of the fee, addition of classifications and fees to align with current license types, and a resolution that will set the fees.

Financial Impact:

Relationship to Strategic Plan:

Recommendation:

Staff is seeking the board's direction on how to proceed.

CC:

Attachments:



FUTURE TOWN BOARD MEETINGS

February 12, 2024 5:30 p.m.	Town Board Special Meeting Board/Manager/Attorney Monthly Meeting Executive Session: Water
February 12, 2024 7:00 p.m.	Town Board Regular Meeting
February 19, 2024	Canceled – President’s Day Holiday
February 26, 2024 5:30 p.m.	Town Board Work Session CIP Storyboard Windsor Civic Academy
February 26, 2024 7:00 p.m.	Town Board Regular Meeting
March 4, 2024 5:30 p.m.	Town Board Work Session
March 11, 2024 5:30 p.m.	Town Board Work Session Board/Manager/Attorney Monthly Meeting
March 11, 2024 7:00 p.m.	Town Board Regular Meeting
March 18, 2024 5:30 p.m.	Town Board Work Session Canceled for NCL Conference
March 25, 2024 5:30 p.m.	Town Board Work Session Facility Study Discussion
March 25, 2024 7:00 p.m.	Town Board Regular Meeting
April 1, 2024 5:30 p.m.	Town Board Work Session
April 8, 2024 5:30 p.m.	Town Board Work Session Board/Manager/Attorney Monthly Meeting
April 8, 2024 7:00 p.m.	Town Board Regular Meeting
April 15, 2024 5:30 p.m.	Town Board Work Session

April 22, 2024 5:30 p.m.	Town Board Work Session
April 22, 2024 7:00 p.m.	Town Board Regular Meeting
April 29, 2024	Canceled – 5 th Monday
May 6, 2024 5:30 p.m.	Town Board Work Session Elected Official Training with Sam Light from CIRSA IT Orientation (Cybersecurity, Technology) Community Survey Results
May 13, 2024 5:30 p.m.	Town Board Work Session Board/Manager/Attorney Monthly Meeting
May 20, 2024 5:30 p.m.	Town Board Work Session
May 27, 2024	Canceled – Memorial Holiday

Future Work Session Topics

- DDA Entertainment District
- Telecom Code (Pending FCC Rules)
- Weld RE-4 School Land Dedication/Cash in lieu of Land Update