



PLANNING COMMISSION WORK SESSION

February 21, 2024 - 7:00 PM

Town Board Chambers, 301 Walnut Street, Windsor, CO 80550

To view Planning Commission meeting broadcasts, visit
www.windsorgov.com/MeetingsOnDemand.

AGENDA

GOAL of this Work Session is to have the Planning Commission receive information on topics of town land use planning and zoning-related matters 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 chairman before participating in any discussions of the Planning Commission.

1. Comprehensive Plan - Final Draft Working Review - D. Eisenbraun, Long Range Planner

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 21, 2024
To: Planning Commission
From: David Eisenbraun, Senior Planner
Re: Comprehensive Plan - Final Draft Working Review - D. Eisenbraun, Long Range Planner
Item #: C.1.

Background / Discussion:

This informational work session is intended to serve as an opportunity to offer final additional comments on the full Comprehensive Plan Draft prior to refining the plan into the Adoption Draft. This interactive work session intends to provide opportunities for Commissioner input and feedback based on the information gathered through previous internal and external efforts.

This draft incorporates all information received to date, including the recent presentation of the Working Draft of the Comprehensive Plan from the Planning Commission and Town Board at their December 4, 2023 Joint Work Session.

The Public Draft Comprehensive Plan was posted online for review on January 31, 2024, at [Draft Town of Windsor Comprehensive Plan | Logan Simpson \(konveio.com\)](https://konveio.com). In addition, Town Staff and Consultants held an Open House Event on February 7, 2024, of which attendees numbered approximately 120. Comments from the open houses have been incorporated into the online draft plan platform, and these comments extracted and included as an attachment to this packet. The online Draft Plan will be available until February 29, 2024, at which time Town Staff and Consultants will review all public comment and integrate necessary changes for the Adoption Draft Comprehensive Plan.

The Planning Commission Public Hearing for the Comprehensive Plan is scheduled for March 20, 2024.

Financial Impact:

Relationship to Strategic Plan:

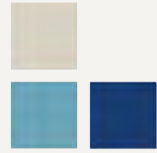
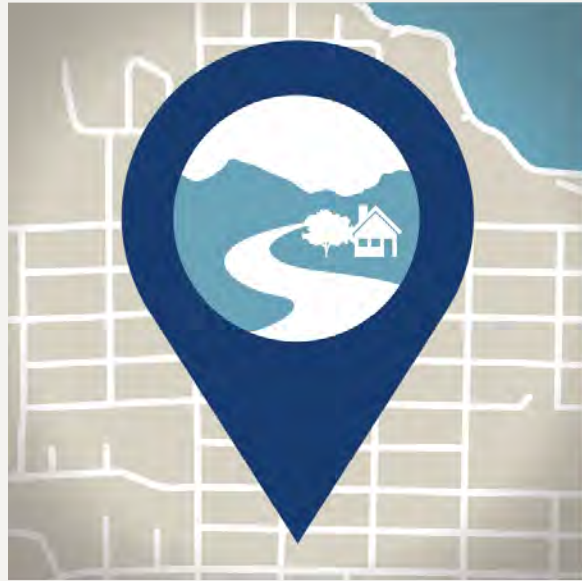
Recommendation:

Information only

CC:

Attachments:

1. PC Work Session Presentation
2. PC Work Session Extracted Comments
3. Windsor Comprehensive Plan Draft
4. Windsor Comprehensive Plan Draft Appendices



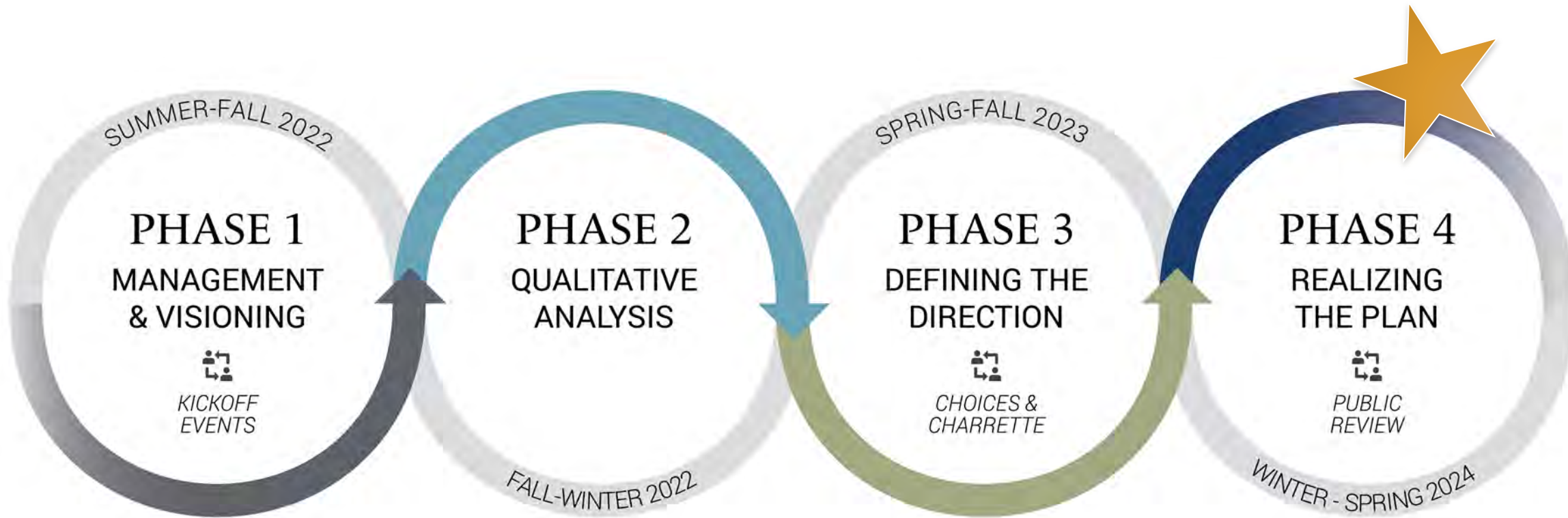
COMPREHENSIVE

PLAN



DRAFT PLAN REVIEW

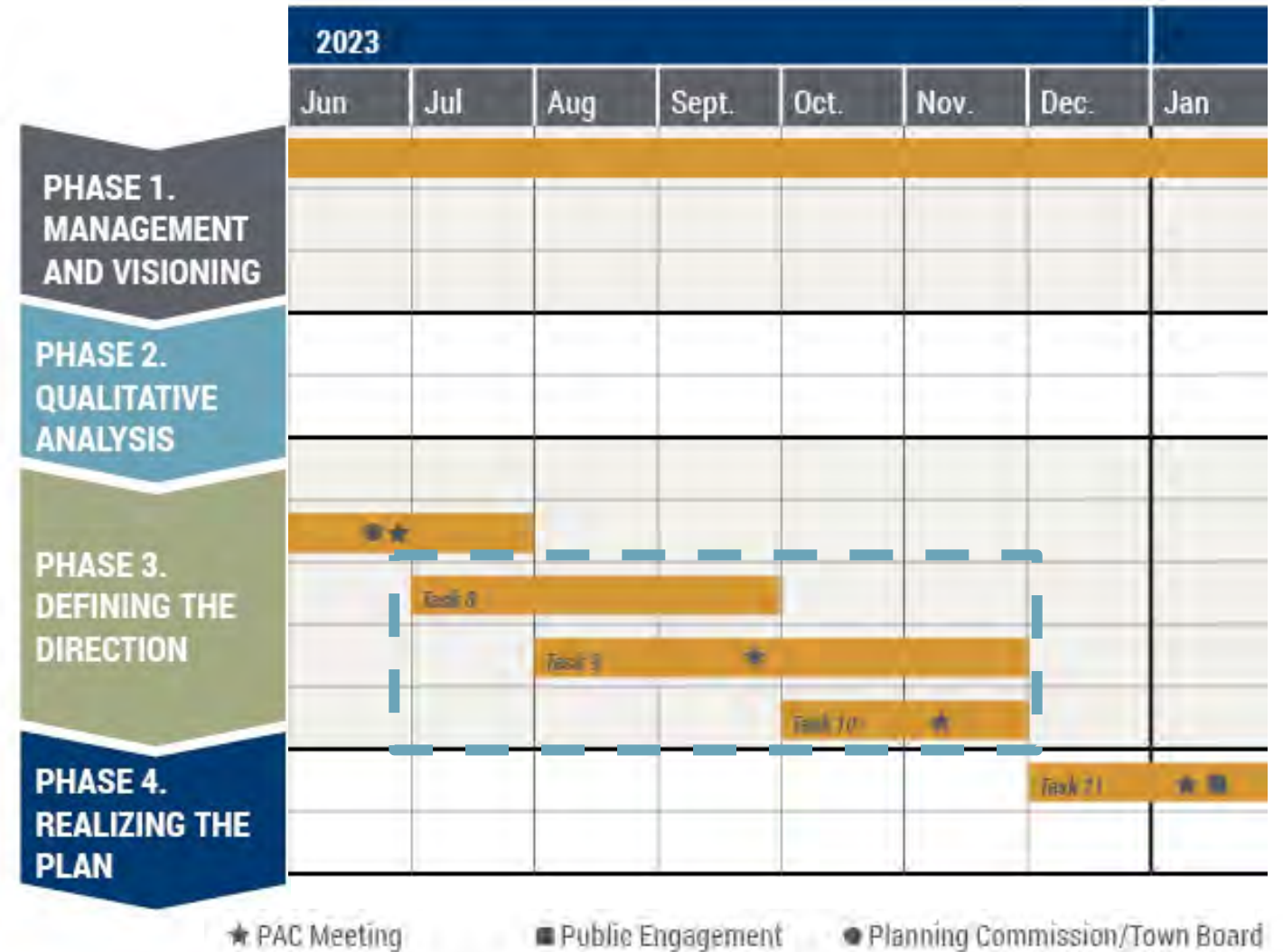
Planning Commission Work Session
21 February 2024



Project Status

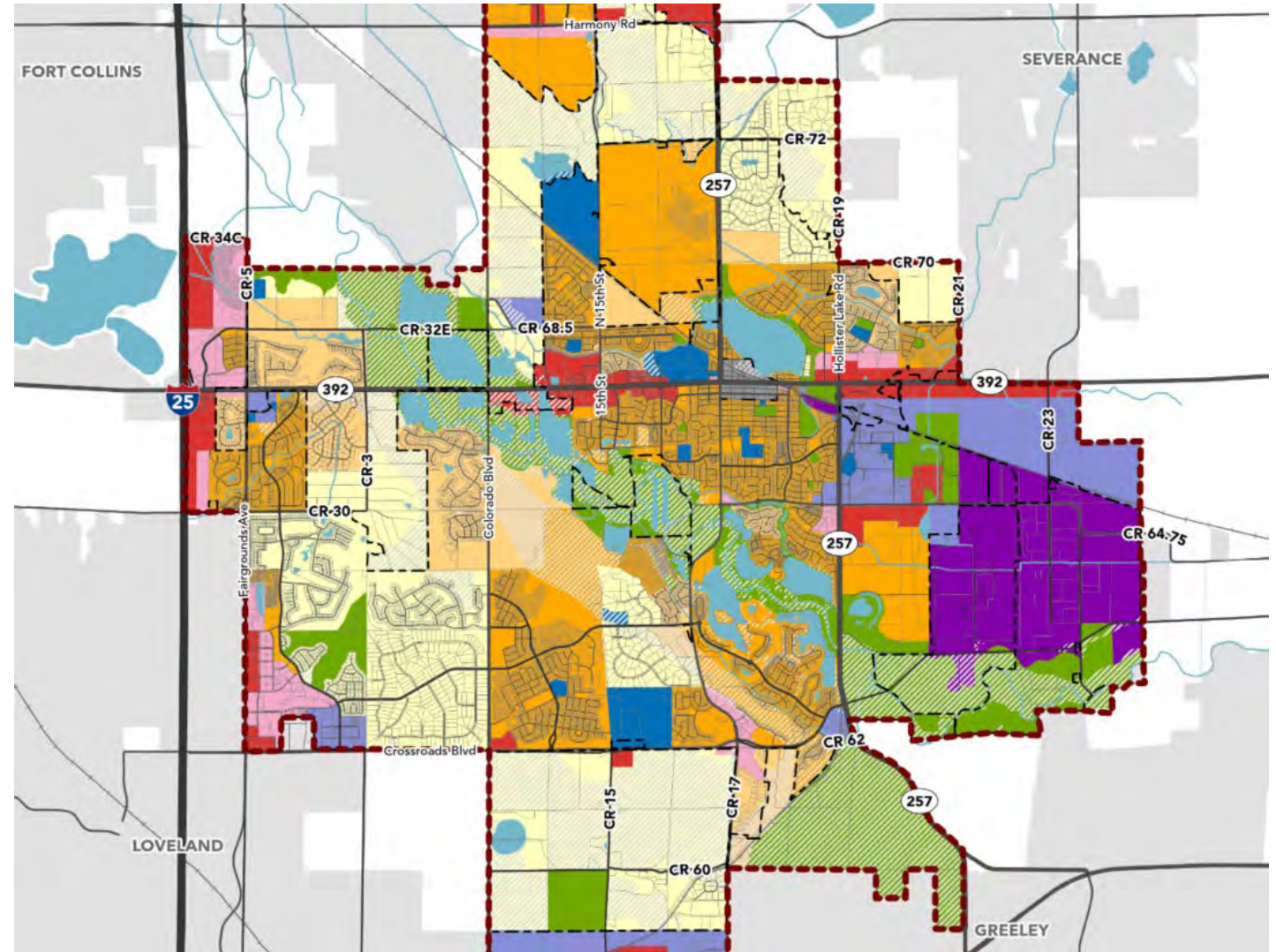
What We've Accomplished

- ✓ 1. Project Initiation
- ✓ 2. Public Engagement Plan
- ✓ 3. Project Kickoff
 - ✓ Stakeholder Interviews
 - ✓ Speaker Panel Event
 - ✓ Visioning Survey
 - ✓ Community Tour with Staff
- ✓ 4. Plan Audit
- ✓ 5. Existing Conditions
- ✓ 6. Opportunities Analysis
- ✓ 7. Community Choices and Priorities
- ✓ 8. Future Land Use Plan and Fiscal Analysis
- ✓ 9. Policy Framework Development
- ✓ 10. Management and Implementation Plan
- ✓ 11. Draft Plan



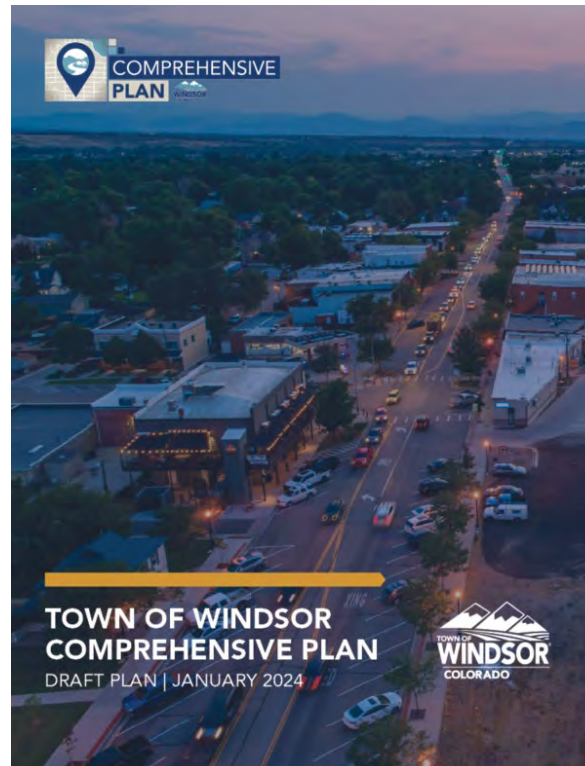
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- ✓ 9. Policy Framework Development
- ✓ 10. Management and Implementation Plan
- ✓ 11. Draft Plan



What We've Accomplished

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GOALS & POLICIES				
HOUSING & NEIGHBORHOODS				
Windsor is a blend of established neighborhoods and burgeoning subdivisions. Each residential area boasts its own unique identity, fostering close-knit communities. This dynamic development pattern often results in residents identifying more closely with their immediate neighborhoods than with the broader Town of Windsor. This Plan seeks to preserve the integrity and variety of existing neighborhoods, create cohesive, new neighborhoods, emphasize connectivity between neighborhoods and to local amenities, and propel forward-thinking growth that embraces the health, safety, and well-being of our community and environment. While single-family detached homes stand as the prevailing housing type, the last five years have ushered in a new era with the introduction of multifamily dwellings. As Windsor continues to grow and evolve, we will strengthen connection between and within our neighborhoods, and				
GOALS & POLICIES GOAL 1. Diversify housing options to accommodate varying household sizes, lifestyles, and generations. Policy 1. Allow a diversity of housing types, sizes, and densities within all neighborhoods, townhouses, accessory dwelling units (ADUs), co-housing and other types as appropriate. Policy 2. Support higher density residential development near downtown, mixed-use areas. Policy 3. Support housing options that meet the accessibility and functional needs of seniors and residents with special needs. Policy 4. Facilitate aging in place with housing options for the aging population, including ADUs and housing products for downsizing house. Policy 5. Support a continuum of care from independent living to assisted living facilities. Policy 6. Integrate housing in mixed-use centers to enhance community vitality and housing options.				
OTHER RELEVANT 2015 Comprehensive Opportunities Study One of the Plan's Goals: "Neighborhoods that provide livability for households. Moving toward this design, design enhancements, capital investments, and housing options. The plan and other environmental add to a community's character."				
APPENDIX B. IMPLEMENTATION ACTION MATRIX				
NO.	TOPIC	ACTION	ACTION TYPE	RELEVANT GOALS/POLICIES
GROWTH AND REGIONAL COLLABORATION				
1	Density Bonus	Amend the zoning ordinance to provide density incentives (decrease minimum lot size) for the use of conservation design and traditional neighborhood design	Regulation	Housing and Neighborhoods
2	Growth Management	Formalize growth management incentives and strategies.	Regulation	
3	Growth Management	Adopt a concurrency/adequate facilities ordinance.	Regulation	Economic development
4	Land Acquisition	Acquire key sites that are threatened by future development and prioritize areas where municipally-owned land would be the most effective strategy.	Capital Project	Housing and Neighborhoods
5	Mixed Use	Revise land use regulations to promote a minimum level of development compactness and density within mixed-use developments that increase opportunity for shared parking and public gathering spaces.	Regulation	Housing and Neighborhoods Economic Development Parks, Recreation and Open Space Community Facilities & Infrastructure
6	Rehabilitate Aging Sites	Establish an incentive program to maintain and rehabilitate aging residential and commercial areas.	Program	Housing and Neighborhoods

What We've Accomplished

- ✓ **Online Plan Review**
 - ✓ Release January 31, 2024
 - ✓ 563 Document Views
 - ✓ 36 Comments
- ✓ **Draft Plan Open House Event**
 - ✓ February 7, 2024
 - ✓ **Approximately 100 attendees**



What's Coming Up Next

- Online Plan Review through February 29
- Adoption Hearings in March
 - March 20 Planning Commission
 - March 25 Town Board



Draft Plan Structure

Chapter 1: Introduction

Chapter 2: Planning Context

Chapter 3: Vision & Guiding Principles

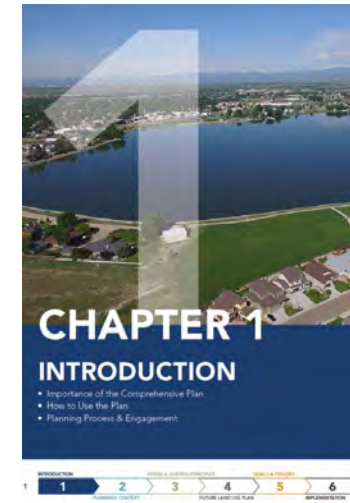
Chapter 4: Future Land Use Plan

Chapter 5: Goals & Policies

Chapter 6: Implementation

Chapter 1: Introduction

- Importance of the Comprehensive Plan
- How to Use the Plan
- Planning Process & Engagement



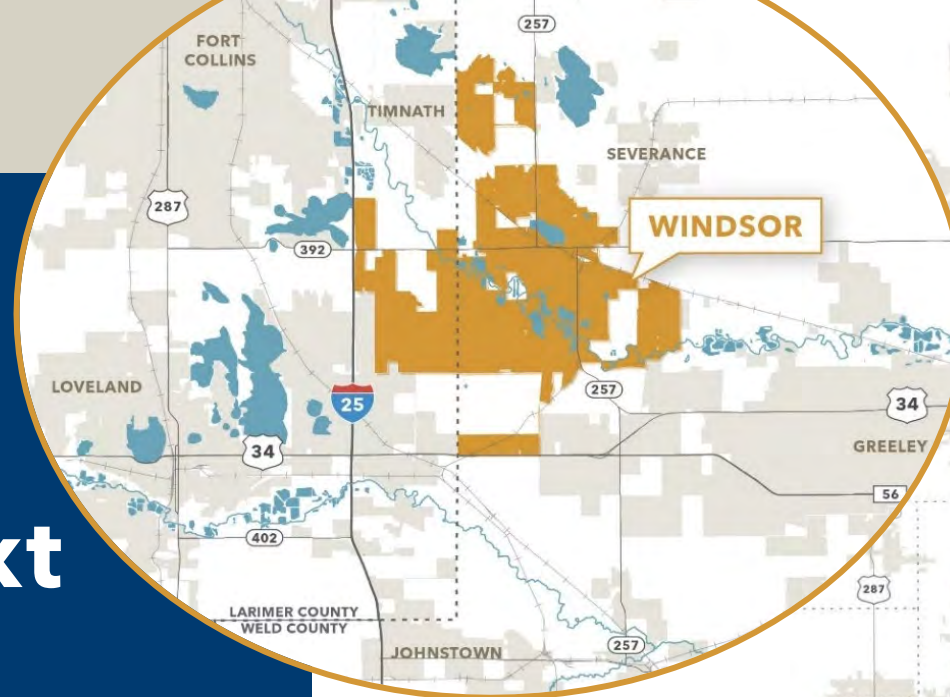
WHAT IS A COMPREHENSIVE PLAN?

- A guiding document
- A framework for town land use policies and priorities
- A long-range vision of what we want our community to become
- A tool for making decisions about how the vision should be achieved
- Strategic steps to make the vision a reality



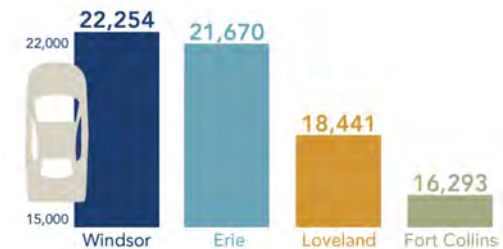
Chapter 2: Planning Context

- Existing Conditions Highlights
- Jurisdiction & Planning Area
- Land Use & Zoning Context
- Plans & Studies



WINDSOR'S MEDIAN
HOUSEHOLD INCOME
\$121,754

Source: US Census, 2022 ACS 5-Year
Estimates



Average Vehicle Miles Traveled per
Household Comparison, Source: Housing
and Transportation Affordability Index



Chapter 3: Vision

VISION

As a community, we envision a safe, sustainable, and thriving Town that prioritizes a high quality of life through thoughtful growth and development, fostering a sense of community, and responsible stewardship of its natural resources and open space.

Chapter 3: Guiding Principles

GUIDING PRINCIPLES

1

Balanced and sustainable growth that contributes to Windsor's character and enables quality of life, amenities, and services.

2

Neighborhoods that focus on road and trail access and high quality of life for households of all sizes and incomes.

3

A vibrant, diverse, and resilient economy that builds upon Windsor's dynamic commercial, educational, and employment areas.

4

A small-town character and safe environment that makes Windsor a desirable place to live, work, and play.

5

A safe, efficient, comfortable, and intuitive transportation system that serves all ages and abilities.

6

Exceptional and memorable park, recreation, open space, and trail experiences accessible to everyone, that incorporate wild landscapes and a sense of discovery.

7

Ease water availability limitations through robust and proactive planning for water efficiency.

8

Stewardship of natural resources to help preserve a healthy and thriving environment for present and future generations.

9

A thriving community with access to high-quality public facilities and local services.

10

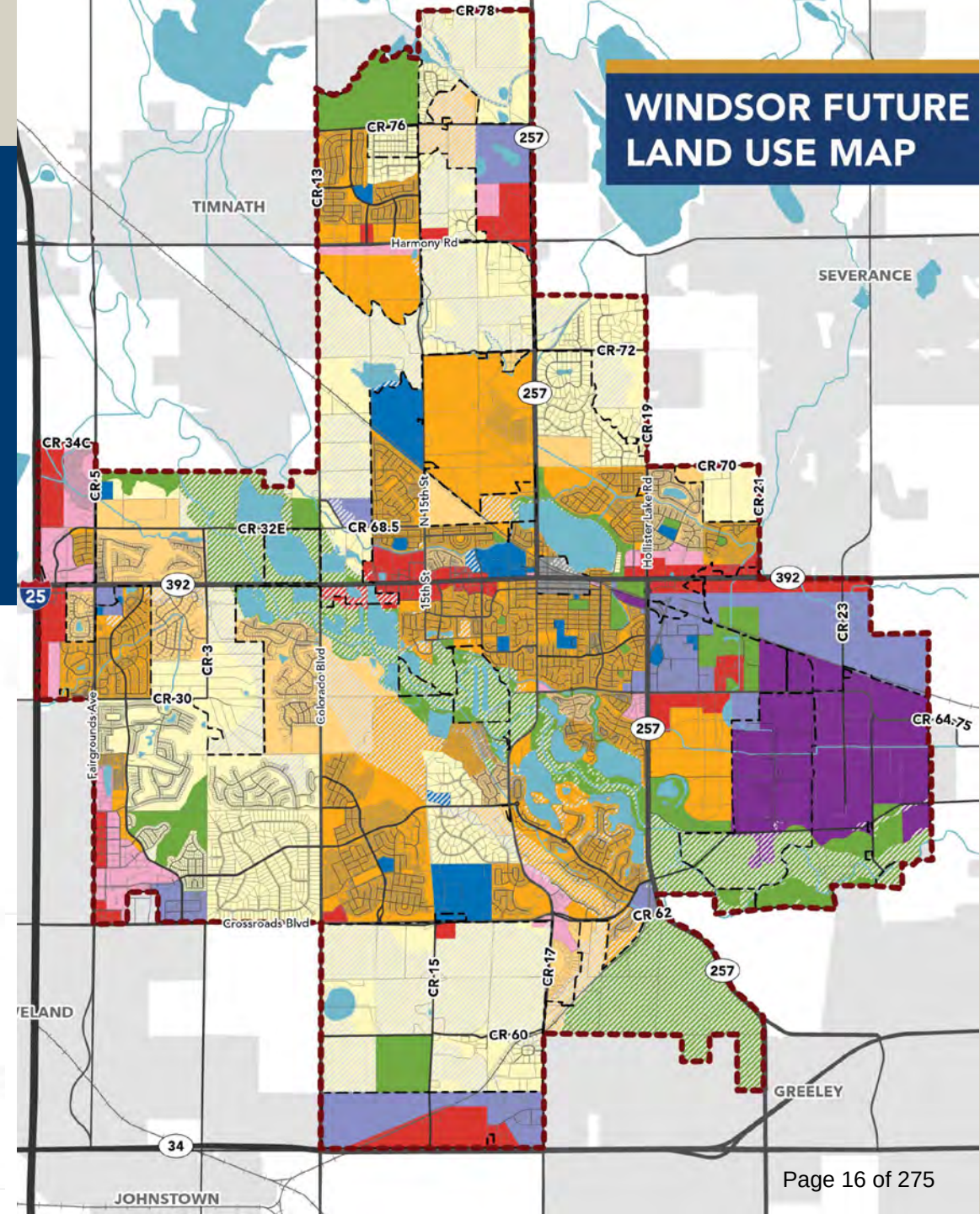
A fiscally responsible community, which focuses on prioritizing local services, amenities, and high quality of life.

Chapter 4: Future Land Use Plan

Future Land Uses

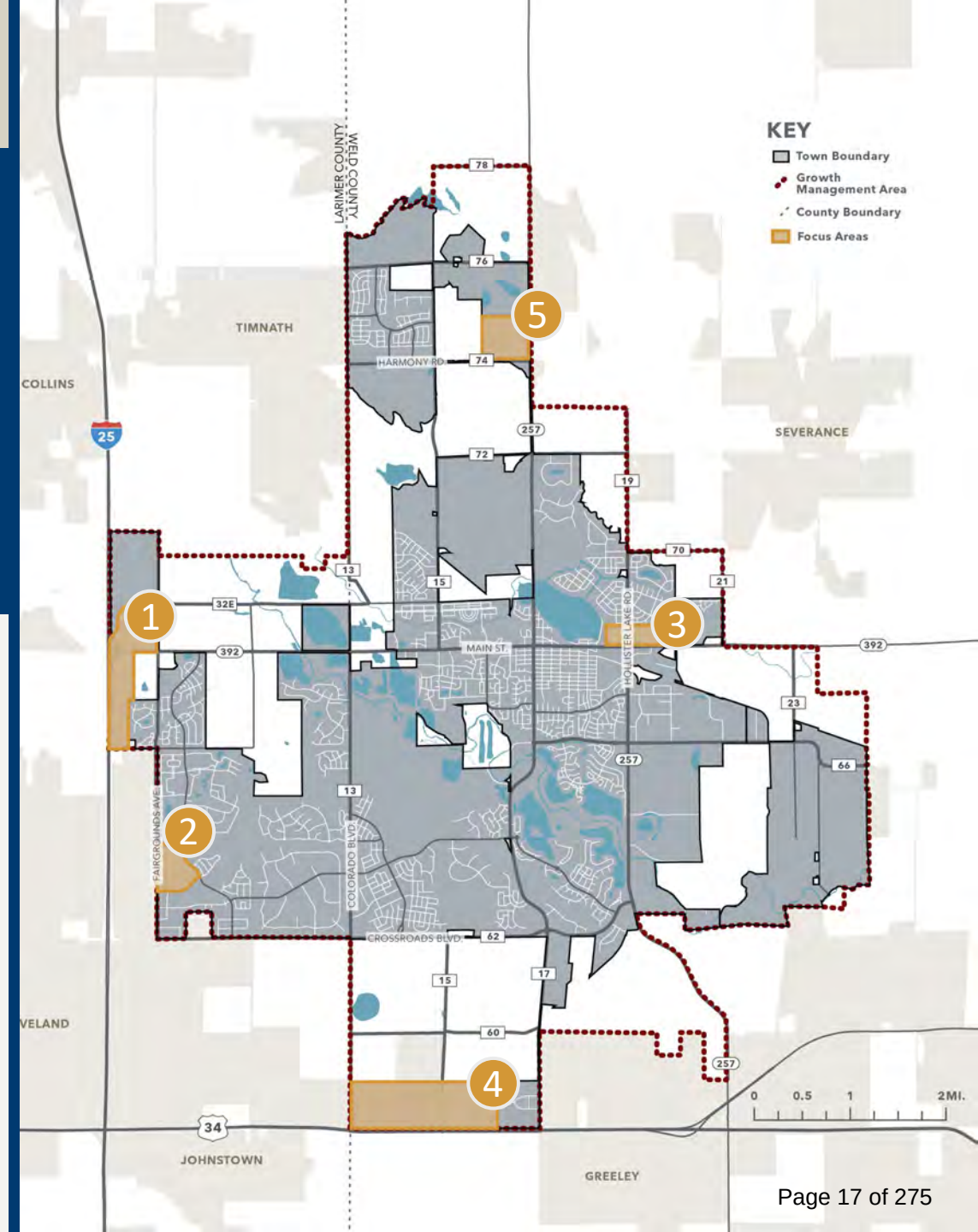
-  Employment/Flex Industrial
-  High Industrial
-  Commercial Mixed Use
-  General Commercial
-  Parks and Open Space
-  Public/Semi-Public
-  Downtown Study Area

-  Low Density/Clustered Residential
-  Medium Density Residential
-  Mixed Residential
-  Growth Management Area
-  Town Boundary
-  Potential Natural Areas and Open Space Overlay

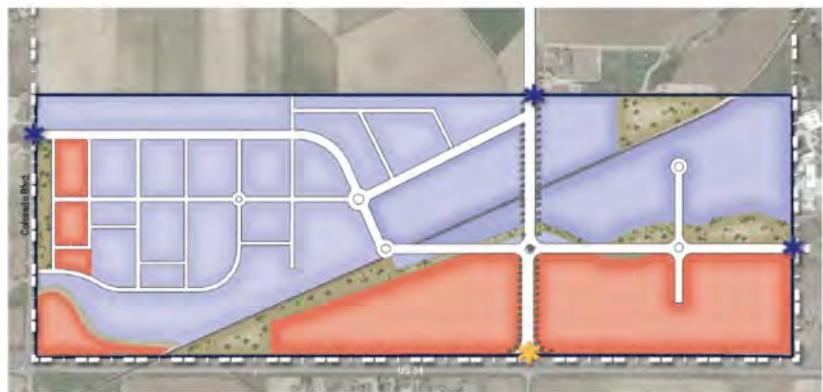


Chapter 4: Focus Areas

1. Corridor Activity Center (CAC) Area
2. Fairgrounds Avenue Area
3. Downtown Extension Area
4. Highway 34 Area
5. Harmony and Highway 257 Area



Focus Area Plans



Future Land Use Plan

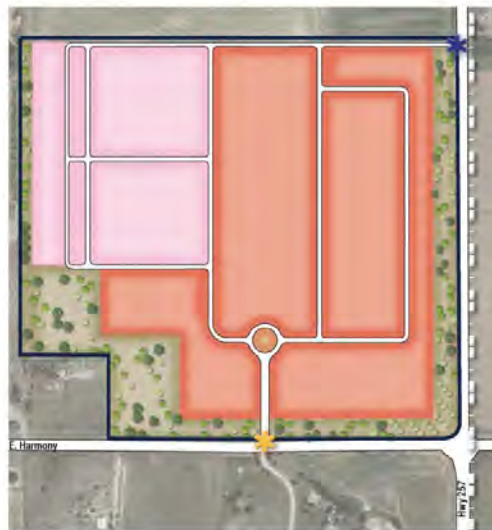
- 25% - General Commercial
- 60% - Employment/
Flex Industrial
- 15% - Parks and Open Space
- Primary Gateway
- Secondary Gateway

Disclaimer: The plan and illustrations are representative of the type of development allowed in this area. Actual development will vary.

Highway 34 Area,
Future Land Use Plan

Highway 34 Focus Area

Harmony & Highway 257 Focus Area



Future Land Use Plan

- 60% - General Commercial
- 30% - Mixed Residential
- 10% - Parks and Open Space
- Primary Gateway
- Secondary Gateway

Disclaimer: The plan and illustrations are representative of the type of development allowed in this area. Actual development will vary.

Harmony and Highway
257 Area, Future Land Use Plan

Chapter 5: Goals & Policies



GROWTH & REGIONAL
COLLABORATION



HOUSING &
NEIGHBORHOODS



ECONOMIC
DEVELOPMENT



COMMUNITY
CHARACTER & DESIGN



TRANSPORTATION &
MOBILITY



PARKS, RECREATION,
OPEN SPACE & TRAILS



WATER & NATURAL
RESOURCES
STEWARDSHIP



COMMUNITY FACILITIES
& INFRASTRUCTURE

Growth & Regional Collaboration

1

Manage new development to be fiscally responsible and environmentally sensitive.

2

Align the pace of new development with investment in infrastructure, amenities, and services.

3

Coordinate planning efforts regionally with other jurisdictions, agencies, and districts.

4

Plan for a balance and mix of land uses necessary to support a vibrant and resilient community.

Housing & Neighborhoods

1

Diversify housing options to accommodate varying household sizes, lifestyles, and generations.

2

Cultivate housing that meets the needs of low and moderate-income households.

3

Encourage sustainability in housing siting, design, and construction.

4

Enhance connectivity and cohesion between neighborhoods across town.

5

Design new neighborhoods to enhance and respect Windsor's natural and historic features.

Economic Development

1

Foster a balanced local economy with a range of employment, service, commercial, and industrial uses.

2

Enhance and expand Downtown to create a dynamic and flourishing destination that celebrates economic vitality.

3

Cultivate commercial development that provides increased choices and services.

4

Encourage mixed-use developments that provide the benefits of more compact development with a mix of living, shopping, and working environments.

5

Strengthen the connection between residents and local job opportunities.

Community Character & Design

1

Leverage local and natural amenities to create unique, people-centered destinations and reinforce Windsor's identity.

2

Strengthen Downtown's distinct sense of place.

3

Create engaging public spaces through the integration of art and cultural programming.

4

Preserve historical resources that honor Windsor's heritage and distinct character.

Transportation & Mobility

1

Implement a connected and safe biking and walking network that provides connections to key destinations and convenient access to transit, helping relieve congestion and providing alternative transportation options.

2

Support multimodal connectivity and safety and reflect the community character of Windsor as a part of new developments and growth.

3

Adapt to advances in emerging mobility, technology, and electric vehicles.

Parks, Recreation, Open Space and Trails

1

Create equitable access to parks, open space, and trails to promote community identity and quality of life.

2

Provide outstanding parks and recreation programming and facilities.

Water & Natural Resource Stewardship

1

**Improve potable
and non-potable
water supplies and
availability.**

2

**Implement effective
water management
and conservation
measures.**

3

**Maintain wildlife
biodiversity and
sustainable
ecosystems.**

4

**Responsibly
manage and reclaim
lands used for
mining and
extraction activities.**

Community Facilities & Infrastructure

1

Maintain and enhance the health and safety of Windsor through effective healthcare, fire, police, and emergency response services.

2

Support the success and diversity of educational opportunities, lifelong learning, and senior and youth services in Windsor.

3

Maximize the sustainability and fiscal responsibility of community services and utilities.

Chapter 6.

Implementation

- Plan Management and Amendments
- Development Review and Consistency
- Implementation Actions

Plan Amendment Criteria

1. Conforms with the vision, goals, and policies outlined in the Plan.
2. Serves a substantial public purpose and will not be substantially detrimental to the surrounding lands.
3. Considers the nature and degree of impacts on neighboring lands and land uses.
4. Provides for the orderly physical growth of the Town.
5. Minimizes detrimental impacts to the transportation system, water and sewer infrastructure, water supply, and emergency services.
6. Considers the long-term fiscal impact and rate of return of providing associated services and infrastructure.

Appendices

A. Acronyms & Glossary of Terms

B. Implementation Action Matrix

C. Engagement Summary

D. Existing Conditions Report

Appendix B: Implementation Action Matrix

Growth and Regional Collaboration Actions

NO.	TOPIC	ACTION	ACTION TYPE	RESPONSIBILITY	RELEVANT GOALS/ POLICIES
GROWTH AND REGIONAL COLLABORATION					
1	Density Bonus	Amend the zoning ordinance to provide density incentives (decrease minimum lot size) for the use of conservation design and traditional neighborhood design	Regulation		Housing and Neighborhoods
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What's Coming Up Next

- Online Plan Review through February 29
- Revisions to Adoption Draft
- Adoption Hearings:
 - Planning Commission, March 20
 - Town Board, March 25



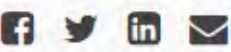


Online Plan Review

Available through February 29 at:
<https://plan.konveio.com/draft-town-windsor-comprehensive-plan>

Home / Comprehensive Plan Update

Comprehensive Plan Update



The Town of Windsor is updating its 2016 Comprehensive Plan to guide the day-to-day decisions of the Town more accurately and holistically into the future. Since adoption of the 2016 Comprehensive Plan, Windsor has seen its population increase dramatically

THANK YOU





COMPREHENSIVE PLAN



001

TOWN OF WINDSOR COMPREHENSIVE PLAN DRAFT PLAN | JANUARY 2024



#001

Posted by **Brianna** on **02/08/2024** at **12:40pm** [Comment ID: 15011] - [Link](#)

Agree: 0, Disagree: 0

I love Windsor



Implementing the Windsor Trails Master Plan;



Implementing seven bus stops with routes to and from Greeley, Fort Collins, and Loveland;



Adopting a stormwater ordinance that requires a minimum amount of stormwater to be managed on-site;



Adopting a “Dark Sky” ordinance; and



Adopting the Town Energy Plan.

HOW TO USE THE PLAN

Who Can Use This Plan? A wide range of users can find meaning in this Plan. Windsor residents and property owners, businesses and developers, town staff and leaders, and community partners all use the Comprehensive Plan to guide and realize the future success of Windsor. This is an aspirational document and includes a Future Land Use Map, which will help guide future development and growth in Windsor. The Town’s current zoning code regulates development and future updates to the zoning code should reflect the desired land uses described in this document.

Residents and Property Owners: To document the values and vision for the future of Windsor in a way that allows them to participate as informed and active participants in the overall physical development of the town and in the decisions about land use that impact them most directly.

Businesses and Developers: To provide guidance on how to best achieve the community’s vision in ways that allow them to grow, adapt, and implement their development and business plans.

Town Staff: To work with applicants and stakeholders to review development proposals, and to provide decision-makers with information about how the proposals align with the intention, vision, and policies of the Plan.

- To work collaboratively with stakeholders on the more detailed plans and projects necessary to implement and achieve the goals of this Plan.
- To monitor and report on the implementation and success of the Plan through measurable indicators, and to respond and adapt to this information.

- To create and implement town initiatives including Code changes and process improvements that advance the goals and recommendations of this Plan.

#002

Posted by **Jose Valdes** on **02/03/2024** at **4:42pm** [Comment ID: 14944] - [Link](#)

Question

Agree: 1, Disagree: 0

What has been the ridership for the described bus service since its inception on an annual basis?

What has been the cost from the Town of Windsor to maintain this bus service?

What has been the annual balance sheet for the bus service for the years the bus service has been operational? Understand the time of the pandemic is an anomaly.

What has been the ridership of the bus service from the Town of Windsor?

What is the estimate, with assumptions, of the traffic volume that has been reduced by the operation of the bus service?



Town Leaders: To position the Town for the future by establishing annual work plan priorities, developing partnerships, ensuring accountability of town departments, and making thoughtful and informed decisions in harmony with the goals of this Plan.

Other Partners: To provide information to governmental, non-profit, and private sector partners on the town's future development and infrastructure, including surrounding communities, transportation providers, regional planning groups, and other key regional players.

#003

Posted by **Jose Valdes** on **02/03/2024** at **4:45pm** [Comment ID: 14945] - [Link](#)

Comment

Agree: 0, Disagree: 0

Interesting that there seems to be no mention of offering information to the residents of the Town of Windsor.

Jose Valdes

Community-Generated Big Ideas

“

These are some of the **big ideas** community members shared during the planning process and helped shape the vision, guiding principles, goals and policies in this plan.

007

More entertainment and dining options.

More affordable housing for working professionals who support our community.

More trails and connectivity to neighborhoods.

Ensure infrastructure (water, sewer, parking, roads, etc.) is in place to accommodate growth.

004006

Commercial big box needed for food and home stores.

005

More local parks and open space, trees and landscaping, and water efficiencies.

Open space conservation along river corridor and lakes. Preserve Windsor Lake and increase scenic buffers.

Facilitate consensus for downtown opportunities.

Preserve town character and beauty, including the Boardwalk Park and Lake area and downtown historic buildings.

#004

Posted by **Open House Respondent** on **02/09/2024** at **12:27pm** [Comment ID: 15027] - [Link](#)
Comment

Agree: 1, Disagree: 0

Needed, but not Downtown. In some other location of huge town of Windsor.

#005

Posted by **Open House Respondent** on **02/09/2024** at **12:27pm** [Comment ID: 15029] - [Link](#)
Comment

Agree: 0, Disagree: 0

No

#006

Posted by **Open House Respondent** on **02/09/2024** at **12:27pm** [Comment ID: 15028] - [Link](#)
Comment

Agree: 0, Disagree: 0

yes!

#007

Posted by **Open House Respondent** on **02/09/2024** at **12:30pm** [Comment ID: 15031] - [Link](#)
Comment

Agree: 0, Disagree: 0

Almost 1/3 of population are seniors - more senior facilities are needed



What type of industries do we want to attract?

How can we create a connected community?

How can we connect educational centers to industry?

008

How do we use incentives to increase water efficiency?

How can we preserve the unique community character of Windsor?

How can we support tourism and hospitality growth in Windsor?

009

How can we reduce traffic?

Where can we expand trail networks?

How do we balance parking needs with pedestrian areas?

How can we prioritize the creation and preservation of open space?

How do we make Windsor more livable for teachers, police officers, etc.?

How do we utilize design standards to create unique communities?

How can town leadership engage with the community?

Community-Generated Questions

“

These questions posed by community members helped inform the **opportunities** —the **goals and policies**— that will guide the future of Windsor.

#008

Posted by **Open House Respondent** on **02/09/2024** at **12:30pm** [Comment ID: 15032] - [Link](#)
Comment

Agree: 0, Disagree: 0

Zoning needs to be looked at

#009

Posted by **Open House Respondent** on **02/09/2024** at **12:31pm** [Comment ID: 15033] - [Link](#)
Comment

Agree: 0, Disagree: 0

Yes! Large semis going Downtown Main need to stop



Windsor Public Art Master Plan (2020): The Public Art Master Plan provides guidance for the Town of Windsor, Windsor Art Commission, artists, community stakeholders, and others interested in helping advance the future of public art in Windsor. Since its adoption in 2020, the Town Board adopted a public arts ordinance and established the Windsor Arts Commission.



Parks, Recreation, and Culture Strategic Plan (2020): This plan serves as a roadmap for the Town, Parks, Recreation & Culture Advisory Board, and the Town Board. It strengthens and strategically expands existing programs, facilities, and amenities.



Open Space and Trails Strategic Plan (2022): The Open Space and Trails Strategic Plan provides a five- to ten-year framework to define areas for open space preservation and trail development within Windsor's GMA. The Plan serves as a strategy and policy document for open space acquisition, long-term stewardship, capital project planning, and funding efforts.



Energy Action Plan (2023): The Town's first ever Energy Action Plan is intended to explore ways to help the community save energy and money while leveraging renewable energy programs. The action plan establishes an overall vision, goal, and seven focused strategies to achieve that direction.



Historic Preservation Master Plan (2023): The Preservation Plan serves as a guiding document for the Historic Preservation Commission and outlines Windsor's vision for the sustainable preservation of historic resources. It sets forth goals, policies, and an action plan for implementation. It serves as an informational resource for property owners and members of the general public to learn about preservation in Windsor.



Subarea and Corridor Plans: Windsor has several subarea and corridor plans that include more detailed land use, transportation, economic goals and recommendations, as well as design standards. The Town of Windsor also has developed Intergovernmental Agreements (IGAs) with adjacent communities, including but not limited to Fort Collins, Severance, Timnath, Loveland, and Greeley; as well as the counties of Weld and Larimer.

- [7th Street Multimodal/Walnut Street Bikeway Study](#)
- [O Street Corridor Study](#)
- [Downtown Windsor Parking Plan](#)
- [Eastman Park Drive Corridor Study](#)
- [Corridor Activity Center \(CAC\) Design Standards](#)
- [Downtown Corridor Plan](#)
- [I-25 Corridor Plan and Regional Design Standards](#)
- [Commercial Corridor Plan Design Criteria and Procedures](#)
- [East Side Industrial Subarea Plan](#)
- [Great Western Annexation Design Criteria and Development Standards](#)

001

#001

Posted by **Stacy** on **02/08/2024** at **6:53am** [Comment ID: 15002] - [Link](#)

Suggested Revision

Agree: 0, Disagree: 0

Parking study link is incorrect. Not the same "Town of Windsor" ---



GUIDING PRINCIPLES

1

Balanced and sustainable growth that contributes to Windsor's character and enables quality of life, amenities, and services.

2

Neighborhoods that focus on road and trail access and high quality of life for households of all sizes and incomes.

3

A vibrant, diverse, and resilient economy that builds upon Windsor's dynamic commercial, educational, and employment areas.

4

A small-town character and safe environment that makes Windsor a desirable place to live, work, and play.

5

A safe, efficient, comfortable, and intuitive transportation system that serves all ages and abilities.

6

Exceptional and memorable park, recreation, open space, and trail experiences accessible to everyone, that incorporate wild landscapes and a sense of discovery.

7

Ease water availability limitations through robust and proactive planning for water efficiency.

8

003 Stewardship of natural resources to help preserve a healthy and thriving environment for present and future generations.
002

9

A thriving community with access to high-quality public facilities and local services.
001

10

A fiscally responsible community, which focuses on prioritizing local services, amenities, and high quality of life.

#001

Posted by **Open House Respondent** on **02/09/2024** at **12:31pm** [Comment ID: 15034] - [Link](#)
Comment

Agree: 0, Disagree: 0

+ #1

#002

Posted by **Open House Respondent** on **02/09/2024** at **12:32pm** [Comment ID: 15036] - [Link](#)
Comment

Agree: 0, Disagree: 0

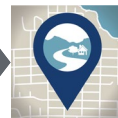
Increase percent parks and open spaces and ensure large, contiguous area and connectivity among areas

#003

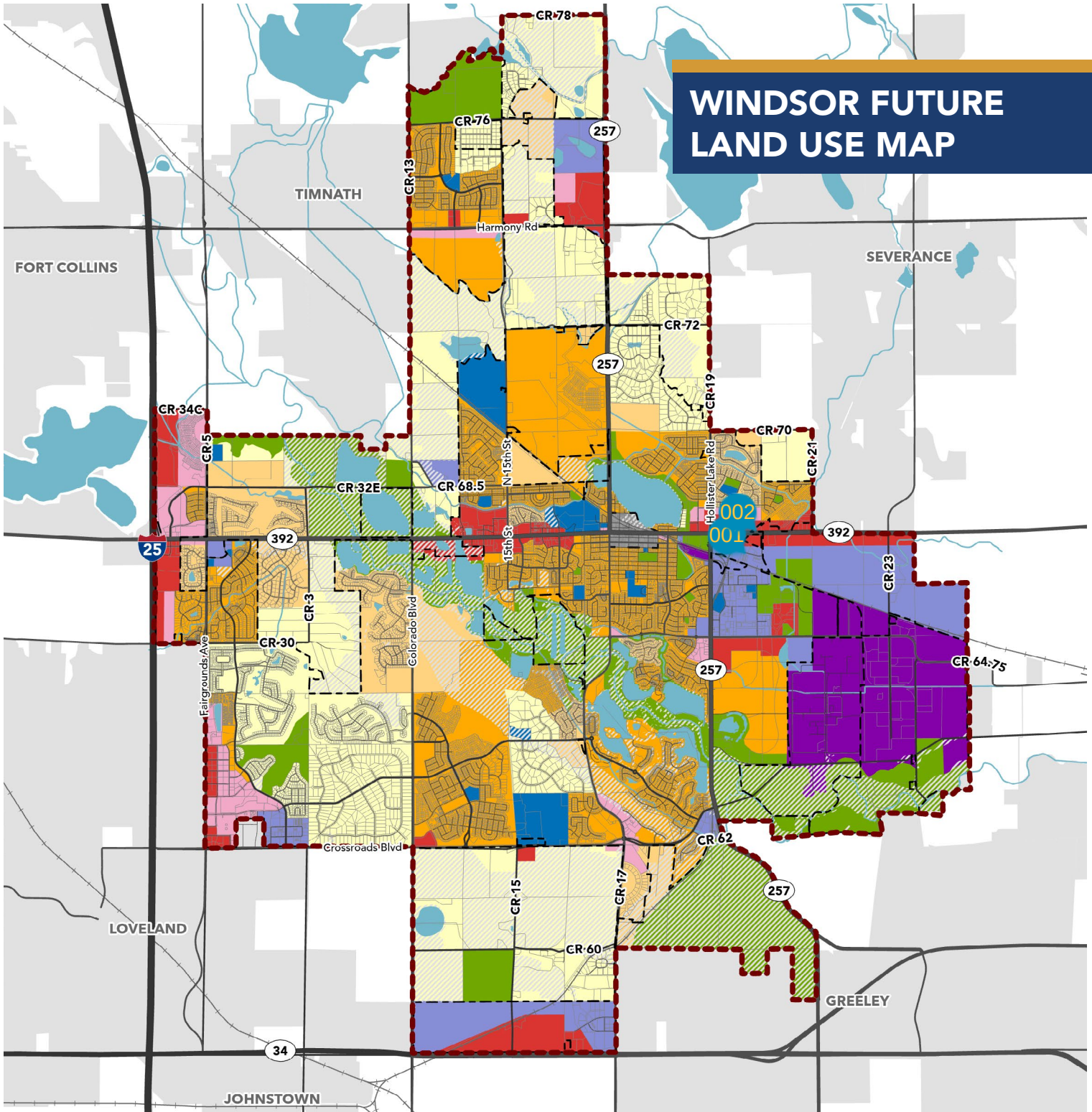
Posted by **Open House Respondent** on **02/09/2024** at **12:32pm** [Comment ID: 15035] - [Link](#)
Comment

Agree: 0, Disagree: 0

Very important



WINDSOR FUTURE LAND USE MAP



- Growth Management Area
- Town Boundary
- Water Bodies
- Rivers & Streams

- Downtown Study Area
- Potential Natural Areas and Open Space Overlay

- Future Land Uses**
- Employment/Flex Industrial
 - Heavy Industrial

- Low Density/Clustered Residential
- Medium Density Residential
- Mixed Residential

- Commercial Mixed Use
- General Commercial
- Parks and Open Space
- Public/Semi-Public



#001

Posted by **Miranda** on **02/06/2024** at **1:37pm** [Comment ID: 14992] - [Link](#)

Suggested Revision

Agree: 0, Disagree: 0

Please keep the Holister Lake area free of commercial. This is a neighborhood where Bald eagles and wildlife reside. Preserve the natural landscape here. These lands should be protected.

#002

Posted by **Miranda** on **02/06/2024** at **1:44pm** [Comment ID: 14993] - [Link](#)

Comment

Agree: 0, Disagree: 0

This is land where we need to be able to breathe and buffer from the commercial area. This should be preserved land for the wildlife that live here. (birds, rabbits, bald eagles, hawks)

Downtown Windsor Extension and Infill

Location: This site is located east of downtown, along Main Street and straddling Hollister Lake Rd.

Characteristics and Constraints: The main street of Windsor in downtown has the highest concentration of historical and cultural structures. The continuous building walls, street trees, wider sidewalks, and on-street parking create a friendly and walkable environment. The small-town character of Windsor is best represented in these downtown main street blocks.

The current zoning on the site is Limited Industrial, General Commercial, and Residential Mixed Use-One. A utility easement bisects the western site diagonally.

Future Land Use Mix:
50% Mixed Residential
40% Commercial Mixed Use
10% Parks and Open Space

Defining Features of Design:

The proximity to downtown makes this a prime location for additional retail and mixed use. The interconnected street network is designed for a continuous flow of vehicles and minimal congestion. To accommodate the diagonal utility easement, green areas and parking lots are located along this utility alignment and buildings are set back 50 feet. Sufficient space is provided for parking in the center of blocks keeping the streets activated and walkable. This walkable character is integrated throughout the site, but especially along Main Street/Highway 392, to visually connect the site to downtown. The mixed use nature of the site is intended to create interest and diversity when exploring the area.

Vacant sites are limited in the downtown area, but certain sites could be imagined for other uses in future. One example is the southeast corner of the intersection of 4th Street and County Road 68. This street corner could accommodate a multi-story, mixed-use building. The structure could accommodate uses residents desire such as a restaurant, rooftop dining, small-scale retail, residential units, or outdoor seating areas.

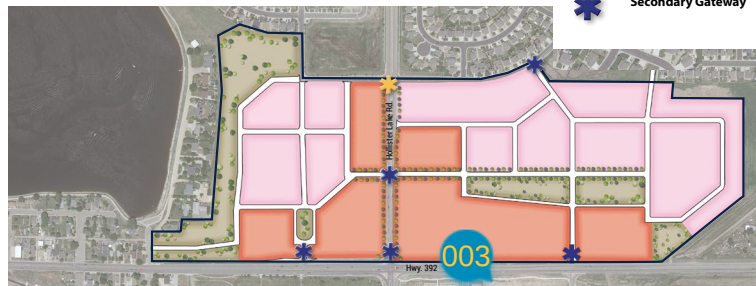
Main Street/Highway 392 is an important gateway to the community. The character of Main Street changes drastically east of the railroad crossing near 3rd Street. The sidewalk terminates abruptly, and buildings are set back further from the street.

The waterfront site that borders the train tracks, 2nd Street and Main Street has the potential to host a gateway feature. During the week-long design workshop conducted during the planning process, residents expressed preference for using iconic buildings as gateway features. An elegant hotel building with vertical building features is one possible use of the space. Signage could be installed to point motorists, pedestrians, and cyclists to main points of interests in downtown.

Chapter 4_Updated.pdf

Future Land Use Plan 004

- 50% - Mixed Residential
- 40% - Commercial Mixed Use
- 10% - Parks and Open Space
- Primary Gateway
- Secondary Gateway



Downtown Windsor Extension and Infill, Future Land Use Plan

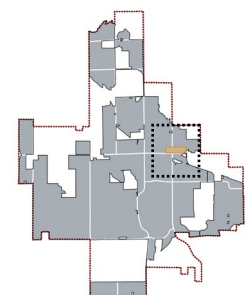


Downtown Windsor, Conceptual Illustration



Downtown Windsor, Conceptual Illustration

Disclaimer: The plan and illustrations are representative of the type of development allowed in this area. Actual development will vary.



Focus Area Location

#003

Posted by **David Lee** on **02/06/2024** at **10:41am** [Comment ID: 14986] - [Link](#)

Suggested Revision

Agree: 0, Disagree: 0

Add in additional right-in / right-out here as a secondary.

#004

Posted by **David Lee** on **02/06/2024** at **10:41am** [Comment ID: 14987] - [Link](#)

Suggested Revision

Agree: 0, Disagree: 0

Update table.

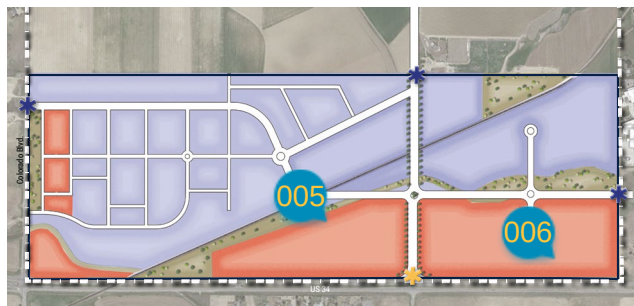
FUTURE LAND USE PLAN

Highway 34 Area

Location: The site is Windsor's southern gateway off Hwy 34 and Colorado Blvd.

Characteristics and Constraints: A railroad bisects the site, as well as irrigation canals and utility rights of way. The current zoning is Limited Industrial.

Future Land Use Mix:
 25% General Commercial
 60% Employment/Flex Industrial
 15% Parks and Open Space



Future Land Use Plan

- 25% - General Commercial
- 60% - Employment/
Flex Industrial
- 15% - Parks and Open Space
- Primary Gateway
- Secondary Gateway

Disclaimer: The plan and illustrations are representative of the type of development allowed in this area. Actual development will vary.

Highway 34 Area,
Future Land Use Plan

Defining Features of Design:

The design is intended to advocate for light industrial uses supplemented by retail and office uses. The opportunity for AIMS Community College to expand west can be intertwined with related professional offices, ultimately creating new relationships between the academic and professional communities. Retail, restaurants, and office space along US Hwy 34 and along Colorado Blvd provide visibility to passing car traffic.

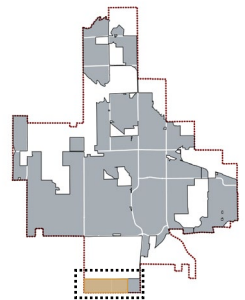
In the center of the site, large, light industrial office and warehouse buildings provide expanded employment opportunities. Increased investments along the existing irrigation canals could include multi-purpose trails and attractive business offices campuses.



Highway 34,
Conceptual Illustration



Highway 34,
Conceptual Illustration



Focus Area Location

#005

Posted by **David Lee** on **02/06/2024** at **3:37pm** [Comment ID: 14994] - [Link](#)

Suggested Revision

Agree: 0, Disagree: 0

Move round about westward to not conflict with tracks and create a more perpendicular connection to the north.

#006

Posted by **David Lee** on **02/06/2024** at **3:37pm** [Comment ID: 14995] - [Link](#)

Suggested Revision

Agree: 0, Disagree: 0

Add a road connection back west.

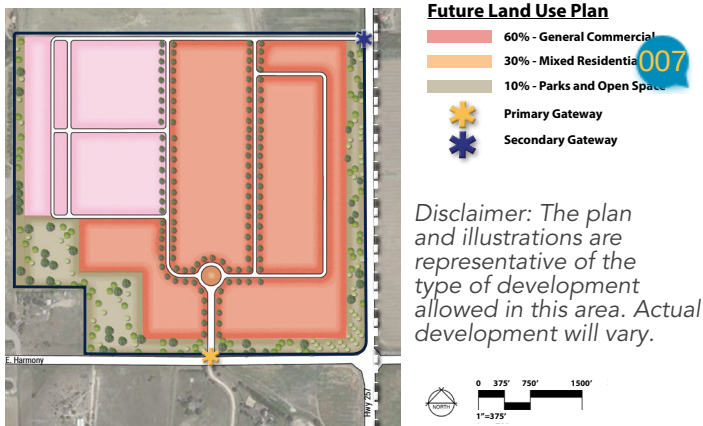
Harmony and Highway 257 Area

Location: The site is Windsor's northwest gateway along East Harmony and Hwy 257.

Characteristics and Constraints: Adjacent land uses are mostly residential. The current zoning for the site is General Commercial.

Future Land Use Mix:

- 60% General Commercial
- 30% Mixed Residential
- 10% Parks and Open Space



Harmony and Highway 257 Area, Future Land Use Plan

Defining Features of Design:

This northern gateway will prioritize lifestyle retail shopping and restaurants, with townhomes and apartments adjacent to existing single-family neighborhoods. Entry roads align with existing access to the south and northeastern.

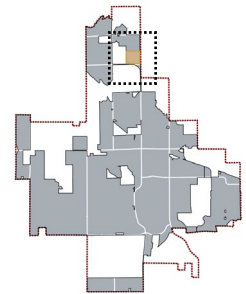
With a focus on commercial development, the plan would provide opportunities for a variety of unique businesses, restaurants, and provide employment opportunities within Windsor town boundaries.



Harmony and Highway 257 Area, Conceptual Illustration



Harmony and Highway 257 Area, Conceptual Illustration



Focus Area Location

#007

Posted by **David Lee** on **02/06/2024** at **10:42am** [Comment ID: 14988] - [Link](#)

Suggested Revision

Agree: 0, Disagree: 0

Update table.

Fairgrounds / Penn Place

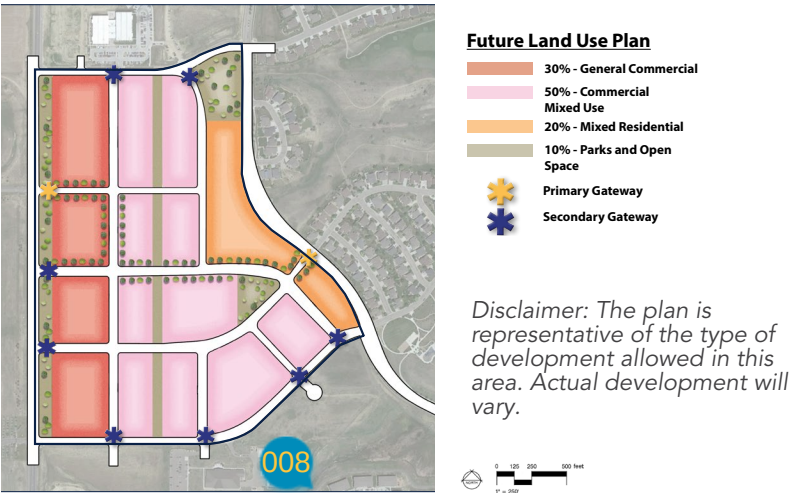
Location: The site is southwest Windsor, located along Fairgrounds Avenue.

Characteristics and Constraints: Adjacent to residential uses and Belmont Ridge Open Space to the east and N. Fairgrounds Ave. to the west. The current zoning is Limited Industrial.

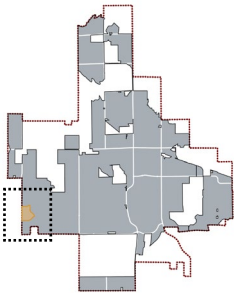
Future Land Use Mix: 30% General Commercial
50% Commercial Mixed Use
20% Mixed Residential
10% Parks and Open Space

Defining Features of Design:

The design is intended to support mixed residential and commercial mixed use. First floor commercial uses wrap around the perimeter of the site with opportunities for second-story residential uses. The site is intended to be a pedestrian-oriented development with primary vehicular access through gateways along Fairgrounds Avenue.



Fairgrounds/Penn Place, Future Land Use Plan



Focus Area Location

#008

Posted by **David Lee** on **02/06/2024** at **5:35pm** [Comment ID: 14996] - [Link](#)

Suggested Revision

Agree: 0, Disagree: 0

Remove Penn Place

#009

Posted by **David Lee** on **02/06/2024** at **6:25pm** [Comment ID: 14997] - [Link](#)

Suggested Revision

Agree: 0, Disagree: 0

Match the map.

GOALS & POLICIES

GOAL 1. Manage new development to be fiscally responsible and environmentally sensitive.

- Policy 1.** When existing infrastructure can support development, prioritize new development, redevelopment, and infill to leverage existing resources.
- Policy 2.** Encourage public and private investment to maintain, rehabilitate, and enhance Windsor's older neighborhoods and commercial areas.
- Policy 3.** Consider strategic annexations on a case-by-case basis, taking into consideration alignment with Town objectives, fiscal impacts, viability of municipal services, availability of infrastructure and utilities, connectivity between new developments, and environmental impacts. Prioritize annexations in proximity to the Town's core, community amenities, and services.
- Policy 4.** Promote efficient water use with proven practices and programs.
- Policy 5.** Proposed Map amendments should be accompanied by a professionally prepared cost-benefit analysis of any proposed increased residential density illustrating the long-term impacts of infrastructure maintenance and provision of services versus tax revenue generation.

GOAL 2. Align the pace of new development with investment in infrastructure, amenities, and services.

- Policy 1.** Ensure that all new development provides adequate consideration of and commitment to usable open space, parks, and trail connections.
- Policy 2.** Continue coordinating the creation and expansion of schools, libraries, and other community resources with projected population growth in new private development.
- Policy 3.** Proactively anticipate local and regional traffic demands with new development and ensure road infrastructure and design can accommodate future increase in traffic flow.
- Policy 4.** Continue to require new developments to bring water rights in order to develop their sites and encourage other site-specific commitments to water efficiency.
- Policy 5.** Coordinate new developments with wastewater infrastructure capacity.
- Policy 6.** Proposed Map amendments that would result in increased residential density need to account for and mitigate the resulting population increase through conservation development and cluster subdivision design, combined with protection of other areas within the GMA to offset increased residential density. One method of mitigation would be dedication of perpetual open space within the GMA. Land use map amendments that would result in increased density should concentrate such increased density in close proximity to necessary goods and services e.g. walking distance to groceries, services, transit and other amenities.

#001

Posted by **Jose Valdes** on **02/03/2024** at **5:24pm** [Comment ID: 14946] - [Link](#)

Comment

Agree: 0, Disagree: 0

Balancing the desire and value of open space, parks, and trails with the consideration for attainable housing units that may economically demand higher density, smaller lot sizes, smaller homes, etc. may present a challenge because land that could be allocated, particularly for open space and/or parks may be required to build attainable housing options.

HOUSING & NEIGHBORHOODS

Windsor is a blend of established neighborhoods and burgeoning subdivisions. Each residential area boasts its own unique identity, fostering close-knit communities. This dynamic development pattern often results in residents identifying more closely with their immediate neighborhoods than with the broader Town of Windsor. This Plan seeks to preserve the integrity and variety of existing neighborhoods; create cohesive, new neighborhoods; emphasize connectivity between neighborhoods and to local amenities; and propel forward-thinking growth that embraces the health, safety, and well-being of our community and environment.

While single-family detached homes stand as the prevailing housing type, the last five years have ushered in a new era with the introduction of multifamily dwellings. As Windsor continues to grow and evolve, we will strengthen connection between and within our neighborhoods, and

OTHER RELEVANT PLANS AND STUDIES

- [2015 Demographic and Housing Opportunities Study](#)

accommodate diversity of housing that includes affordable, attainable, and senior housing options.

One of the Plan's Guiding Principles is to have "Neighborhoods that prioritize connectivity and livability for households of all sizes and incomes." Moving toward this direction requires thoughtful design enhancements, integrated planning for capital investments, and a focus on diversity in housing options. The preservation of scenic views, and other environmental and historical landmarks add to a community's collective sense of history and character.

GOALS & POLICIES

GOAL 1. Diversify housing options to accommodate varying household sizes, lifestyles, and generations.

003

- Policy 1.** Allow a diversity of housing types, sizes, and densities within all neighborhoods, such as duplexes, townhouses, accessory dwelling units (ADUs), co-housing, cottage communities, and other types as appropriate.
- Policy 2.** Support higher density residential development near downtown, commercial centers, and mixed-use areas.
- Policy 3.** Support housing options that meet the accessibility and functional needs of households with seniors and residents with special needs.
- Policy 4.** Facilitate aging in place with housing options for the aging population, such as accessory dwelling units (ADUs) and housing products for downsizing households.
- Policy 5.** Support a continuum of care from independent living to assisted living to transitional facilities.
- Policy 6.** Integrate housing in mixed-use centers to enhance community vitality and diversity of housing options.

#002

Posted by **Jose Valdes** on **02/03/2024** at **5:32pm** [Comment ID: 14947] - [Link](#)

Question

Agree: 0, Disagree: 0

Would the municipal code be amended to allow for all forms of housing in any neighborhood in Windsor or would traditional single family home neighborhoods, most of Windsor, be excluded from other types of dwelling except ADU for seniors, for example?

The issue may be finding areas to develop non-traditional single family, even multi-units, within Windsor's boundary and acceptable to adjacent neighborhoods.

#003

Posted by **Open House Respondent** on **02/09/2024** at **12:29pm** [Comment ID: 15030] - [Link](#)

Comment

Agree: 0, Disagree: 0

Downtown cannot handle traffic from additional residences in the Downtown area
Infrastructure needs to be in place before any units built to support these areas
Current infrastructure cannot handle more multifamily units

IMPLEMENTATION

NO.	TOPIC	ACTION	ACTION TYPE	RESPONSIBILITY	RELEVANT GOALS/ POLICIES
17	Form-Based Code	Consider the use of form-based code regulations where feasible to maintain and enhance the desired design of existing neighborhoods while permitting increased density.	Regulation		
18	Form-Based Code	Consider the use of form-based code regulations to maintain and enhance the desired design of the mixed-use neighborhood while permitting increased density.	Regulation		
19	HOA Meetings	Regularly attend existing homeowners' associations and neighborhoods group meetings for key topics of interest and engage residents in Town activities.	Partnership		
20	Housing Diversity	Amend the zoning ordinance to include a housing type diversity requirement.	Regulation		
21	Impact Fees	Make impact fees proportional to housing unit size.	Funding		
22	Local Events	Partner with local businesses and neighborhood groups to establish block parties in residential areas of town.	Program		Community Character & Design
23	Mixed Use	Revise land use regulations to balance residential with commercial and supporting uses in commercial mixed-use areas.	Regulation		Economic Development

#001

Posted by **Open House Respondent** on **02/09/2024** at **12:33pm** [Comment ID: 15037] - [Link](#)
Comment

Agree: 0, Disagree: 0

Form based codes don't work. Lay entities are not qualified to judge what constitutes good design. There is no accounting for taste.

Reply by **Open House Respondent** on **02/09/2024** at **12:33pm** [Comment ID: 15038] - [Link](#)

Comment

Agree: 0, Disagree: 0

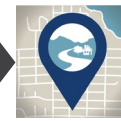
I like form-based codes

#002

Posted by **Open House Respondent** on **02/09/2024** at **12:36pm** [Comment ID: 15041] - [Link](#)
Comment

Agree: 0, Disagree: 0

Have development pay its own way.



NO.	TOPIC	ACTION	ACTION TYPE	RESPONSIBILITY	RELEVANT GOALS/ POLICIES
24	Mixed Use Zoning	Consider revisions to the mixed residential zoning district to incentivize small-scale and pedestrian-friendly commercial uses like restaurants, retail, and entertainment.	Regulation		Economic Development Community Character & Design
25	Street Connections	Require street connections to new subdivisions to maintain the street grid where possible and improve overall connectivity between established neighborhoods.	Regulation		Transportation & Mobility
26	Streetscape Improvements	Promote walkability through streetscape improvements that include high-visibility pedestrian crossings, curb bump-outs, and/or landscaped medians on wide residential roadways.	Capital Project		Transportation & Mobility
27	Universal Design	003 Review and amend building and related codes to ensure they adequately address universal design principles.	Regulation		
28	Water Efficiency	Implement water efficiency programs that include education, incentives, and regulations to encourage efficient water use among customers.	Program; Regulation		

#003

Posted by **Open House Respondent** on **02/09/2024** at **12:40pm** [Comment ID: 15042] - [Link](#)
Comment

Agree: 0, Disagree: 0

There is no such thing as Universal Design. It cannot be defined, then it cannot be regulated.

IMPLEMENTATION

NO.	TOPIC	ACTION	ACTION TYPE	RESPONSIBILITY	RELEVANT GOALS/ POLICIES
COMMUNITY CHARACTER AND DESIGN					
37	Façade Improvements	Develop a façade improvement program or revolving grant with coordination and assistance from the Windsor Downtown Alliance.	Program		
38	Gateways and Signage	Codify a requirement to add "Town of Windsor" signage and branding to any future subdivision and other residential monument and/or signage to reinforce that neighborhood's tie to the larger community.	Regulation		
39	Gateways and Signage 	Develop customized, uniform street signage and other infrastructure design standards that mark Windsor's residential areas.	Regulation		
40	Public Art	Adopt a percentage for arts program.	Program		Community Facilities & Infrastructure
41	Public Spaces	Consider strategic capital projects like plazas, trails, and other types of public spaces that encourage pedestrian use. Use existing networks of arts and cultural organizations and the Arts Commission to integrate art and storytelling into new public spaces and development.	Capital Project		Parks, Recreation & Open Space Community Facilities & Infrastructure
42	Sustainability Best Practices	Use community facilities as an opportunity to showcase sustainability best practices, including water conserving landscaping and irrigation principles, EV charging stations, and green infrastructure.	Capital Project		Parks, Recreation & Open Space Water & Natural Resources Stewardship Community Facilities and Infrastructure

#004

Posted by **Open House Respondent** on **02/09/2024** at **12:34pm** [Comment ID: 15039] - [Link](#)
Comment

Agree: 0, Disagree: 0

Town of Windsor signage should be at town perimeters. Neighborhood signage should be for neighborhoods only.

IMPLEMENTATION

NO.	TOPIC	ACTION	ACTION TYPE	RESPONSIBILITY	RELEVANT GOALS/ POLICIES
PARKS RECREATION AND OPEN SPACE					
45	Impact Fees	Consider amending the Municipal Code to permit the use of impact fees for park maintenance in areas that are located within existing park service areas.	Regulation		
46	Natural Area Buffer	Consider minimum setbacks adjacent to Natural Areas.	Regulation		Water & Natural Resources Stewardship
47	Pocket Parks 	Monitor quality and maintenance of pocket parks maintained by homeowner associations and metro districts.	Program		
48	Poudre River Trail 	Continue to work with Greeley, Fort Collins, and Larimer County to finish the portion of the Poudre River Trail that is primarily off-street.	Partnership; Capital Project		
49	Public Art	Partner with local arts and historic organizations to promote history and the arts in parks programming, beautification of utility infrastructure and spaces.	Partnership		
50	Universal Design 	Consider an ordinance to incorporate universal design into municipal projects.	Regulation		Community Facilities & Infrastructure

#005

Posted by **Open House Respondent** on **02/09/2024** at **12:42pm** [Comment ID: 15045] - [Link](#)
Comment

Agree: 0, Disagree: 0

The term "Universal Design" cannot be defined then cannot be enforced.

#006

Posted by **Open House Respondent** on **02/09/2024** at **12:41pm** [Comment ID: 15044] - [Link](#)
Comment

Agree: 0, Disagree: 0

Connect all neighborhoods to trail system.

#007

Posted by **Open House Respondent** on **02/09/2024** at **12:41pm** [Comment ID: 15043] - [Link](#)
Comment

Agree: 0, Disagree: 0

Need sidewalk on CR13 from Hwy 392 to New Liberty

IMPLEMENTATION

NO.	TOPIC	ACTION	ACTION TYPE	RESPONSIBILITY	RELEVANT GOALS/ POLICIES
WATER & NATURAL RESOURCES STEWARDSHIP					
53	Tiered Water Rate Structure	Various approaches are available to facilitate public education and enforcement of policies that offer education, incentives, and regulations to encourage efficient water use among customers. The town could provide requirements for monitoring and enforcing adherence to long term water use allocations which could occur above and beyond passive forms of incentive, such as a tiered water rate structure.	Program		
54	Energy Efficiency	Update existing municipal buildings through higher efficiency building lighting, restoration of native vegetation, and installation of low-flow water fixtures.	Capital Project		Community Facilities & Infrastructure
55	Energy Efficiency Standards 	Adopt a policy that requires a baseline energy efficiency standard for all new construction and renovations of municipal buildings.	Regulation		Community Facilities & Infrastructure
56	Stormwater Efficiency 	Offer educational seminars, materials, and/or rebates for reducing the volume of stormwater released from residential properties.	Program		
57	Water Efficiency	Educate HOAs about water efficiency programs	Program		

#008

Posted by **Open House Respondent** on **02/09/2024** at **12:42pm** [Comment ID: 15046] - [Link](#)
Comment

Agree: 0, Disagree: 0

Develop a stormwater master plan.

#009

Posted by **Open House Respondent** on **02/09/2024** at **12:43pm** [Comment ID: 15047] - [Link](#)
Comment

Agree: 0, Disagree: 0

Building energy standards for design already exist at state and national level - building codes. What is this trying to say?

IMPLEMENTATION

NO.	TOPIC	ACTION	ACTION TYPE	RESPONSIBILITY	RELEVANT GOALS/ POLICIES
-----	-------	--------	-------------	----------------	--------------------------

COMMUNITY FACILITIES AND INFRASTRUCTURE

61	Health Facilities	Work with healthcare providers to identify appropriate sites for future facilities.	Partnership		
62	New Library	Continue to work with the Clearview Library District to select a new library site.	Partnership		
63	Police and Fire	Maintain regular meetings or other means of communication between Windsor Police Department and Windsor-Severance Fire Rescue to ensure efficient improvements to equipment, facilities, and programming.	Partnership		
64	Senior Center	Consider incorporating a senior center or amenities within the proposed Weld School District High School.	Capital Project		
65	Senior Programs	Continue to work with the Weld County Area Agency on Aging to provide senior lunches and other senior health, wellness, and assistance programs.	Partnership		

010

#010

Posted by **Open House Respondent** on **02/09/2024** at **12:35pm** [Comment ID: 15040] - [Link](#)
Comment

Agree: 0, Disagree: 0

Where is the Senior Center? Not in a high school.



COMPREHENSIVE PLAN



TOWN OF WINDSOR COMPREHENSIVE PLAN

DRAFT PLAN | JANUARY 2024





A MESSAGE FROM OUR TOWN MANAGER



It's no secret that Windsor is an exceptional place to live. Since the adoption of our 2016 Comprehensive Plan, the Town has grown from 25,687 to over 40,000. This dramatic growth speaks to our community's high quality of life and highlights the need for thoughtful planning.

Over the past year and a half, the Windsor community has come together to create a Comprehensive Plan that truly reflects our values. This guiding policy document represents our community's commitment to ensuring that Windsor continues to thrive into the next decade and beyond. It ensures that we grow holistically as we maintain our sense of community and responsibility to the natural resources and open spaces that we love.

From housing, transportation, land use, growth, access to recreation, and more, this plan addresses issues that matter most to our residents. In addition to robust goals and policies identified in this plan, the final chapter provides a roadmap for how we'll implement this Comprehensive Plan. The implementation actions will keep us on track and help ensure we're moving in the right direction as a community.

This plan is for all of us – from residents and property owners, business leaders and developers, to Town leadership and staff. I look forward to working with everyone on bringing this plan to life, and it is my great pleasure to share with you the Town of Windsor Comprehensive Plan.

A handwritten signature in blue ink, which appears to read "Shane Hale".

Shane Hale,
Windsor Town Manager



ACKNOWLEDGMENTS

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TischlerBise
Hines Inc.
Dover Kohl & Partners
Urban3

SPECIAL THANKS TO THE WINDSOR COMMUNITY

Thanks to the community members, residents, business owners, and boards and commissions who helped shape the vision for the future of the Town of Windsor.



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CHAPTER 1

INTRODUCTION

- Importance of the Comprehensive Plan
- How to Use the Plan
- Planning Process & Engagement

INTRODUCTION

VISION & GUIDING PRINCIPLES

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PLANNING CONTEXT

FUTURE LAND USE PLAN

IMPLEMENTATION



This Comprehensive Plan (Plan) is the Town of Windsor’s guiding policy document and vision for long-range planning of the Town’s physical development. As such, it will be used and referenced as our town develops over the coming decades. The use and implementation of this Plan enables Windsor to grow and adapt to a future that is predictable in some ways and unpredictable in others.

Windsor has experienced a considerable amount of growth and development over the past two decades. This updated Plan holistically guides the Town forward—it strategically plans for growth in a manner that reflects the desires of the community and coordinates future growth and a full range of services, while maintaining the cherished small-town character.

IMPORTANCE OF THE COMPREHENSIVE PLAN

Community members and leaders understand how important it is to plan for the future. Even with the benefit of a comprehensive plan's guiding vision and direction, future conversations may not always be easy. Decisions about development are complex and often have competing perspectives. Some choices are clear from this Plan, while others will need more deliberation. The Comprehensive Plan is an important part of these conversations.

The Windsor Comprehensive Plan serves as a foundation for decision-making and a reference for Town leaders, residents, and community partners as they consider development proposals, capital improvements, infrastructure investments, policy changes, and other actions in the decades to come. The Plan enables the Town to make better and more purposeful decisions regarding land use development, town initiatives, and implementation measures from other Town plans.

Updating the Comprehensive Plan every five years is also important. It ensures that new trends and issues can be addressed, that changes in community priorities and values are integrated, and that less-effective policies or strategies of the plan can be modified.

LEGAL PRECEDENT AND STATE STATUTE REQUIREMENTS

The development and adoption of a Comprehensive Plan is authorized through Colorado Revised Statutes (C.R.S. 31-23-206) to be used as a long-range guiding document that provides the policy framework for implementing regulatory tools like zoning, subdivision regulations, annexations, and updates to Town codes and standards. Colorado State Statute also stipulates that Comprehensive Plans must remain relevant.

COMPREHENSIVE PLAN ACCOMPLISHMENTS SINCE 2016

Since the adoption of the 2016 Comprehensive Plan, the Town of Windsor has made strides in all areas identified in the plan from Growth and Development; Residential Development; Commercial and Industrial Development; Transportation; Community Facilities and Infrastructure; Open Space, Recreation, and Environmental Features; Gateways; and Sustainability.

Highlights include:



Amending the zoning ordinance to require non-motorized connections and trails within and between new developments;



Continuing to allow Accessory Dwelling Units (ADUs) and track construction of new ADUs;



Prioritizing streetscape improvement projects in older residential neighborhoods that promote safety and walkability;



Hosting regular community events and festivals in Downtown as a placemaking strategy;



Extending Crossroads Boulevard;

WHAT IS A COMPREHENSIVE PLAN?

- A guiding document
- A framework for town land use policies and priorities
- A long-range vision of what we want our community to become
- A tool for making decisions about how the vision should be achieved
- Strategic steps to make the vision a reality



Implementing the Windsor Trails Master Plan;



Implementing seven bus stops with routes to and from Greeley, Fort Collins, and Loveland;



Adopting a stormwater ordinance that requires a minimum amount of stormwater to be managed on-site;



Adopting a “Dark Sky” ordinance; and



Adopting the Town Energy Plan.

HOW TO USE THE PLAN

Who Can Use This Plan? *A wide range of users can find meaning in this Plan. Windsor residents and property owners, businesses and developers, town staff and leaders, and community partners all use the Comprehensive Plan to guide and realize the future success of Windsor. This is an aspirational document and includes a Future Land Use Map, which will help guide future development and growth in Windsor. The Town’s current zoning code regulates development and future updates to the zoning code should reflect the desired land uses described in this document.*

Residents and Property Owners: To document the values and vision for the future of Windsor in a way that allows them to participate as informed and active participants in the overall physical development of the town and in the decisions about land use that impact them most directly.

Businesses and Developers: To provide guidance on how to best achieve the community’s vision in ways that allow them to grow, adapt, and implement their development and business plans.

Town Staff: To work with applicants and stakeholders to review development proposals, and to provide decision-makers with information about how the proposals align with the intention, vision, and policies of the Plan.

- To work collaboratively with stakeholders on the more detailed plans and projects necessary to implement and achieve the goals of this Plan.
- To monitor and report on the implementation and success of the Plan through measurable indicators, and to respond and adapt to this information.

- To create and implement town initiatives including Code changes and process improvements that advance the goals and recommendations of this Plan.



Town Leaders: To position the Town for the future by establishing annual work plan priorities, developing partnerships, ensuring accountability of town departments, and making thoughtful and informed decisions in harmony with the goals of this Plan.

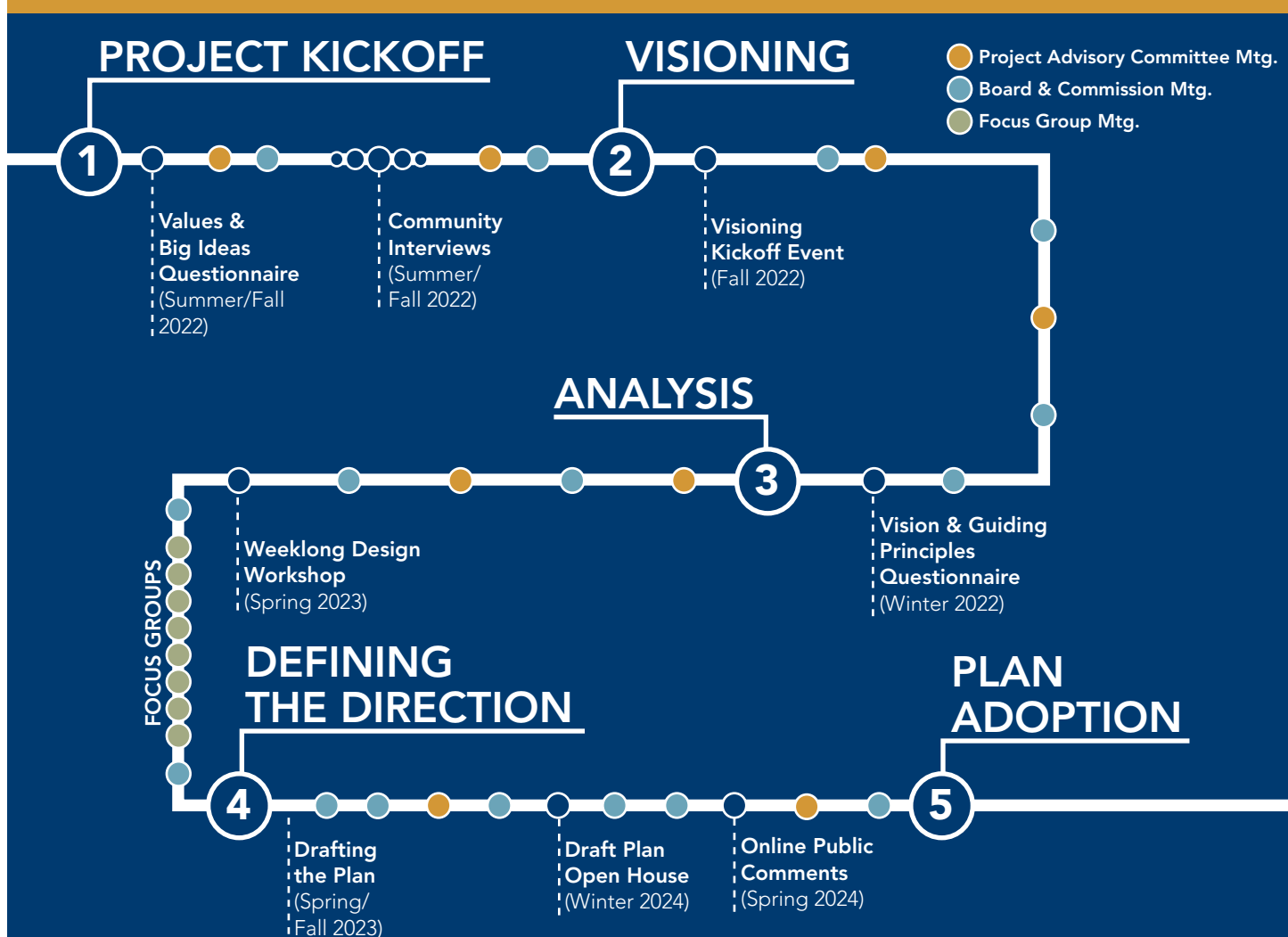
Other Partners: To provide information to governmental, non-profit, and private sector partners on the town's future development and infrastructure, including surrounding communities, transportation providers, regional planning groups, and other key regional players.

ORGANIZATION

The Comprehensive Plan is organized into six chapters. This structure is intended to simplify and consolidate the Plan elements, resulting in a more user-friendly document.

1. **Introduction:** This chapter introduces the purpose of the Plan, how to use the Plan, and an overview of the planning and engagement process to update the Plan.
2. **Planning Context:** This chapter provides a brief description of the jurisdictional, geographic, and regulatory context to frame how and why the Plan was developed and will be used.
3. **Vision & Guiding Principles:** This chapter articulates the important vision and value statements that provide the framework for the goals and policies in the following chapters.
4. **Future Land Use Plan:** This chapter describes the physical framework for development in the Town through designation and definition of land uses and land use patterns.
5. **Goals & Policies:** This chapter includes a consolidated set of goals and policies, organized by plan element topic.
6. **Implementation:** This chapter describes the applicability and implementation of the Comprehensive Plan.

The Plan is supported with four appendices, including a Glossary of Terms, Implementation Action Matrix, Engagement Summary, and Existing Conditions Report. Appendix B, the Implementation Action Matrix, was developed to complement the Plan document and identifies future actions the Town and non-municipal partners may undertake to carry out Plan concepts. Because of the frequency of updates to the action plan based on budgets, workplan priorities, staff capacity, and external variables, that document is maintained outside of this Plan.



INTRODUCTION



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Community Events

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Online Activities

114 Responses to Online Values and Big Ideas Questionnaire
124 Responses to Vision and Guiding Principles Questionnaire
TBD Comments on Draft Comprehensive Plan



ECONOMIC DEVELOPMENT

OPEN

13

Community Interviews

COMPREHENSIVE PLAN WINDSOR
PLANNING WORK

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Public Advisory
Committee
Meetings



16

Board and
Commission
Meetings



25

Technical Advisory
Committee
Meetings



8

Focus Group
Meetings

Community-Generated Big Ideas

“

These are some of the **big ideas** community members shared during the planning process and helped shape the vision, guiding principles, goals and policies in this plan.

More entertainment and dining options.

More affordable housing for working professionals who support our community.

More trails and connectivity to neighborhoods.

Ensure infrastructure (water, sewer, parking, roads, etc.) is in place to accommodate growth.

Commercial big box needed for food and home stores.

More local parks and open space, trees and landscaping, and water efficiencies.

Open space conservation along river corridor and lakes. Preserve Windsor Lake and increase scenic buffers.

Facilitate consensus for downtown opportunities.

Preserve town character and beauty, including the Boardwalk Park and Lake area and downtown historic buildings.



What type of industries do we want to attract?

How can we create a connected community?

How can we connect educational centers to industry?

How do we use incentives to increase water efficiency?

How can we preserve the unique community character of Windsor?

How can we support tourism and hospitality growth in Windsor?

How can we prioritize the creation and preservation of open space?

How do we balance parking needs with pedestrian areas?

How can we reduce traffic?

Where can we expand trail networks?

How do we make Windsor more livable for teachers, police officers, etc.?

How do we utilize design standards to create unique communities?

How can town leadership engage with the community?

Community-Generated Questions

“

These questions posed by community members helped inform the **opportunities** —the **goals and policies**— that will guide the future of Windsor.



CHAPTER 2

PLANNING CONTEXT

- Existing Conditions
- Jurisdiction & Planning Area
- Land Use & Zoning Context
- Plans & Studies
- Plans & Studies

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VISION & GUIDING PRINCIPLES

GOALS & POLICIES

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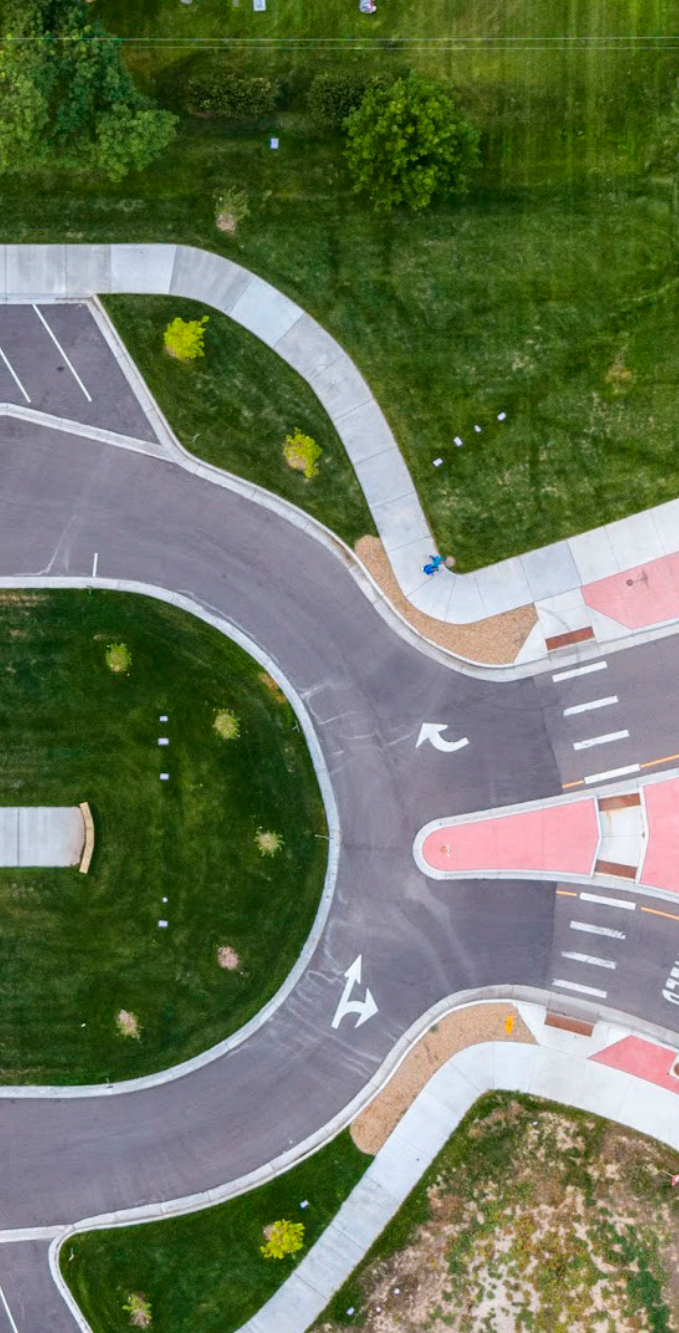
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PLANNING CONTEXT

FUTURE LAND USE PLAN

IMPLEMENTATION



The Town of Windsor, Colorado was founded as a small 19th Century agricultural and railroad town and has evolved into one of the most desirable communities in Colorado.

Its desirability is reflected in the steady population growth over the last 30 years, with significant growth occurring between 2015 and 2022. As of 2022, Windsor's population was 42,840 people. The previous 2016 Comprehensive Plan projected the Town to have a total population of 25,693 by 2020, which assumed the continuation of the historic growth rate between 1-3%. Windsor grew much faster, at a growth rate more than triple that projected under the 2016 Plan, averaging a 7% annual growth rate. Windsor's rapid growth has transformed the Town into a largely suburban community, anchored by the historic downtown. Current population projections for 2041 range from 61,206, reflecting low growth, up to 89,389, reflecting high growth. The low end projection, 61,206, is based on historic trends before the record high rate of building permits for the past five years. The high end projection is derived from the Colorado State Demographer's Office.

WINDSOR'S 2022 POPULATION

42,840

EXISTING CONDITIONS

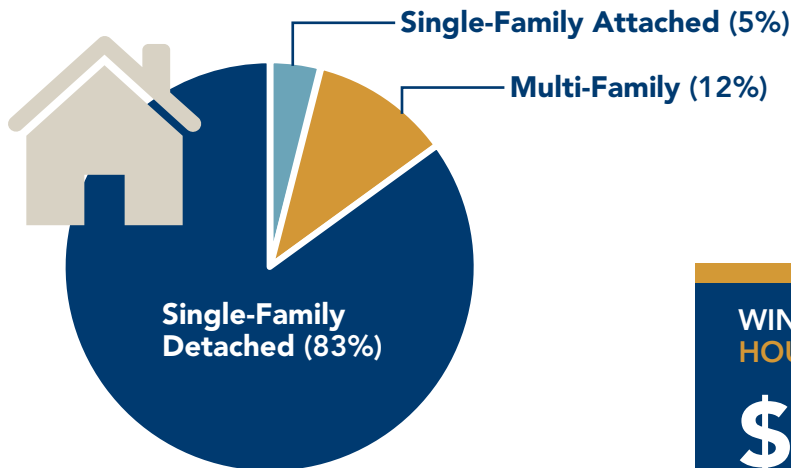
Demographics: Windsor has a large population of families and older residents, and the residents are generally highly educated. The Town's median household income has been about 56% higher than the regional average for the last decade, which also translates into higher-priced housing and higher home ownership rates.

Housing: Windsor is one of the newer housing markets in the region, with over 60% of homes built after 2000. The Town also has a larger share of single-family housing units than its neighbors but more multifamily units than the smaller towns in the region. The 2016 Comprehensive Plan stressed the need for more diverse housing. Progress has been

made since the adoption of that plan, although more work is still needed. As Windsor grows and demand for housing increases, market demand will drive prices higher. Homeownership may become less attainable, and more types of housing will be needed to fill in housing gaps. Development of more multifamily, attached single-family, and condos will help mitigate the impacts of high housing costs by offering transitional housing options between renting and homeownership.

	County		Population		2010-2022 Change	
	Larimer	Weld	2010	2022	Growth	Percent
Windsor	X	X	18,918	42,840	23,922	126%
Evans		X	18,628	22,924	4,296	23%
Fort Collins	X		144,461	171,848	27,387	19%
Greeley		X	93,156	110,186	17,030	18%
Loveland	X		67,000	77,913	10,913	16%
Severance		X	3,174	10,757	7,583	239%
Timnath	X	X	632	7,917	7,285	1153%
Larimer County			300,532	366,843	66,311	22%
Weld County			254,230	350,206	95,976	38%

*Population Trends by Jurisdiction,
Source: Town of Windsor, Colorado State Demographers Office*



*Windsor's Housing Units by Type,
Source: US Census, 2022 American
Community Survey 5-Year Estimate*

WINDSOR'S MEDIAN HOUSEHOLD INCOME

\$121,754

*Source: US Census, 2022 ACS 5-Year
Estimates*

Land Use: Land use in Windsor is primarily residential and industrial, with room for growth in both areas. Of the Town's developed land, residential land uses make up 61.5%, industrial land uses make up 12%, and commercial land uses make up 7.8%. Of undeveloped land, residential land uses make up 54.8%, industrial land uses make up 15.4%, and commercial land uses make up 12.3%. As Windsor considers its future growth patterns and land use designations, this Plan supports a balance of housing, retail, employment, and recreation options.

Economic Development: Over a third of the Town's jobs are in manufacturing, and according to the U.S. Census, a high percentage of people who work in Windsor live outside of Windsor. Most residents, commute outside of Windsor for work. Significantly, 18% of the population works from home, which might help local businesses and services during the workday.

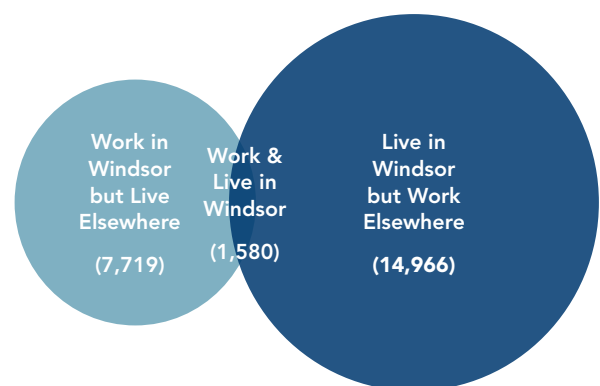
UNDEVELOPED INDUSTRIAL LAND

15% of undeveloped land in Windsor is industrial.

UNDEVELOPED RESIDENTIAL LAND

54% of undeveloped land in Windsor is residential.

*Undeveloped Land in Windsor,
Source: Town of Windsor*

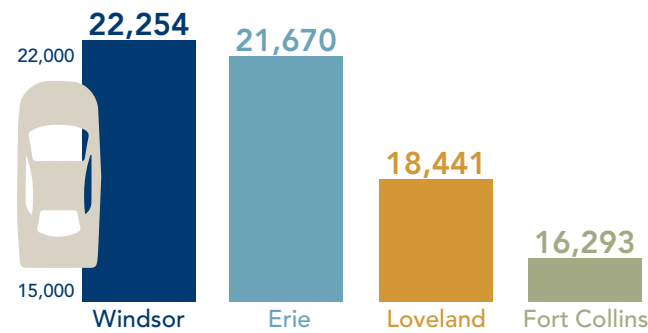


*Commuting patterns in and out of Windsor
(2021), Source: LEHD, U.S. Census*

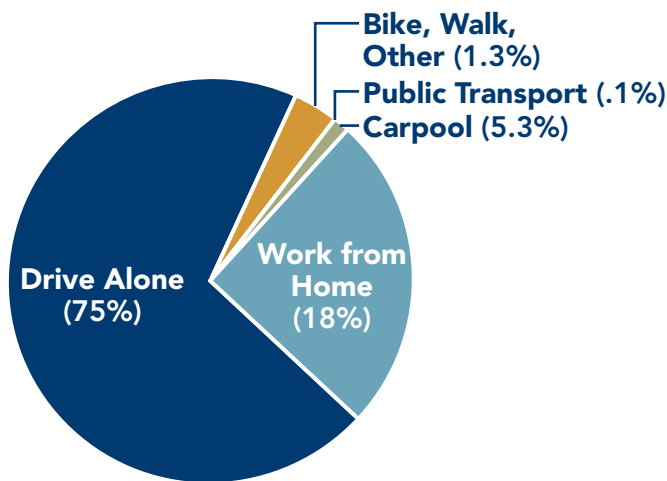
PLANNING CONTEXT

Transportation: Transportation in Windsor is closely tied to its economic growth and land use decisions. Windsor residents commute further than surrounding communities for work, and most drive alone. While the Town has an extensive trail system, Windsor is still largely car-dependent. There is a dedicated commuter bus line between Fort Collins and Greeley with stops in Windsor, as well as a connection to a Loveland bus route.

Water: Windsor has maintained a proactive stance toward water planning by securing additional water sources for future growth through the Northern Integrated Supply Project (NISP), implementing water efficient practices, and incentivizing the community to monitor their own water use. Windsor is also a regional leader in the use and requirement of non-potable irrigation systems in new developments. As growth on the Front Range challenges water resources, Windsor has demonstrated its ability to plan ahead and adapt to new conditions through partnerships and community-driven programs aimed at increasing the use of low-water and native plants.



Average Vehicle Miles Traveled per Household Comparison, Source: Housing and Transportation Affordability Index



Mode of Transportation to Work (Windsor), Source: U.S. Census, ACS K200801: Means of Transportation to Work: 2022: ACS 5-year Estimates

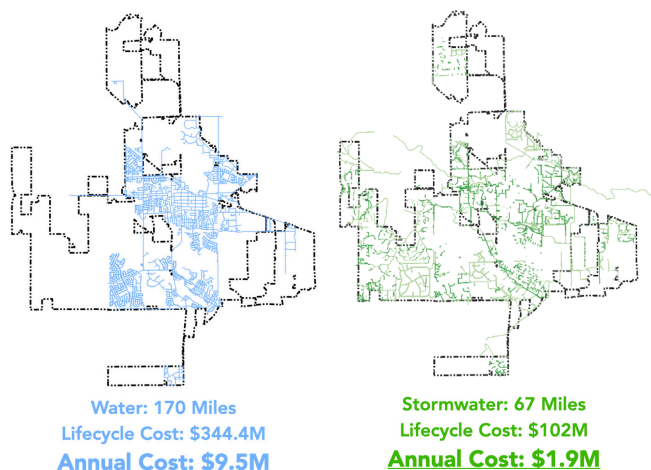
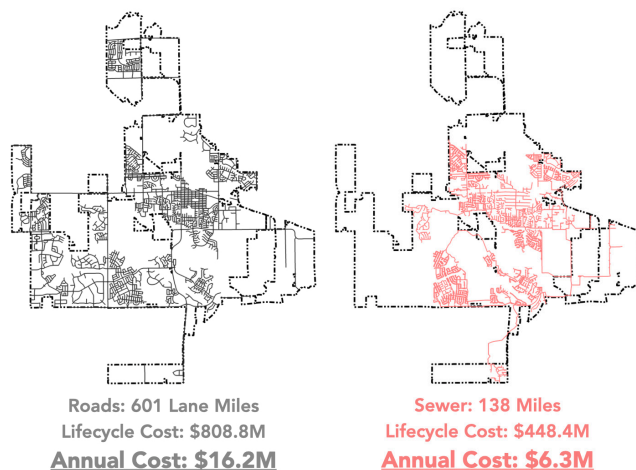
THE TOWN HAS TAKEN STEPS TO MAXIMIZE WATER EFFICIENCY USING PROVEN PRACTICES AND TECHNOLOGIES, INCLUDING THE FOLLOWING:

- Installation of water-efficient appliances and irrigation systems at town facilities
- Lawn watering restrictions (no watering from 10 am-6 pm daily)
- Use of irrigation system rain sensors and ET based scheduling
- Detection of water leaks and repair through the Town’s water efficiency audits
- Establishment of a xeriscape garden to assist residents to understand and implement water saving landscapes and related technologies



Infrastructure: Windsor has a robust infrastructure system consisting of water, sewer, stormwater, and roads, all supported by either general, capital improvement, or enterprise funds. Spatially, the Town's infrastructure is spread out, resulting in higher infrastructure service and maintenance costs. Land use decisions will play an important part in future infrastructure challenges or solutions as future development requires more connections to public services. Providing existing infrastructure can support development, concentrating development in appropriate areas could reduce overall construction and maintenance costs and increase efficiency and long-term sustainability of the system as a whole.

Additional context and trends can be found in Appendix D: Existing Conditions Report.



Cost of Windsor's Infrastructure Systems,
Source: Town of Windsor

INFRASTRUCTURE SYSTEMS

THE TOWN MAINTAINS:

 **600** lane miles of roads

 **170** miles of water pipes

 **138** miles of sewer pipes

 **86** miles of stormwater ditches, culverts, & pipes

JURISDICTION & PLANNING AREA

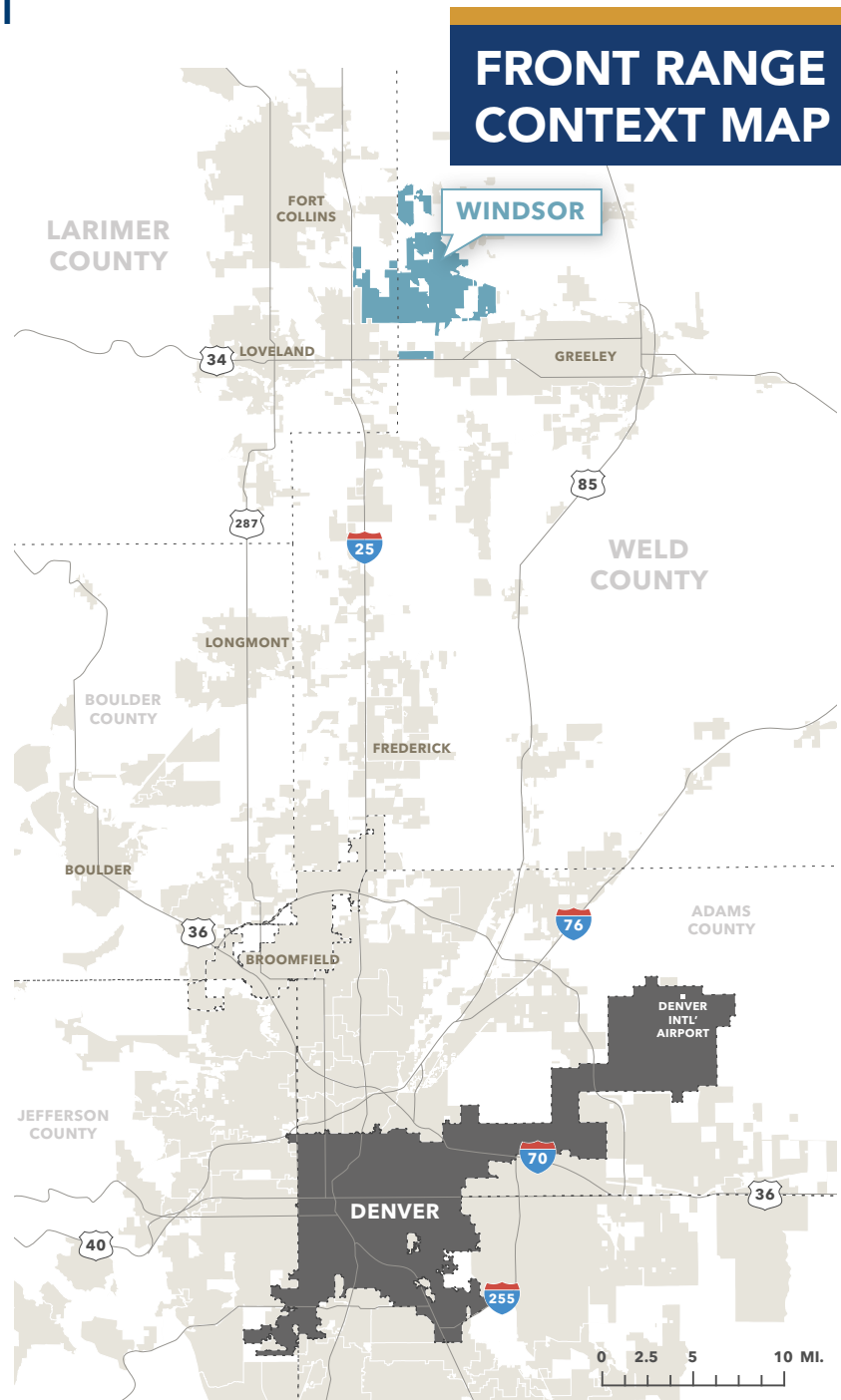
The Town of Windsor is located in the Northern Colorado Front Range Region and Town boundaries extend across both Larimer and Weld counties. Surrounding communities include Timnath and Severance to the north, Fort Collins to the northwest, Loveland and Johnstown to the southwest, and Greeley to the southeast. Located on the I-25 corridor, Windsor sits approximately 56 miles north of Denver.

GROWTH MANAGEMENT AREA

This Comprehensive Plan applies to areas within the municipal boundaries of Windsor as well as the unincorporated areas that fall within the Town's Growth Management Area (GMA). The land within the GMA is anticipated to be served with municipal services and infrastructure to support future development. Development in close proximity to the Town core and existing infrastructure is a priority, but areas in the GMA will likely experience development pressure and are anticipated to be annexed into the Town in the future.

WINDSOR 3-MILE PLANNING AREA

The Colorado Revised Statutes § 31-12-105 require every municipality to have a plan in place for areas within a 3-mile distance of its municipal boundary prior to any annexation. The 3-mile planning area does not include land incorporated by other municipalities or claimed through a formal intergovernmental agreement. As much of the Town's GMA is abutting the GMA and/or corporate limits of neighboring communities, Windsor does not intend to extend the GMA boundaries beyond the boundary that exists today.



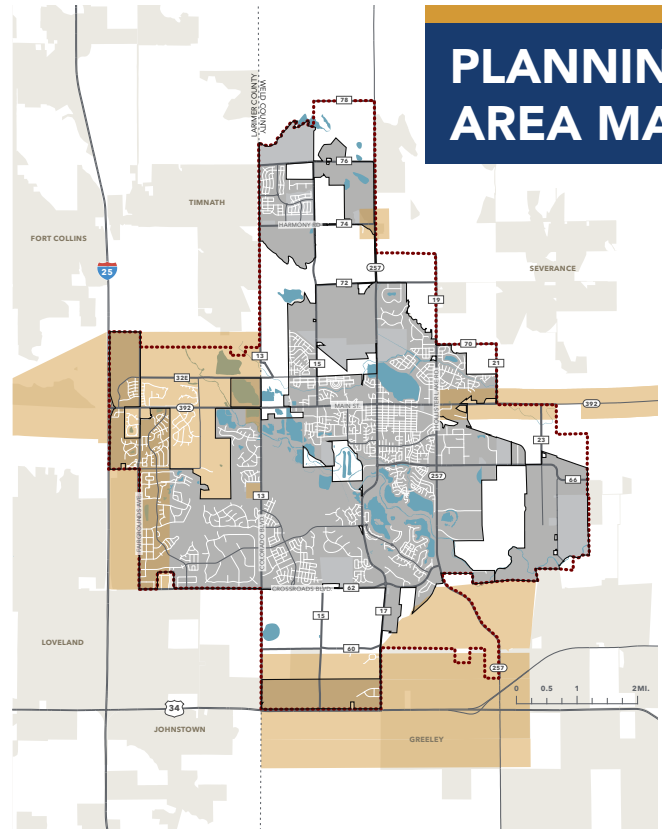


INTERGOVERNMENTAL PLANNING AREAS (IGAs)

The Town of Windsor has entered into several land use specific Intergovernmental Agreements (IGAs) with neighboring municipalities to jointly plan for future development. These include components such as a determination of future land uses, design standards, and in certain instances, revenue sharing. In some cases, the IGAs resulted in Cooperative Planning Areas where both jurisdictions agree to design and performance standards for development.

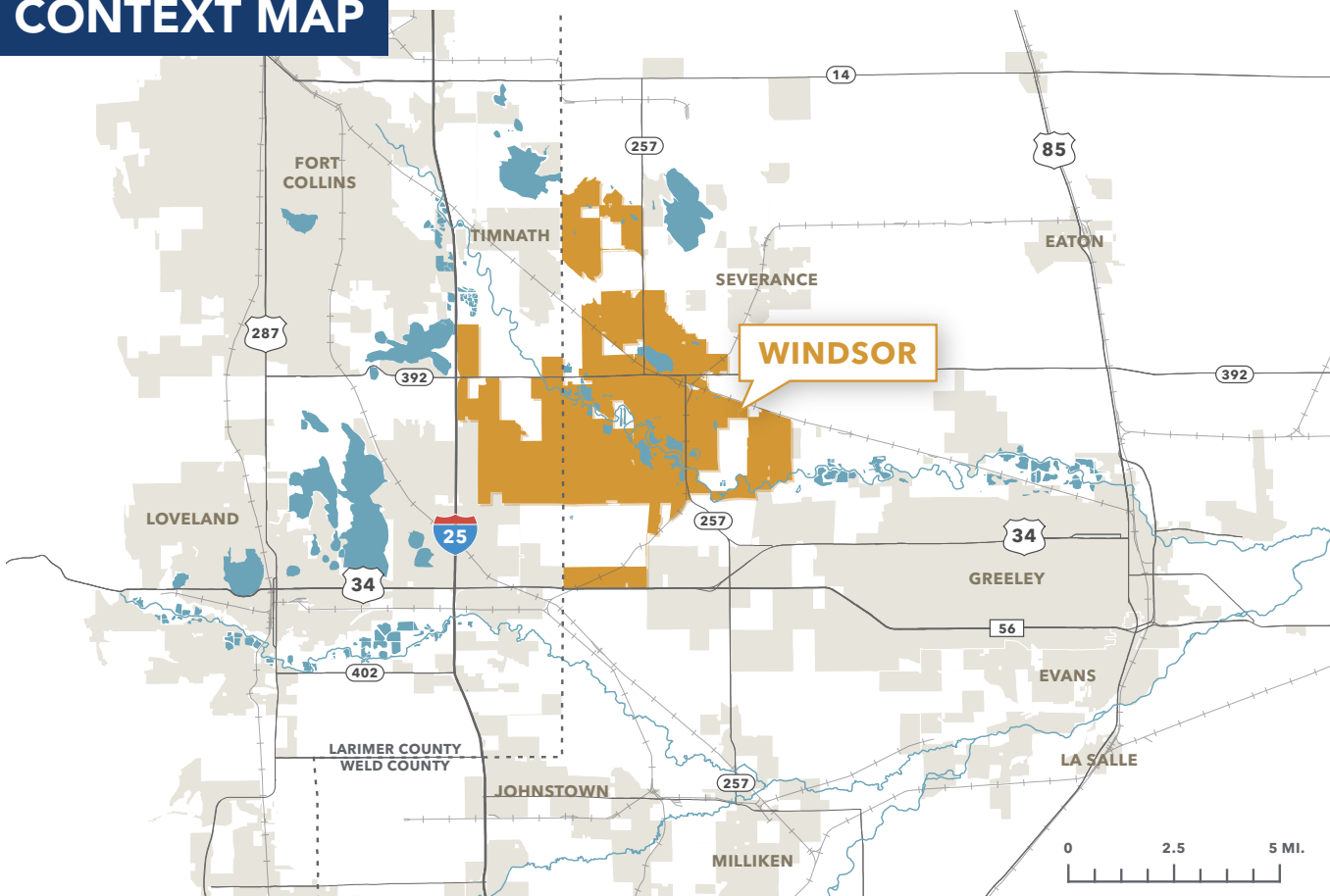
KEY

- Town Boundary
- Intergovernmental Planning Areas
- Growth Management Area
- County Boundary



PLANNING AREA MAP

REGIONAL CONTEXT MAP



LAND USE & ZONING CONTEXT

Anchored by a historic downtown, the Town includes a mix of new and old residential districts, emerging commercial centers, and an evolving industrial sector. Windsor includes a diverse range of land uses that accommodate residential, commercial, and industrial users.

The Town's residential neighborhoods are comprised of historic homes near downtown as well as newer subdivisions, many of which surround golf courses and large open spaces and have been built in the last 20 years. The Town's commercial and retail areas are anchored on Main Street (SH 392) and downtown Windsor, while I-25 and emerging east-west corridors like Harmony Road, Crossroads Boulevard, and Highway 34 play an increasingly important role in the area's growth. Additionally, the Great Western Industrial Park includes large-scale sites and heavy manufacturing uses, which defines the eastern parts of Windsor and carries implications for land use and economic planning across the community.

CURRENT LAND USE CHARACTER

As part of the comprehensive planning process, a character analysis identified ten different character types in Windsor. The classifications are based on spatial attributes, street pattern, zoning, and land use. Spatial attributes include building height and sizes of lots, as well as the relationship between the buildings and street. The street pattern greatly influences connectivity and major modes of transportation.

Downtown Core: The downtown core of Windsor is near Windsor Lake. The Great Western Railroad runs through downtown diagonally, creating a triangular space with 7th Street and Main Street. The downtown core has the highest concentration of restaurants, shops, and various services in town.

Traditional Neighborhood: Traditional neighborhoods surround downtown and were mostly developed before 1970. These neighborhoods have smaller blocks and well-connected street networks. The land use is mostly single-family housing with amenities like schools, and religious institutions that are integrated within residential areas. This neighborhood also has access to services and jobs in the downtown core only a short walk away.

Cluster Development: This character area encompasses neighborhoods that arrange homes and developments in clusters to conserve open space, parks, or sensitive environmental areas.

These neighborhoods typically have more public spaces.

Suburban: The suburban character type is the most common development pattern in the Town of Windsor. This type of development mostly consists of detached single-family homes, often as part of a planned subdivision, and garages often face the street.

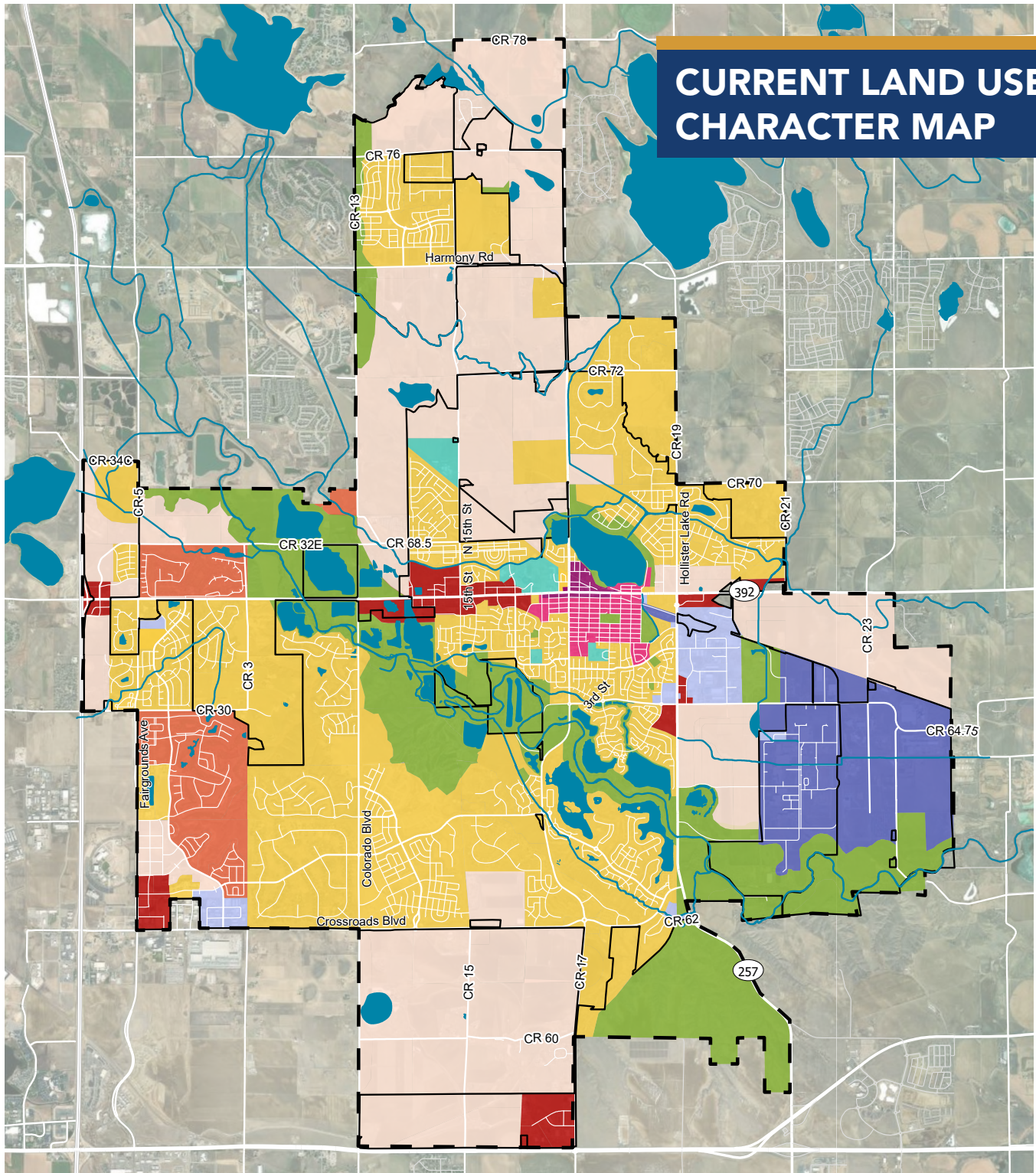
Agriculture and Emerging Growth: This character type refers to lands that are currently vacant or used for agricultural purposes. Current zoning allows for development and some level of future growth or change in use can be expected in these areas.

Institutional: The institutional character type covers civic and educational spaces such as the High School, police buildings, fire stations, Town Hall, and Community Recreation Center.

Commercial Corridor: Commercial corridor areas refer to retail and office developments that prioritize vehicular access and are usually located around major roads and corridors. The Town's land use code and commercial corridor plans strive to de-emphasize parking and encourage buildings to front the street. The areas along Highway 392 outside of downtown currently have the highest concentration of commercial corridor developments.



CURRENT LAND USE CHARACTER MAP



- Town Limit
- Growth Management Area
- Waterbodies

Character Areas

- Downtown Core
- Traditional Neighborhood

- Cluster Development
- Suburban
- Emerging Growth
- Institutional

- Commercial Corridor
- Heavy Industrial
- Light Industrial
- Natural Edge and Open Space

0 0.5 1 Miles



Heavy Industrial: Most of the heavy Industrial areas are in the eastern side of the Town. The buildings and structures in this character area support higher intensity of land use, often with greater volume of truck traffic, noise and other factors that are not compatible with residential development. These areas also generally have convenient access to major roadways and railroads.

Light Industrial: Light industrial uses produce smaller consumer goods and include warehousing, research, and development. The land use intensity

is less than heavy industry. Light industrial businesses tend to cluster together to form bigger light industrial zones and are usually separated from residential areas.

Natural Edge and Open Space: The natural edge and open space are lands reserved for parks, outdoor recreational, and ecological services. The riparian buffer along the Poudre River plays an important role in protecting biodiversity and water quality.

ZONING CODE ALIGNMENT

As the long-term guide to future development in the Town, the Comprehensive Plan provides the policy direction that should guide any future zoning requirements or development standards. Generally, the adoption of the Comprehensive Plan should be followed by an initiative to update the Town's development codes, which includes zoning regulations, subdivision regulations, and others. Changes to the Town's zoning regulations may include the refinement of existing regulations to address height, bulk, and intensity standards, as well as permitted uses.

The previous 2016 Comprehensive Plan document and Municipal Code were generally in alignment, at of the time of adoption of this updated Plan. While there should be an understanding of what zoning districts could apply to each Future Land Use category, the Future Land Use Map in this Comprehensive Plan is not granular as is the regulatory zoning map. Instead, the Future Land Use Map provides a general guide of character and land use types that encompass neighborhoods or corridor areas.

More information about Future Land Use designations and categories is in Chapter 4: Future Land Use Plan.

The zoning regulations are located within the Town of Windsor Municipal Code, Chapter 16, and an example of the Zoning Map is included on the next page. The Zoning Code includes requirements for 16 zoning districts, including:

- Estate Residential (ER)
- Single-Family Detached (SF-1)
- Single-Family Attached (SF-2)
- Multifamily (MF)
- Residential Mixed Use (RMU-1 and RMU-2)
- Mobile Home (MH)
- Neighborhood Commercial (NC)
- Central Business (CB)
- General Commercial (GC)
- Limited Industrial (LI)
- Heavy Industrial (HI)
- Recreation and Open Lands (ROL)
- Agriculture Holding (AH)
- Planned Unit Development (PUD)
- Public Parking District (PP) (subarea of the CB zone district)



For the most up-to-date zoning map, visit the Town's webpage here.

PLANS & STUDIES

The Comprehensive Plan builds on several existing plans and studies, which have influenced, and will continue to influence, Windsor’s growth and development. The Comprehensive Plan incorporates past policy direction where it continues to be reflective of the community’s vision. Many of these supporting documents provide further guidance on specific topics such as transportation planning, parks and open space, and parking. The most relevant plans and studies are summarized below and referenced throughout the Plan.

Existing plans & studies help inform the Comprehensive Plan.



Potable Water Master Plan (2009): The objective of the Potable Water Master Plan is to provide the Town’s decision makers with the information needed to make sound decisions associated with its water portfolio.



Demographics and Housing Opportunities Study (2015): This study identifies evolving trends and changes to existing development policies, to respond to emerging housing needs. The study provides general and policy recommendations focusing on diversity of housing, aligning jobs with the resident workforce, and identifying strategic areas for denser residential development.



Transportation Master Plan (2020): As Windsor’s first Transportation Master Plan, it serves as a long-term vision and guide for multimodal transportation. It includes short-term action items and integrates the 2017 Roadway Improvement Plan to plan for a connected, efficient, and comfortable network for bicycling, walking, taking transit, and driving.



Windsor Public Art Master Plan (2020): The Public Art Master Plan provides guidance for the Town of Windsor, Windsor Art Commission, artists, community stakeholders, and others interested in helping advance the future of public art in Windsor. Since its adoption in 2020, the Town Board adopted a public arts ordinance and established the Windsor Arts Commission.



Parks, Recreation, and Culture Strategic Plan (2020): This plan serves as a roadmap for the Town, Parks, Recreation & Culture Advisory Board, and the Town Board. It strengthens and strategically expands existing programs, facilities, and amenities.



Open Space and Trails Strategic Plan (2022): The Open Space and Trails Strategic Plan provides a five- to ten-year framework to define areas for open space preservation and trail development within Windsor's GMA. The Plan serves as a strategy and policy document for open space acquisition, long-term stewardship, capital project planning, and funding efforts.



Energy Action Plan (2023): The Town's first ever Energy Action Plan is intended to explore ways to help the community save energy and money while leveraging renewable energy programs. The action plan establishes an overall vision, goal, and seven focused strategies to achieve that direction.



Historic Preservation Master Plan (2023): The Preservation Plan serves as a guiding document for the Historic Preservation Commission and outlines Windsor's vision for the sustainable preservation of historic resources. It sets forth goals, policies, and an action plan for implementation. It serves as an informational resource for property owners and members of the general public to learn about preservation in Windsor.



Subarea and Corridor Plans: Windsor has several subarea and corridor plans that include more detailed land use, transportation, economic goals and recommendations, as well as design standards. The Town of Windsor also has developed Intergovernmental Agreements (IGAs) with adjacent communities, including but not limited to Fort Collins, Severance, Timnath, Loveland, and Greeley; as well as the counties of Weld and Larimer.

- [7th Street Multimodal/Walnut Street Bikeway Study](#)
- [O Street Corridor Study](#)
- [Downtown Windsor Parking Plan](#)
- [Eastman Park Drive Corridor Study](#)
- [Corridor Activity Center \(CAC\) Design Standards](#)
- [Downtown Corridor Plan](#)
- [I-25 Corridor Plan and Regional Design Standards](#)
- [Commercial Corridor Plan Design Criteria and Procedures](#)
- [East Side Industrial Subarea Plan](#)
- [Great Western Annexation Design Criteria and Development Standards](#)



CHAPTER 3

VISION & GUIDING PRINCIPLES

- Comprehensive Plan Vision
- Guiding Principles



The Windsor community has come together to articulate a common vision that embraces our future and builds on the identity we share in our geographical location and outdoor environment. To realize our vision, we must act boldly, build on our strengths, and confront our challenges. The goals we envision and the actions we take today will define our Town's future.

Visioning is a critical part of any long-range plan. It establishes a community-driven direction that acts as Windsor's compass to define Windsor over the next 10-20 years and provides the central strategic approach to public decision-making. The Comprehensive Plan has a unifying Vision statement as well as 10 Guiding Principles that articulate more specific community values. Together, these statements guide the intent behind the goals, policies and implementation strategies identified later in the Plan.

VISION

As a community, we envision a safe, sustainable, and thriving Town that prioritizes a high quality of life through thoughtful growth and development, fostering a sense of community, and responsible stewardship of its natural resources and open space.



GUIDING PRINCIPLES

1

Balanced and sustainable growth that contributes to Windsor's character and enables quality of life, amenities, and services.

2

Neighborhoods that focus on road and trail access and high quality of life for households of all sizes and incomes.

3

A vibrant, diverse, and resilient economy that builds upon Windsor's dynamic commercial, educational, and employment areas.

4

A small-town character and safe environment that makes Windsor a desirable place to live, work, and play.

5

A safe, efficient, comfortable, and intuitive transportation system that serves all ages and abilities.

6

Exceptional and memorable park, recreation, open space, and trail experiences accessible to everyone, that incorporate wild landscapes and a sense of discovery.

7

Ease water availability limitations through robust and proactive planning for water efficiency.

8

Stewardship of natural resources to help preserve a healthy and thriving environment for present and future generations.

9

A thriving community with access to high-quality public facilities and local services.

10

A fiscally responsible community, which focuses on prioritizing local services, amenities, and high quality of life.



CHAPTER 4

FUTURE LAND USE PLAN

- Future Land Use Categories
- Focus Areas

INTRODUCTION

VISION & GUIDING PRINCIPLES

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The Future Land Use Plan is designed to shape future development and growth in Windsor for decades to come.

The map and associated land use categories provide a guide to Town officials, developers, and residents and indicates what type of development will appropriately reflect the community's long-range goals and visions for Windsor.

Land use densities shown in this comprehensive plan land use map and descriptions are far greater than what is assumed in Town sewer master plans, water master plan and transportation master plan. Therefore the comp plan must address how the deficits in supporting infrastructure are to be addressed. Sewer interceptor infrastructure will for sure be deficient if the densities shown are evenly distributed over emerging growth areas.

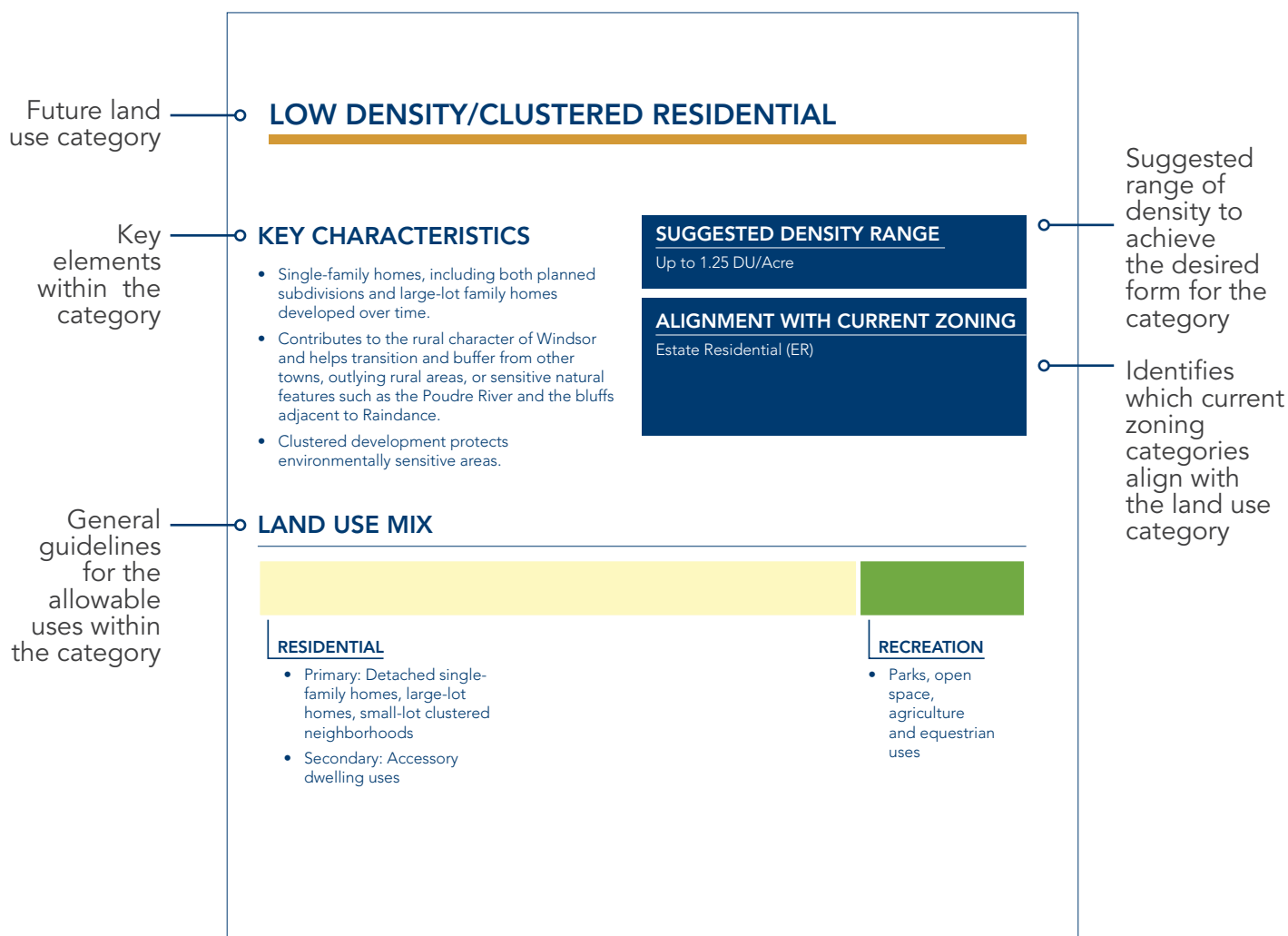
FUTURE LAND USE CATEGORIES

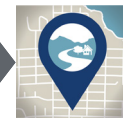
HOW TO USE

The Future Land Use categories provide insight into preferred densities, uses, and characteristics that would be most suitable for each Future Land Use category. The Future Land Use categories were established based on conversations and engagement activities with community members, Town staff, and elected officials conducted throughout the planning process. The categories have been modified from the 2016 Future Land

Use categories to reflect the community's vision and goals for the future.

This section illustrates how each land use would align with existing zoning in Windsor. These categories provide the framework for any future zoning updates. The following diagram illustrates how each of the land use category pages are structured.





LOW DENSITY/CLUSTERED RESIDENTIAL

KEY CHARACTERISTICS

- Single-family homes, including both planned subdivisions and large-lot family homes developed over time.
- Contributes to the rural character of Windsor and helps transition and buffer from other towns, outlying rural areas, or sensitive natural features such as the Poudre River and the bluffs adjacent to Raindance.
- Clustered development protects environmentally sensitive areas.

SUGGESTED DENSITY RANGE

Up to 1.25 DU/Acre

ALIGNMENT WITH CURRENT ZONING

Estate Residential (ER)

LAND USE MIX

RESIDENTIAL

- Primary: Detached single-family homes, large-lot homes, small-lot clustered neighborhoods
- Secondary: Accessory dwelling uses

RECREATION

- Parks, open space, agriculture and equestrian uses

MEDIUM DENSITY RESIDENTIAL

KEY CHARACTERISTICS

- Neighborhoods with primarily single-family homes, and a smaller mix of duplexes, townhomes, and multifamily
- There are bike and pedestrian connections to nearby parks, schools, and open space.
- Generally considered suburban neighborhoods.

SUGGESTED DENSITY RANGE

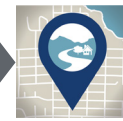
Up to 4 DU/Acre

ALIGNMENT WITH CURRENT ZONING

Single family (SF-1)
Single-family attached (SF-2)
Mobile home (MH)
Multifamily residential (MF)
Residential mixed use one (RMU-1)
Residential mixed use two (RMU-2)

LAND USE MIX

RESIDENTIAL • Primary: Single-family detached homes and duplexes • Secondary: Townhomes, small multifamily apartments/ condos, accessory dwelling units	CIVIC • Schools, places of assembly, libraries, police and fire stations, and government offices	RECREATION • Parks and Open Space



MIXED RESIDENTIAL

KEY CHARACTERISTICS

- Promotes compact, pedestrian-oriented neighborhoods with a variety of housing types and densities, small-scale commercial activity centers, and other public amenities.
- Accommodates a range of housing types, including single-family detached, attached, and multifamily.
- Promotes development that caters to a variety of family sizes and incomes and provides an opportunity for residents to age-in-place.

SUGGESTED DENSITY RANGE

6 - 12 DU/Acre

ALIGNMENT WITH CURRENT ZONING

Residential mixed use one (RMU-1)

Residential mixed use two (RMU-2)

Multifamily residential (MF)

LAND USE MIX

RESIDENTIAL	COMMERCIAL	CIVIC	RECREATION
• Primary: Single-family homes, multifamily apartments/ condos, townhomes, duplex, and triplex. • Secondary: Senior housing and assisted living facilities	• Small-scale retail and restaurants, Small-scale office	• Schools, places of assembly, libraries, police and fire stations, and government offices	• Parks and Open Space

DOWNTOWN

KEY CHARACTERISTICS

- Traditional and historic downtown area that honors Windsor’s history and provides a small-town feel.
- Includes a mix of commercial, office, and complementary residential uses to create a vibrant town center that concentrates a range of activities.
- Residential uses on upper levels of commercial buildings are encouraged.

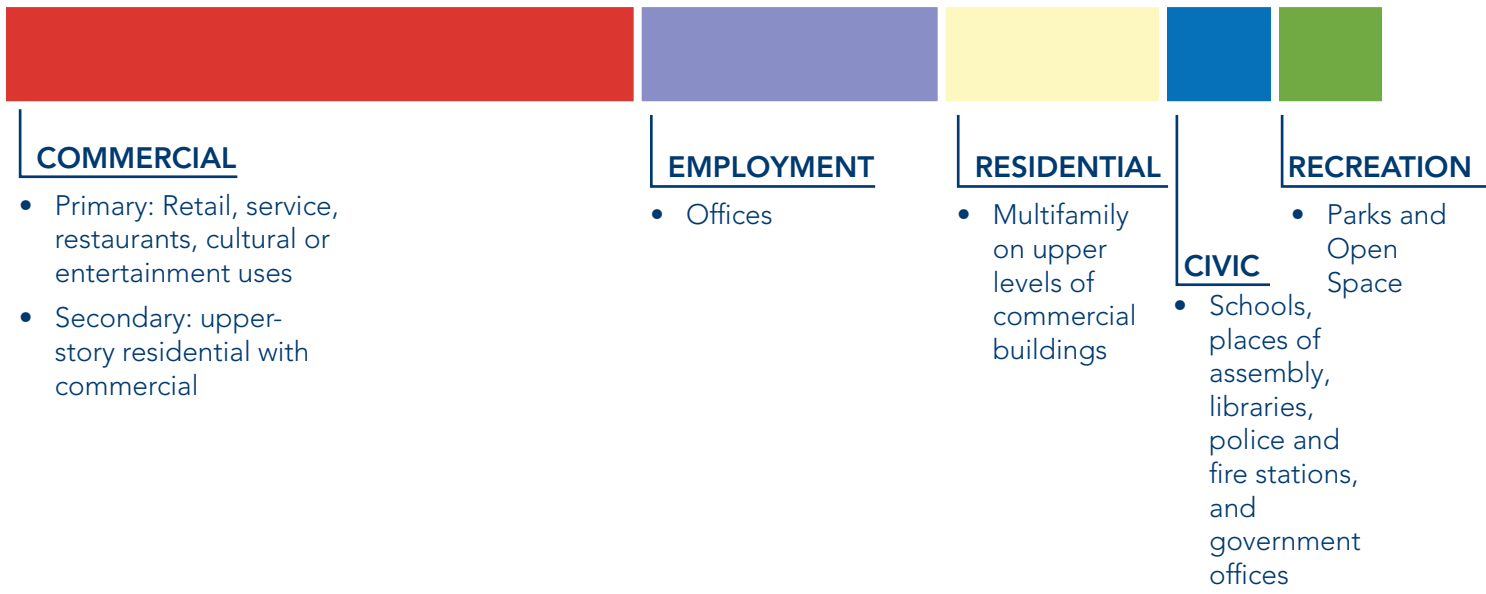
SUGGESTED DENSITY RANGE

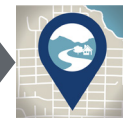
4-12 DU/Acre

ALIGNMENT WITH CURRENT ZONING

Central business (CB)
Permanent parking (PP)

LAND USE MIX





COMMERCIAL MIXED USE

KEY CHARACTERISTICS

- Walkable commercial areas that integrate residential uses, with commercial uses on ground-floors and along primary corridors.
- Multifamily residential uses can be integrated into the site design by including on upper stories of a mixed-use building.
- An interconnected grid of streets and pedestrian connections is emphasized.
- As traditional shopping centers age, redevelopment should integrate residential uses to activate and revitalize the center the site.
- Parking should be located behind buildings, below grade or in structures.
- Auto-oriented uses should be limited.

SUGGESTED DENSITY RANGE

Up to 30 DU/Acre

ALIGNMENT WITH CURRENT ZONING

Neighborhood commercial (NC)

General commercial (GC)

LAND USE MIX

COMMERCIAL	EMPLOYMENT	RESIDENTIAL	CIVIC
• Primary: Local commercial and service uses, such as restaurants, personal services, small shopping centers, medical facilities, and multi-tenant centers • Secondary: Hotels	• Professional offices	• Multifamily on upper levels of commercial buildings	• Places of assembly, libraries, police and fire stations, and government offices

GENERAL COMMERCIAL

KEY CHARACTERISTICS

- Shopping centers, lifestyle centers, or commercial corridors that are not intended to integrate residential uses.
- These areas are appropriate for auto-oriented uses, stand-alone uses with vehicle drive-throughs, and larger scale shopping.
- Generally located along Windsor’s primary arterial corridors and highways, with excellent access and visibility.

SUGGESTED DENSITY RANGE

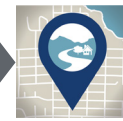
N/A

ALIGNMENT WITH CURRENT ZONING

General commercial (GC)

LAND USE MIX

COMMERCIAL • Primary: Retail stores, eating establishments, supermarkets, multiplex movie theaters, medical facilities • Secondary: Hotels, personal services, small shopping centers, and multi-tenant centers	EMPLOYMENT • Professional offices	CIVIC • Places of assembly, libraries, police and fire stations, and government offices



EMPLOYMENT/FLEX INDUSTRIAL

KEY CHARACTERISTICS

- Provides flexible employment uses, light industrial, and supporting commercial businesses.
- Activities within this category tend to occur inside structures, with outdoor areas allowing well-screened and limited storage or distribution.
- Uses should be well-screened and buffered from adjacent non-business type uses.

SUGGESTED DENSITY RANGE

N/A

ALIGNMENT WITH CURRENT ZONING

Limited industrial (LI)

LAND USE MIX

EMPLOYMENT

- Primary: Professional office, research and development labs, business and office parks
- Secondary: Light manufacturing, processing, production, warehousing, distribution of goods

COMMERCIAL

- Supporting commercial uses, hotels

HEAVY INDUSTRIAL

KEY CHARACTERISTICS

- Given the freight traffic, visual, noise, and environmental impacts generated by heavy industrial uses, these areas should mitigate impacts if and when those uses are adjacent to incompatible uses.
- Residential land uses adjacent to heavy industrial uses should be heavily buffered and screened from view.

SUGGESTED DENSITY RANGE

N/A

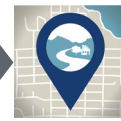
ALIGNMENT WITH CURRENT ZONING

Heavy industrial (HI)

LAND USE MIX

EMPLOYMENT

- High-intensity facilities that involve the processing of chemicals or plastics, refineries, and industrial machinery



PUBLIC/SEMI-PUBLIC

KEY CHARACTERISTICS

- Generally integrated within and adjacent to residential and commercial land uses to serve the Windsor community and nearby areas.

SUGGESTED DENSITY RANGE

N/A

ALIGNMENT WITH CURRENT ZONING

N/A

LAND USE MIX

CIVIC

- Schools, libraries, police and fire stations, and government offices

PARKS & OPEN SPACE

KEY CHARACTERISTICS

SUGGESTED DENSITY RANGE

N/A

ALIGNMENT WITH CURRENT ZONING

Recreation and open lands (ROL)

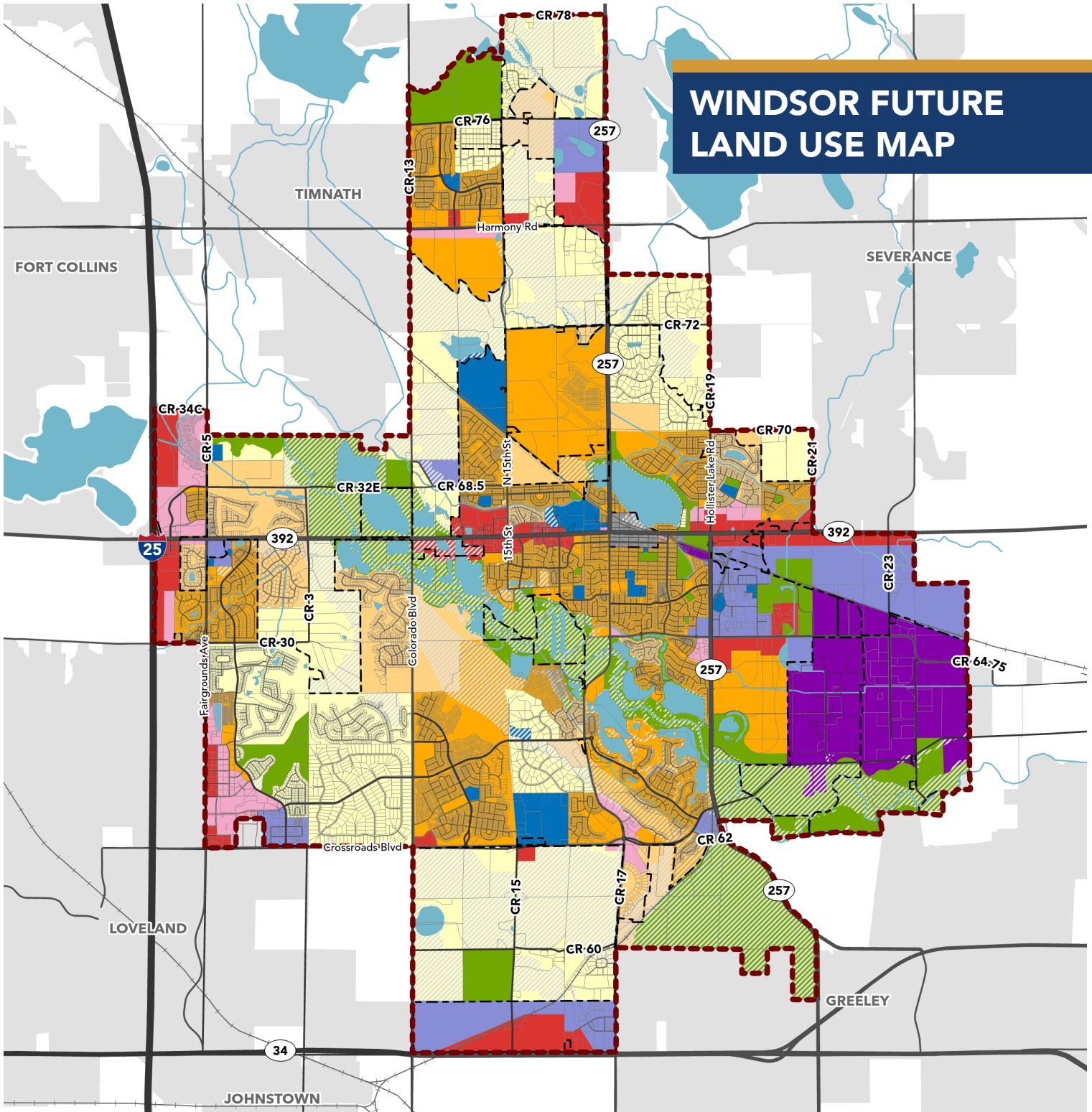
LAND USE MIX

RECREATIONAL

- Primary uses: Active and passive recreation, sports facilities and fields, golf courses, gathering spaces associated with athletics, greenways and trails, community gardens, undeveloped natural areas, conservation easements
- Secondary uses: Temporary mineral extraction sites, such as gravel mining



WINDSOR FUTURE LAND USE MAP



- Growth Management Area
- Town Boundary
- Water Bodies
- Rivers & Streams

- Downtown Study Area
- Potential Natural Areas and Open Space Overlay

- Future Land Uses**
- Employment/Flex Industrial
 - Heavy Industrial

- Low Density/Clustered Residential
- Medium Density Residential
- Mixed Residential

- Commercial Mixed Use
- General Commercial
- Parks and Open Space
- Public/Semi-Public

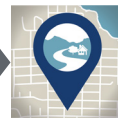


FOCUS AREAS

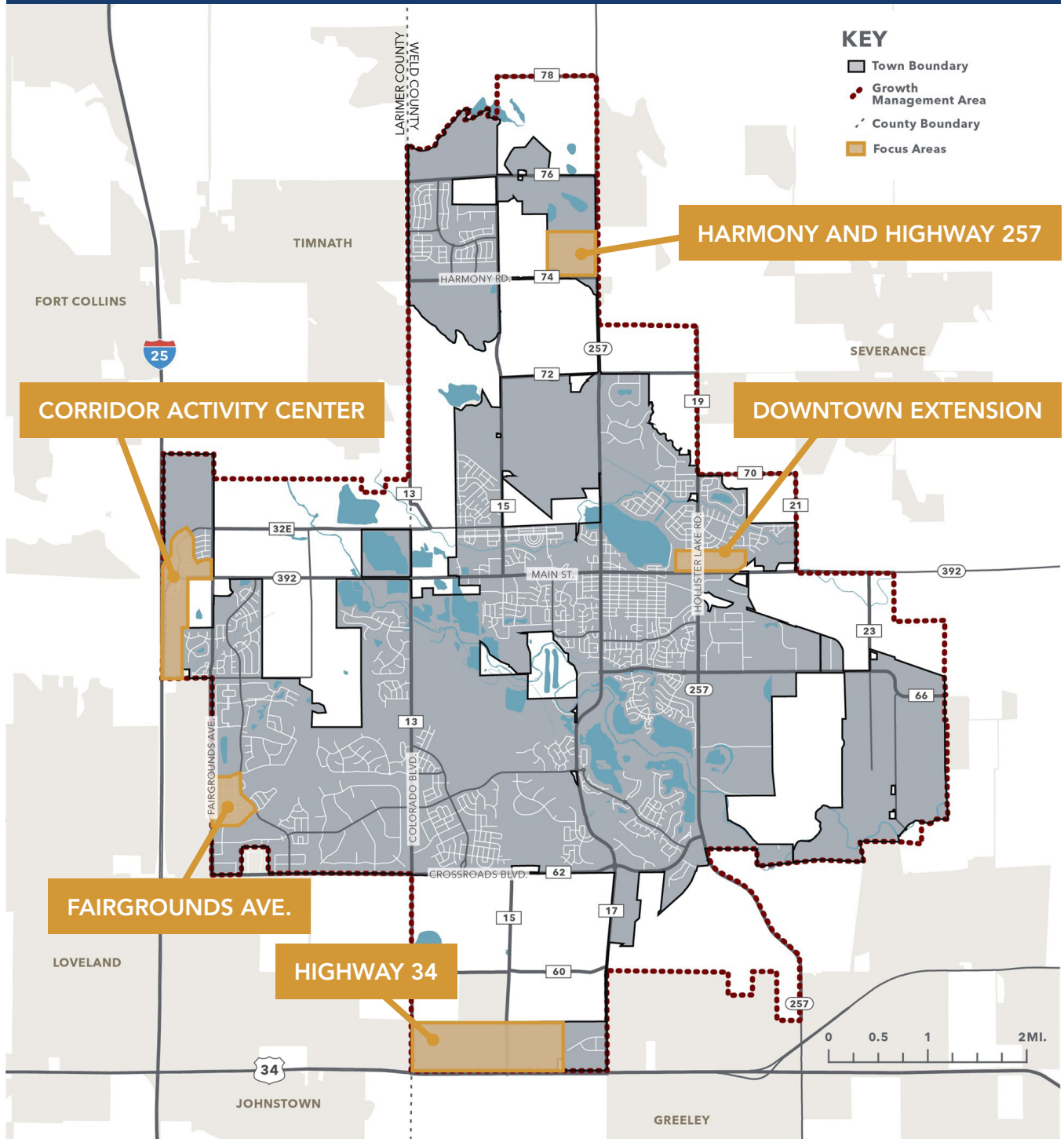
Five Focus Areas were identified through the planning process as areas for future growth. By taking a close look at the site-specific opportunities, constraints, and community preferences, conceptual site designs and graphic renderings were created to show potential development concepts. These conceptual designs

and graphics help to illustrate possible character, uses, and experiences within each Focus Area, and do not reflect all current zoning, building, or design requirements. The conceptual designs are generally consistent with the policy direction and the Future Land Use Plan in this Comprehensive Plan.

- 1. CORRIDOR ACTIVITY CENTER
- 2. DOWNTOWN WINDSOR EXTENSION AND INFILL
- 3. HIGHWAY 34 AREA
- 4. HARMONY AND HIGHWAY 257 AREA
- 5. FAIRGROUNDS AVE. /PENN PLACE



FOCUS AREAS



Corridor Activity Center

Location: This covers an area governed by an Intergovernmental Agreement (IGA) between Windsor and Fort Collins along I-25 and Hwy 392.

Characteristics and Constraints: The IGA establishes design standards to unify the appearance. Currently, the site's zoning is a mix of General Commercial, Limited Industrial, and Residential Mixed Use.

Future Land Use Mix:

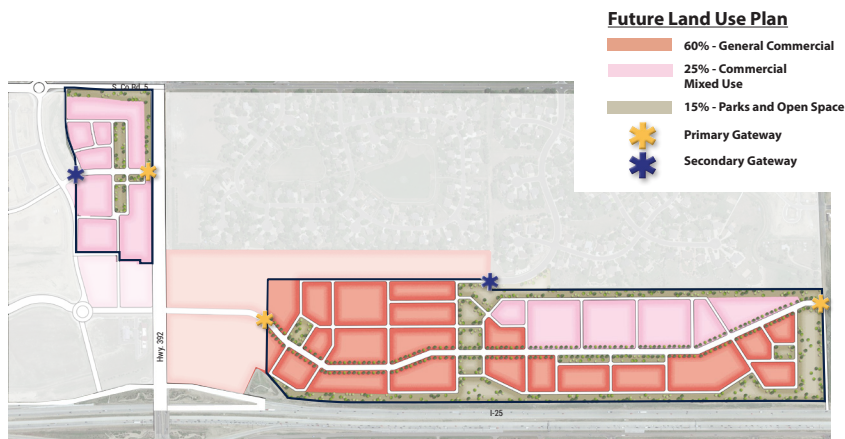
- 60% General Commercial
- 25% Commercial Mixed Use
- 15% Parks and Open Space

Defining Features of Design:

A central plaza functions as a community gathering space for events such as farmers markets, presentations, and celebrations. Large sidewalks lend themselves as optimal spaces for outdoor dining, shop signage, and increased walkability.

On-street parallel parking offers supplemental parking options to the rear parking lots located behind the mixed-use buildings. Having a variety of activated plaza spaces helps to identify the character of the area, which attracts visitors and become wayfinding points throughout the area.

The corridor contains strategic pockets of greenspace utilizing native plants and offers plenty of shaded seating. The corridor will be multimodal with a focus on comfortable navigation for pedestrians and bicyclists.



Corridor Activity Center, Future Land Use Plan

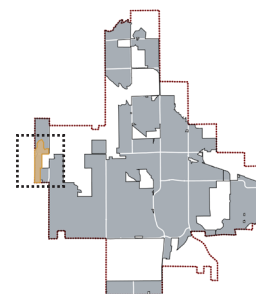
Note: The plan and illustrations are representative of the type of development allowed in this area. Actual development will vary.



Corridor Activity Center, Conceptual Illustration



Corridor Activity Center, Conceptual Illustration



Focus Area Location

Downtown Windsor Extension and Infill

Location: This site is located east of downtown, along Main Street and straddling Hollister Lake Rd.

Characteristics and Constraints: The main street of Windsor in downtown has the highest concentration of historical and cultural structures. The continuous building walls, street trees, wider sidewalks, and on-street parking create a friendly and walkable environment. The small-town character of Windsor is best represented in these downtown main street blocks.

The current zoning on the site is Limited Industrial, General Commercial, and Residential Mixed Use-One. A utility easement bisects the western site diagonally.

Future Land Use Mix:
 50% Mixed Residential
 40% Commercial Mixed Use
 10% Parks and Open Space

Future Land Use Plan

- 50% - Mixed Residential
- 40% - Commercial Mixed Use
- 10% - Parks and Open Space
- Primary Gateway
- Secondary Gateway

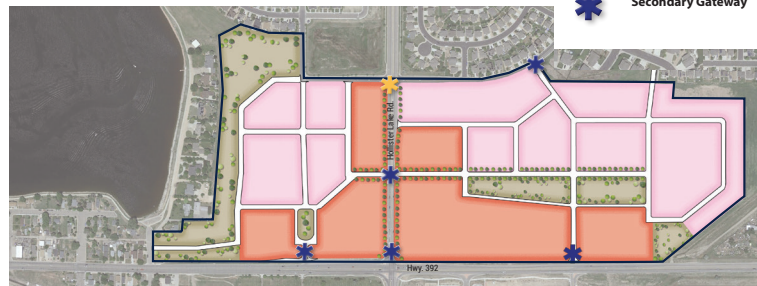
Defining Features of Design:

The proximity to downtown makes this a prime location for additional retail and mixed use. The interconnected street network is designed for a continuous flow of vehicles and minimal congestion. To accommodate the diagonal utility easement, green areas and parking lots are located along this utility alignment and buildings are set back 50 feet. Sufficient space is provided for parking in the center of blocks keeping the streets activated and walkable. This walkable character is integrated throughout the site, but especially along Main Street/Highway 392, to visually connect the site to downtown. The mixed use nature of the site is intended to create interest and diversity when exploring the area.

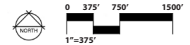
Vacant sites are limited in the downtown area, but certain sites could be imagined for other uses in future. One example is the southeast corner of the intersection of 4th Street and County Road 68. This street corner could accommodate a multi-story, mixed-use building. The structure could accommodate uses residents desire such as a restaurant, rooftop dining, small-scale retail, residential units, or outdoor seating areas.

Main Street/Highway 392 is an important gateway to the community. The character of Main Street changes drastically east of the railroad crossing near 3rd Street. The sidewalk terminates abruptly, and buildings are set back further from the street.

The waterfront site that borders the train tracks, 2nd Street and Main Street has the potential to host a gateway feature. During the week-long design workshop conducted during the planning process, residents expressed preference for using iconic buildings as gateway features. An elegant hotel building with vertical building features is one possible use of the space. Signage could be installed to point motorists, pedestrians, and cyclists to main points of interests in downtown.



Downtown Windsor Extension and Infill, Future Land Use Plan

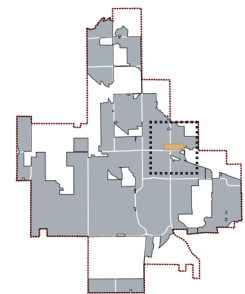


Downtown Windsor, Conceptual Illustration



Downtown Windsor, Conceptual Illustration

Disclaimer: The plan and illustrations are representative of the type of development allowed in this area. Actual development will vary.



Focus Area Location

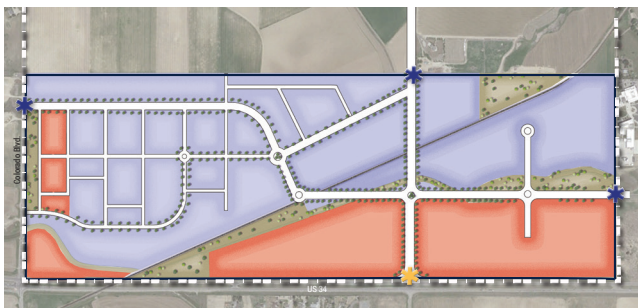
FUTURE LAND USE PLAN

Highway 34 Area

Location: The site is Windsor's southern gateway off Hwy 34 and Colorado Blvd.

Characteristics and Constraints: A railroad bisects the site, as well as irrigation canals and utility rights of way. The current zoning is Limited Industrial.

Future Land Use Mix: 25% General Commercial
60% Employment/Flex Industrial
15% Parks and Open Space



Highway 34 Area,
Future Land Use Plan

Future Land Use Plan
25% - General Commercial
60% - Employment/
Flex Industrial
15% - Parks and Open Space
Primary Gateway
Secondary Gateway

Disclaimer: The plan and illustrations are representative of the type of development allowed in this area. Actual development will vary.

Defining Features of Design:

The design is intended to advocate for light industrial uses supplemented by retail and office uses. The opportunity for AIMS Community College to expand west can be intertwined with related professional offices, ultimately creating new relationships between the academic and professional communities. Retail, restaurants, and office space along US Hwy 34 and along Colorado Blvd provide visibility to passing car traffic.

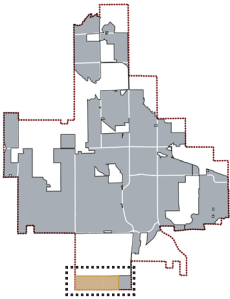
In the center of the site, large, light industrial office and warehouse buildings provide expanded employment opportunities. Increased investments along the existing irrigation canals could include multi-purpose trails and attractive business offices campuses.



Highway 34,
Conceptual Illustration



Highway 34,
Conceptual Illustration



Focus Area Location

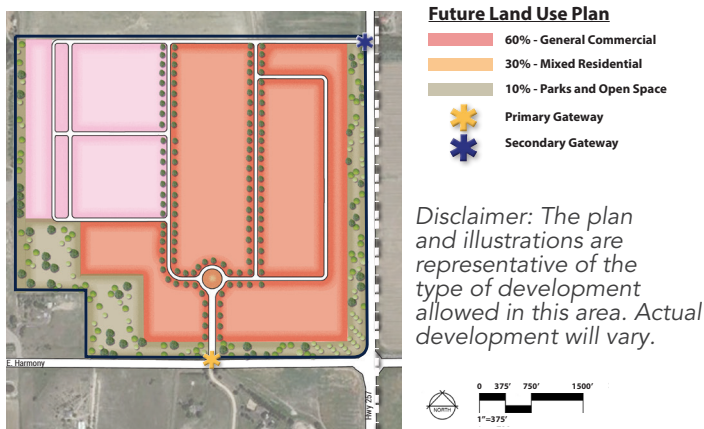
Harmony and Highway 257 Area

Location: The site is Windsor's northwest gateway along East Harmony and Hwy 257.

Characteristics and Constraints: Adjacent land uses are mostly residential. The current zoning for the site is General Commercial.

Future Land Use Mix:

- 60% General Commercial
- 30% Mixed Residential
- 10% Parks and Open Space



Harmony and Highway 257 Area, Future Land Use Plan

Defining Features of Design:

This northern gateway will prioritize lifestyle retail shopping and restaurants, with townhomes and apartments adjacent to existing single-family neighborhoods. Entry roads align with existing access to the south and northeastern.

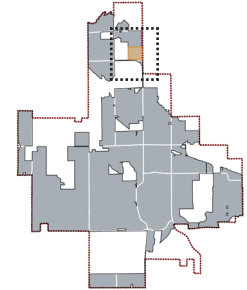
With a focus on commercial development, the plan would provide opportunities for a variety of unique businesses, restaurants, and provide employment opportunities within Windsor town boundaries.



Harmony and Highway 257 Area, Conceptual Illustration



Harmony and Highway 257 Area, Conceptual Illustration



Focus Area Location

Fairgrounds / Penn Place

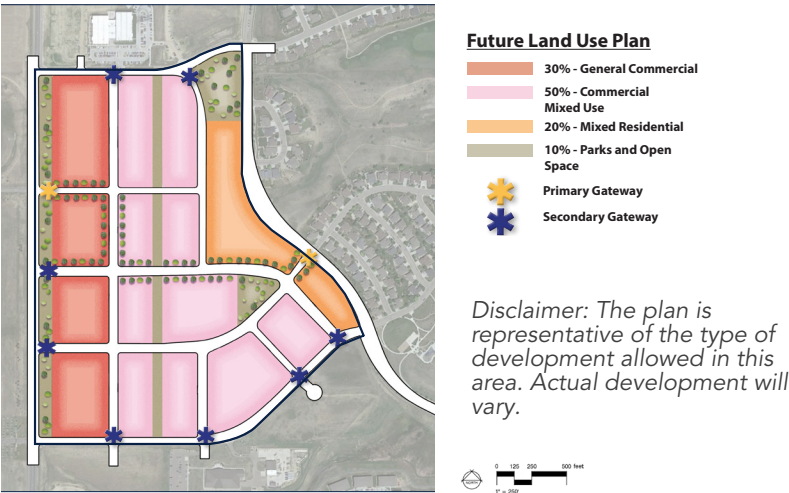
Location: The site is southwest Windsor, located along Fairgrounds Avenue.

Characteristics and Constraints: Adjacent to residential uses and Belmont Ridge Open Space to the east and N. Fairgrounds Ave. to the west. The current zoning is Limited Industrial.

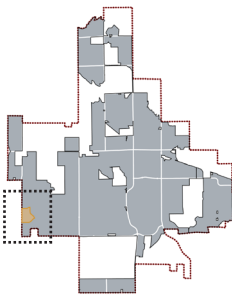
Future Land Use Mix: 30% General Commercial
50% Commercial Mixed Use
20% Mixed Residential
10% Parks and Open Space

Defining Features of Design:

The design is intended to support mixed residential and commercial mixed use. First floor commercial uses wrap around the perimeter of the site with opportunities for second-story residential uses. The site is intended to be a pedestrian-oriented development with primary vehicular access through gateways along Fairgrounds Avenue.



Fairgrounds/Penn Place, Future Land Use Plan



Focus Area Location



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CHAPTER 5

GOALS & POLICIES

- Growth & Regional Collaboration
- Housing & Neighborhoods
- Economic Development
- Community Character & Design
- Transportation & Mobility
- Parks, Recreation, Open Space & Trails
- Water & Natural Resources Stewardship
- Community Facilities & Infrastructure

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PLANNING CONTEXT

FUTURE LAND USE PLAN

IMPLEMENTATION



While the Vision and Guiding Principles establish the community-driven direction, the goals and policies provide the central strategic approach to public decision-making. Together, these statements guide the intent behind the goals, and policies that aim to shape the future of the places we live, work, play, and learn. Each element within the Plan contains Goals, action-oriented statements of the envisioned outcome, and supporting each Goal is a set of Policies, that describe more specific ways in which to make progress toward the Goal.

Implementation Actions are introduced in Chapter 6, Implementation, and further detailed in Appendix B, Implementation Action Matrix. Actions are the activities the Town will undertake to implement the Goals and Policies within the Plan. The Action Matrix defines the type and responsible department for undertaking each action. This Plan will be used annually as Town Board and each Town department sets annual workplans and strategic goals. The Action Plan is intended to be updated to reflect the Town's most current policies, data, and accomplishments.

GROWTH & REGIONAL COLLABORATION

Historically, Windsor had seen modest population growth year after year. However, starting in about 2016, significant residential development meant Windsor saw a substantial increase in annual population growth rates. This mirrors booming growth across Northern Colorado, including Windsor's neighboring municipalities.

Population projections for Windsor's continued growth through 2040 vary depending on the source but range from a low growth estimate of about 60,000 up to over 85,800 people as a high growth estimate. These estimates do not reflect an ultimate buildout population. However, it does indicate that a well-managed growth and land use strategy set in place now could significantly influence how Windsor's vacant areas develop over the next 20 years.

Even with recent growth, there is still opportunity for new development across the Town. Windsor currently has more than 8,000 acres of potentially developable land within its Growth Management Area –almost 30% of the total GMA. Developable land includes greenfield areas that are currently used for agriculture and sites that have seen conceptual ideas from property owners. Given the amount of developable land, the Town has an opportunity to both grow in size and population,

OTHER RELEVANT PLANS AND STUDIES

- Intergovernmental Agreements

while conserving resources and preserving rural areas. Through the planning process, the Windsor community highlights the desire for balanced and sustainable growth that contributes to Windsor's character and enables quality of life amenities and services for everyone. This is embodied as a Comprehensive Plan Guiding Principle.

Constituents have consistently cited Windsor's "small town charm" while sharing concerns about population growth with Planning Commission and Town Board. During Strategic Planning discussions over the past decade, Town Board has expressed a desire to maintain a population supported by the current Land Use Map to preserve the Town's character. To this end, consideration of future Land Use Map amendments needs to account for proposed density changes and mitigation of any resulting population increase within the Growth Management Area (GMA).

GOALS & POLICIES

GOAL 1. Manage new development to be fiscally responsible and environmentally sensitive.

- Policy 1.* When existing infrastructure can support development, prioritize new development, redevelopment, and infill to leverage existing resources.
- Policy 2.* Encourage public and private investment to maintain, rehabilitate, and enhance Windsor's older neighborhoods and commercial areas.
- Policy 3.* Consider strategic annexations on a case-by-case basis, taking into consideration alignment with Town objectives, fiscal impacts, viability of municipal services, availability of infrastructure and utilities, connectivity between new developments, and environmental impacts. Prioritize annexations in proximity to the Town's core, community amenities, and services.
- Policy 4.* Promote efficient water use with proven practices and programs.
- Policy 5.* Proposed Map amendments should be accompanied by a professionally prepared cost-benefit analysis of any proposed increased residential density illustrating the long-term impacts of infrastructure maintenance and provision of services versus tax revenue generation.

GOAL 2. Align the pace of new development with investment in infrastructure, amenities, and services.

- Policy 1.* Ensure that all new development provides adequate consideration of and commitment to usable open space, parks, and trail connections.
- Policy 2.* Continue coordinating the creation and expansion of schools, libraries, and other community resources with projected population growth in new private development.
- Policy 3.* Proactively anticipate local and regional traffic demands with new development and ensure road infrastructure and design can accommodate future increase in traffic flow.
- Policy 4.* Continue to require new developments to bring water rights in order to develop their sites and encourage other site-specific commitments to water efficiency.
- Policy 5.* Coordinate new developments with wastewater infrastructure capacity.
- Policy 6.* Proposed Map amendments that would result in increased residential density need to account for and mitigate the resulting population increase through conservation development and cluster subdivision design, combined with protection of other areas within the GMA to offset increased residential density. One method of mitigation would be dedication of perpetual open space within the GMA. Land use map amendments that would result in increased density should concentrate such increased density in close proximity to necessary goods and services e.g. walking distance to groceries, services, transit and other amenities.

GOALS & POLICIES

Policy 7. Identify sanitary sewer and/or other infrastructure capacity limitations by identified areas and/or basins to ensure that proposed Map amendments will not negatively impact the rest of the basin and/or system.

GOAL 3. Coordinate planning efforts regionally with other jurisdictions, agencies, and districts.

Policy 1. Coordinate future land use and development with adjacent municipalities to meet evolving community needs and land use demand.

Policy 2. Collaborate with regional agencies, districts, and organizations to plan for future services, infrastructure, and land use needs.

Policy 3. Ensure new development and land uses are consistent with applicable area and regional plans and regulations.

Policy 4. Work with water providers and projects that serve the Town or may serve the Town in the future to ensure long-term water supplies are sufficient to meet the projected needs.

GOAL 4. Plan for a balance and mix of land uses necessary to support a vibrant and resilient community.

Policy 1. Ensure potential land use map amendments maintain consistency with ultimate buildout population goals and infrastructure capacities.

Policy 2. Evaluate the impact of new development on the Town's future water supply, infrastructure system, and economic health by considering land use, intensity, location, and proposed efficiency measures.

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HOUSING & NEIGHBORHOODS

Windsor is a blend of established neighborhoods and burgeoning subdivisions. Each residential area boasts its own unique identity, fostering close-knit communities. This dynamic development pattern often results in residents identifying more closely with their immediate neighborhoods than with the broader Town of Windsor. This Plan seeks to preserve the integrity and variety of existing neighborhoods; create cohesive, new neighborhoods; emphasize connectivity between neighborhoods and to local amenities; and propel forward-thinking growth that embraces the health, safety, and well-being of our community and environment.

While single-family detached homes stand as the prevailing housing type, the last five years have ushered in a new era with the introduction of multifamily dwellings. As Windsor continues to grow and evolve, we will strengthen connection between and within our neighborhoods, and

OTHER RELEVANT PLANS AND STUDIES

- [2015 Demographic and Housing Opportunities Study](#)

accommodate diversity of housing that includes affordable, attainable, and senior housing options.

One of the Plan’s Guiding Principles is to have “Neighborhoods that prioritize connectivity and livability for households of all sizes and incomes.” Moving toward this direction requires thoughtful design enhancements, integrated planning for capital investments, and a focus on diversity in housing options. The preservation of scenic views, and other environmental and historical landmarks add to a community’s collective sense of history and character.

GOALS & POLICIES

GOAL 1. Diversify housing options to accommodate varying household sizes, lifestyles, and generations.

- Policy 1.** Allow a diversity of housing types, sizes, and densities within all neighborhoods, such as duplexes, townhouses, accessory dwelling units (ADUs), co-housing, cottage communities, and other types as appropriate.
- Policy 2.** Support higher density residential development near downtown, commercial centers, and mixed-use areas.
- Policy 3.** Support housing options that meet the accessibility and functional needs of households with seniors and residents with special needs.
- Policy 4.** Facilitate aging in place with housing options for the aging population, such as accessory dwelling units (ADUs) and housing products for downsizing households.
- Policy 5.** Support a continuum of care from independent living to assisted living to transitional facilities.
- Policy 6.** Integrate housing in mixed-use centers to enhance community vitality and diversity of housing options.

GOAL 2. Cultivate housing that meets the needs of low and moderate-income households.

- Policy 1.* Promote policies, programs, and incentives that increase the number of affordable housing units.
- Policy 2.* Strive to preserve and maintain existing affordable rental and ownership housing.
- Policy 3.* Identify and resolve barriers that impede the development of workforce housing and the rehabilitation of existing housing.
- Policy 4.* Integrate accessory dwelling units within neighborhoods to allow for mixed-income residents and additional housing choice.

GOAL 3. Encourage sustainability in housing siting, design, and construction.

- Policy 1.* Encourage landscaping practices to promote efficient water use in residential development.
- Policy 2.* Encourage sustainable construction practices, energy-efficient building materials and systems, and the use of renewable energy in new residential construction.
- Policy 3.* Encourage home gardens, community gardens, and local food production.
- Policy 4.* Prioritize new residential locations with access to public transportation and non-motorized paths, integrated green spaces, and site design in harmony with the natural topography and landscapes.

GOAL 4. Enhance connectivity and cohesion between neighborhoods across Town.

- Policy 1.* Increase neighborhood access and resident mobility with additional trails, pedestrian paths, stub streets for future road connections, and minimizing cul-de-sacs.
- Policy 2.* Integrate unifying design elements across all neighborhoods to strengthen Windsor's identity.

GOAL 5. Design new neighborhoods to enhance and respect Windsor's natural and historic features.

- Policy 1.* Promote conservation design and cluster housing development to conserve natural resources and mitigate impacts from natural hazards, particularly in proximity to the Poudre River and bluffs.
- Policy 2.* Encourage traditional neighborhood design with gridded or modified grid street patterns and alleyways adjacent to commercial or mixed-use areas.

ECONOMIC DEVELOPMENT

Windsor's reputation as a great place to live has contributed to strong business growth over the last decade. The Town's Economic Development Department continues to create and monitor new programs and opportunities for all businesses with a heavy focus on business advocacy. The Town's economic development base continues to thrive and grow alongside the rapid residential growth. The drawback is that there is a slight disconnect between the local workforce and those who hold those new jobs. There are still high rates of residents commuting outside of Windsor for work, as well as a large population coming into Windsor for work. This is partly attributed to the fact that local employment opportunities may not offer sufficient compensation to afford the high-value homes in Windsor.

The Windsor community envisions a future with a "vibrant and resilient economy" as is embedded in the Comprehensive Plan Guiding Principle: "A vibrant and resilient economy that builds upon Windsor's dynamic commercial, educational, and employment areas." This direction supports diverse businesses and industries. When the Town is host to a diverse mix of industries, it is less vulnerable to changes in any one sector.

OTHER RELEVANT PLANS AND STUDIES

- Downtown Master Plan (in progress)
- Intergovernmental Agreements

Future economic growth in Windsor is promising, as new economic sectors emerge that can diversify and strengthen the Town's economy, including retail, entertainment, industrial, flexible space. This diversification will help community members live and work in the same place, reducing commuting rates and supporting Windsor's identity. Windsor's commercial and industrial areas currently provide a wide range of goods and services; however some goods and services are only available in neighboring communities. There is a desire for more shopping and employment choices—to be able to stay in Windsor to live, work, and shop. It is important for the Town to maintain and absorb growth while retaining a close-knit community, quality amenities, and a high level of service.

GOALS & POLICIES

GOAL 1. Foster a balanced local economy with a range of employment, service, commercial, and industrial uses.

- Policy 1.** Diversify commercial, light industrial, and employment uses to insulate the Town's fiscal base from economic downturns.
- Policy 2.** Promote employment uses in areas with convenient access to commercial and business services, employee housing opportunities, transit, and mixed-use commercial areas.
- Policy 3.** Encourage greater use of flexible employment spaces and districts that could incorporate light industrial, office, and supporting commercial businesses.
- Policy 4.** Attract a range of business sizes, from small local businesses to corporate offices and headquarters.
- Policy 5.** Encourage business programs focused on energy and water efficiencies, clean technology, waste reduction, and recycling.

GOAL 2. Enhance and expand downtown to create a dynamic and flourishing destination that celebrates economic vitality.

- Policy 1.* Attract businesses downtown with significant sales tax-generating potential.
- Policy 2.* Use infill and redevelopment opportunities to attract re-invigorated destination areas downtown.
- Policy 3.* Cultivate regional tourism in downtown through marketing campaigns, events, and by reinforcing the downtown as a welcoming and interesting destination.

GOAL 3. Cultivate commercial development that provides increased choices and services.

- Policy 1.* Support and retain existing businesses, local businesses, and small businesses.
- Policy 2.* Protect a strong commercial base by restricting residential uses in General Commercial areas and limiting residential uses as a supporting use in Commercial Mixed-Use areas. (See Chapter 4 Future Land Use Plan for more details)
- Policy 3.* Promote public and private partnerships to enable proactive investments that support the long-term vibrancy and viability of commercial centers and corridors.
- Policy 4.* Ensure that appropriate transitions/buffers are provided between residential and nonresidential uses.

GOAL 4. Encourage mixed-use developments that provide the benefits of more compact development with a mix of living, shopping, and working environments.

- Policy 1.* Encourage the establishment and intensification of Commercial Mixed-Use areas that provide a mix of commercial and residential uses, transit, and attractive, walkable environments. (See Chapter 4 Future Land Use Plan for more details)
- Policy 2.* Encourage structures and site layout within mixed-use developments that are more adaptable to changes of use over time.
- Policy 3.* Promote an acceptable minimum level of development compactness and density within mixed-use developments to increase opportunities for shared parking facilities, the creation of public gathering spaces and open lands.
- Policy 4.* Pursue the use of zoning and form-based development tools that promote and encourage mixed-use development.

GOAL 5. Strengthen the connection between residents and local job opportunities.

- Policy 1.* Focus on industry diversification in attracting and retaining businesses that align with Windsor's resident workforce talent pool.
- Policy 2.* Partner with the K-12 school system, technical and community colleges, higher education institutions, and local businesses to prepare the workforce and support workforce training opportunities for local job placement.

COMMUNITY CHARACTER & DESIGN

Over the past three decades, Windsor has transformed from a small agricultural community to a town of 42,000 residents. Despite rapid growth and development, Windsor recognizes the value of preserving its history by maintaining its small-town character, recognizing its agricultural heritage, and remaining a safe and welcoming community.

One of the Plan's Guiding Principles is to have "A sense of place and small-town character that makes Windsor a desirable place to live, work, and recreate." Building on Windsor's charm and community character, this Plan intends to promote arts and cultural programming, preserve historic character, and encourage landscape design standards.

Windsor has maintained a distinct character, predominantly in the downtown core and surrounding neighborhoods. With growth, however, the Town has evolved to support a wider range of development and neighborhood types. Today, Windsor supports planned subdivision development, commercial corridors, industrial areas, broad networks of trails and open space, and more. The balance between appropriately accommodating growth and preserving the Town's history is central to defining and understanding Windsor's community character and design.

OTHER RELEVANT PLANS AND STUDIES

- Downtown Area Master Plan (in progress)
- [Downtown Corridor Plan](#)
- [Commercial Corridor Plan](#)
- [Eastman Park Drive Corridor Study](#)
- [Downtown Parking Study](#)
- [Historic Preservation Master Plan](#)
- [Designated Historic Properties Inventory](#)
- [Transportation Master Plan](#)
- [Historic Surveys and Studies](#)
- [Land Use Code](#): The Windsor Land Use Code (Chapters 14-17 of the Municipal Code) includes landscape standards and other requirements that shape the character of the Community.

GOALS & POLICIES

GOAL 1. Leverage local and natural amenities to create unique, people-centered destinations and reinforce Windsor's identity.

- Policy 1.* Encourage and promote unique and attractive projects that are well connected, people centered, and foster safe, walkable, and bikeable districts.
- Policy 2.* Leverage access to natural amenities to promote health, well-being, and recreational opportunities for all community members.
- Policy 3.* Promote the design and development of commercial areas that contribute to residential districts and reinforce distinct neighborhood character.

GOAL 2. Strengthen downtown's distinct sense of place.

- Policy 1.* Focus historic preservation and enhancement efforts in downtown.
- Policy 2.* Collaborate with the Windsor Downtown Alliance on implementing façade improvements that restore the historic appearance and characteristics.

GOAL 3. Create engaging public spaces through the integration of art and cultural programming.

- Policy 1.* Continue to support the Windsor Arts Commission in the acquisition and installation of public art across the Town.
- Policy 2.* Prioritize the integration of art and cultural programming into the design of public spaces in new development.
- Policy 3.* Promote educational opportunities, organizations, and community events that celebrate local arts, culture, and history.

GOAL 4. Preserve historical resources that honor Windsor's heritage and distinct character.

- Policy 1.* Continue the development and implementation of Windsor's Historic Preservation program to ensure the preservation of historically relevant buildings and sites.
- Policy 2.* Conduct educational and outreach efforts that inform people of the value of preserving historic buildings, neighborhoods, and places.
- Policy 3.* Invest in projects that leverage the Town's history and agricultural heritage.
- Policy 4.* Encourage rehabilitation, restoration, and reuse of older structures.

TRANSPORTATION & MOBILITY

Originally an agricultural and railroad town, Windsor was structured on a rural county grid. The Town now has a booming downtown and many vibrant neighborhoods. This booming downtown is the result of many years of planning by the Town, the establishment of the Windsor Downtown Alliance (previously known as the Downtown Development Authority), and public and private investments. The success of downtown has been the result of long-term, and intentional planning. These spaces are significant destinations for people across Town and throughout the region. As Windsor continues to grow, it becomes increasingly important to establish a transportation system that aligns with the growing population's mobility needs. Community outreach from Windsor's first Transportation Master Plan in 2020 indicates that the Town should prioritize a multimodal transportation system that is safe, equitable, efficient, comfortable, and intuitive. These values are embodied in the Guiding Principles for the Comprehensive Plan.

With a high demand for regional travel and limited transit alternatives, many Windsor residents are highly reliant on a private automobile to travel. The local transportation network is also auto-centric, with wide roadways and a disconnected street grid. On the other hand, Windsor's off-street trail network is comprehensive and provides opportunities for residents and visitors to walk or bike for recreation or transportation. The community desires more opportunities to both recreate and travel by walking and biking, and

OTHER RELEVANT PLANS AND STUDIES

- [Windsor Pedestrian Crossing Guidelines](#)
- [Windsor Complete Streets Guide](#)
- [Parks, Recreation and Culture Master Plan](#)
- [CO 257 and CO 392 Network Feasibility Study](#)
- [Windsor Transportation Master Plan](#)
- [Windsor Downtown Parking Plan](#)
- [7th Street Multimodal Study](#)
- [2040 North Front Range Metropolitan Planning Organization Regional Transportation Plan](#)
- [Town of Windsor Traffic Impact Fee Study](#)

to connect to regional destinations by transit. To become a community with more transportation options, the Town will need to consider policies, programs, design principles, and infrastructure that support a connected, comfortable, and convenient transportation system.

This section builds on the recent 2020 Transportation Plan to identify transportation goals and policies to move towards the Town's vision. Together, these goals create a multimodal transportation network that is implementable and dynamic, in light of changing transportation

technologies and a growing community.

GOALS & POLICIES

GOAL 1. Implement a connected and safe bicycle and pedestrian network that provides connections to key destinations, convenient access to transit, helps relieve congestion and provides alternative transportation options.

- Policy 1.* Promote connectivity and efficient travel through roadway extensions, sidewalk construction, on-street bike facilities, and trail expansion projects.
- Policy 2.* Work with local and regional transportation providers, developers, North Front Range Metropolitan Organization (NFRMPO), and Colorado Department of Transportation (CDOT), to monitor demand and design and fund roadways to accommodate, support, and improve future transit service, expand first and last-mile connections, and implement short-term policy recommendations.
- Policy 3.* Encourage complete streets and a connected, comprehensive low-stress pedestrian/bicycle network to improve safety and comfort.
- Policy 4.* Support more housing units, mixed-use development, context sensitive design and development (as allowable by existing infrastructure) within walking/rolling distance of bus stops.
- Policy 5.* Provide Transportation Demand Management (TDM) strategies that incentivize travelers to switch from travel via single-occupancy vehicles.

GOAL 2. Support multimodal connectivity and safety and reflect the community character of Windsor as a part of new developments and growth.

- Policy 1.* Use roadway standards and cross sections in the construction of new roadways that consider complete streets, maintenance needs, and reflect the context in which they are located.
- Policy 2.* Encourage developers to build more grid street networks and minimize cul-de-sacs to enhance connectivity and reduce out of direction travel for all road users.

GOAL 3. Adapt to advances in emerging mobility, technology, and electric vehicles.

- Policy 1.* Continue to promote emerging modes of transportation and technology in transportation to best leverage advances in mobility.
- Policy 2.* Establish standards for what emerging modes of transportation are permitted on trails and roadways.
- Policy 3.* Study the feasibility and sustainability of shared micromobility options in Windsor, as feasible and appropriate.

PARKS, RECREATION, OPEN SPACE & TRAILS

Parks, recreation, open space, and trails are recognized as major contributors to economic development. Furthermore, interaction with nature and physical play have many psychological, cognitive, physiological, and social human health benefits. Residents and employers often choose where they want to live and work based on the quality of life in a community, which includes access to trails, parks, and open spaces. Home buyers and employers are often willing to pay a premium for proximity to open space and trailheads.

Windsor residents have access to an extensive park, recreation, trail, and open space system that provides a range of recreational opportunities and protection of natural resources. Key environmental features that contribute to Windsor's character include the Cache la Poudre River and adjacent wetlands, cottonwood gallery forests and scenic bluffs that meander along the banks of the river, upland habitats, and shortgrass prairies, as well as agricultural lands. In 2022, Windsor voters approved a 0.25% dedicated open space sales tax increase to fund open space land acquisition, stewardship, operation, and maintenance, highlighting the importance of open space to the community. In addition to this financial commitment, one of the Plan's Guiding Principles highlights the importance of these areas: "Exceptional and memorable park, recreation, open space, and trail experiences accessible to everyone that incorporate wild landscapes and a sense of discovery."

OTHER RELEVANT PLANS AND STUDIES

- [Transportation Master Plan](#)
- [NFRMPO Regional Active Transportation Plan](#)
- [Parks, Recreation & Culture Master Plan](#)
- [Open Space & Trails Strategic Plan](#)
- [Municipal Water Efficiency Plan Update](#)
- [Master Drainage Plan](#)
- [Trail System Master Plan](#)

The park and open space system is complemented by a vast trail network that allows users to interact with nature and visit neighboring communities. Trails provide residents with safe travel routes and recreational experiences, reduce vehicles on roadways, and alleviate traffic congestion by providing alternative methods of transportation, which improves Northern Colorado's air quality. The most popular recreational activities – walking, hiking, running, and biking – heavily rely on trails. Many of the primary off-street, low-stress trail connections follow river or water features, such as the Poudre River Trail, the main regional connection between Fort Collins, Timnath, Windsor, and Greeley.

GOALS & POLICIES

GOAL 1. Create equitable access to parks, open spaces, and trails to promote community identity and quality of life.

- Policy 1.* Maintain an appropriate level of service for parks, open space, and trails, as defined in the Town's strategic plans.
- Policy 2.* Create parks, open spaces, and trails that are safe, well maintained, accessible to all ages and abilities, and distributed across the town.
- Policy 3.* Continue to enhance regional trail connectivity through Windsor and to adjacent communities.
- Policy 4.* Create local trail connectivity to new open spaces, parks, schools, and neighborhoods, and to service existing unconnected neighborhoods.
- Policy 5.* Preserve open spaces through acquisition and conservation easements and work with developers to establish functional open space.
- Policy 6.* Identify future opportunities and tools to create large expanses of natural open space.
- Policy 7.* Use open space as community separators or buffers between adjacent cities and towns to retain community identity.
- Policy 8.* Promote passive and active outdoor recreation for the community's physical, emotional, and mental health.
- Policy 9.* Use open space to preserve priority areas to offset requested increases in land use density where density is appropriate and can be supported by infrastructure.

GOAL 2. Provide outstanding parks and recreation programming and facilities.

- Policy 1.* Continue to provide active recreation programming that meets the needs of the community.
- Policy 2.* Provide diverse programming and access for youth, seniors, and under-served populations.
- Policy 3.* Create distinct, unique park experiences that draw people to multiple areas across Windsor.
- Policy 4.* Provide expanded indoor recreation spaces to complement the Windsor Community Recreation Center.
- Policy 5.* Ensure pocket parks maintained by homeowner associations and metro districts meet Town standards.
- Policy 6.* Provide services and amenities in a fiscally responsible manner, such as working with partners, across departments, and with the community for the benefit of all.
- Policy 7.* Promote the history of Windsor through programming, activities, and spaces.
- Policy 8.* Promote water efficiency and low water use across Windsor's managed landscapes as well as in private irrigated landscaped areas.

WATER & NATURAL RESOURCES STEWARDSHIP

Windsor is home to a range of environmental amenities and natural resources that help to define its identity and contribute to the community’s high quality of life. The Cache la Poudre River, ground water, reclaimed gravel mines, scenic bluffs, and large expanses of open space are important resources to both local and regional ecologies. The related goals and policies are aimed at preserving important environmental features and resources throughout the Windsor community.

The Cache la Poudre River is a National Heritage Area, regional amenity, and one of Windsor’s defining natural features as it meanders through the town. Outside of the river corridor, natural areas within and around Windsor generally consist of shrubland and grassland with pockets of wooded areas. These features play an important role in the local environmental system, providing natural flood control measures. The generally flat landscape is punctuated by relatively steep bluffs that are visually and environmentally sensitive, providing scenic and appealing views of the Poudre River valley. These undeveloped areas are valued by the community as they provide visual relief from urbanized areas and provide wildlife habitat and biodiversity.

OTHER RELEVANT PLANS AND STUDIES

- [Drought Management Plan](#)
- [Municipal Water Efficiency Plan](#)
- [Potable Water Master Plan](#)
- [Non-Potable Water Ordinance](#)
- [Weld County Multi-Jurisdictional Hazard Mitigation Plan](#)
- [Open Space & Trails Strategic Plan](#)

Understanding current water-related issues and conditions will be critical to guiding Windsor into the future in a responsible and forward-thinking manner. Water supplies that serve municipalities in the Front Range are limited and are increasingly stretched to meet the demands of growing communities. Overall, the key issues revolve around water availability, efficiency, and infrastructure, while the opportunities lie in implementing water-saving practices, investing in storage solutions, and improving water management policies and treatment methods.

GOALS & POLICIES

GOAL 1. Improve potable and non-potable water supplies and availability.

- Policy 1.* Pursue all available options to increase and stabilize the Town's water supply.
- Policy 2.* Invest in necessary infrastructure to meet current and future water demands efficiently and in a manner that supports the Town's growth strategy.
- Policy 3.* Implement water pricing strategies that support long-term infrastructure needs and that incentivize efficient use and management.
- Policy 4.* Continue to develop and implement clear and rational water dedication policies that ensure long-term stability of water supplies while not unduly burdening property owners.

GOAL 2. Implement effective water management and efficiency measures.

- Policy 1.* Implement water efficiency programs that offer education, incentives, and regulations to encourage efficient water use among customers.
- Policy 2.* Promote best management practices (BMPs) to reduce water consumption and protect water resources and the natural environment.
- Policy 3.* Encourage the use of available technologies that can facilitate the efficient use and management of water supplies.

GOAL 3. Maintain wildlife biodiversity and sustainable ecosystems.

- Policy 1.* Dedicate open spaces for the purposes of wildlife and ecosystem protections, where public access may be limited to different uses or time of access.
- Policy 2.* Preserve key environmental features and ecological health of rivers, lakes, bluffs, and prairies.
- Policy 3.* Use open space to manage stormwater and detention areas to improve water quality, utilizing natural systems and innovative practices.
- Policy 4.* Continue to utilize the best practices to adapt to changes in climate, including planning for extreme weather events such as flooding, droughts, and wildfires.
- Policy 5.* Promote landscape practices that promote efficient use of water, reduce pesticide and fertilizer application, and restore biodiversity.
- Policy 6.* Create open space buffers between development and important natural areas to safeguard ecological integrity.

GOAL 4. Responsibly manage and reclaim lands used for mining and extraction activities.

- Policy 1.* Continue to require the oil and gas industry to remediate and reclaim former oil and gas extraction sites as they come offline.
- Policy 2.* Ensure that mining reclamation meets community values and restores ecological function and native landscapes.

COMMUNITY FACILITIES & INFRASTRUCTURE

Windsor maintains important facilities, services, and infrastructure to maintain a high quality of life for all residents. The Town provides a range of public facilities along with public health and safety programs, including police, the provision of water, a wastewater treatment facility and wastewater network, stormwater infrastructure, and mosquito management. The community identified the importance of fiscal responsibility, access to high quality public facilities, and a high quality of life as key components of the Plan's Guiding Principles. Careful management of Town facilities and strategic planning and partnerships with service providers are important steps to realizing this Plan.

Safety is a major factor in quality of life, and the Town ranks among the safest places in Colorado. The Windsor Police Department and partner Windsor Severance Fire Rescue facilitate programs and provide regular services that keep the Town a safe and desirable place to live. Because of the Town's size and proximity to neighboring communities, many services are shared. Windsor and its partners provide community-serving facilities, including Town Hall, public schools, the Clearview Public Library, and the Community Recreation Center are important gathering places. These spaces provide important educational, cultural, and social hubs for the community to thrive.

Equally as important as public spaces and programs are the services and utilities upon which they are built. Windsor maintains appropriate water, wastewater, and stormwater infrastructure to meet the current demand, but continues to look

OTHER RELEVANT PLANS AND STUDIES

- [Energy Action Plan](#)
- [Potable Water Master Plan](#)
- [Master Drainage Plan](#)
- [Storm Drainage Criteria](#)
- [Capital Improvement Plan](#)
- [Open Space & Trails Strategic Plan](#)
- [Transportation Master Plan](#)
- [Sewer Master Plans](#)

toward the future. The recent growth necessitates new models to predict the supply and demand for these services in the coming years. Given that much of Windsor's development has been built recently, major renovation or replacement of infrastructure has not been needed. As the Town's infrastructure ages, budgets must continue to include the full life cycle cost (i.e., maintenance, repair, and replacement) of infrastructure systems and growth models should be updated regularly to account for future utility needs. Marrying public works and utilities planning with land use and development standards can maximize the efficiency of new utilities. Contiguous development not only ensures infrastructure and cost efficiencies, but it is also conducive to better quality of life, promoting more integrated land use uses, transportation options, and daily activities (working, shopping, recreating, etc.) for the community.

GOALS & POLICIES

GOAL 1. Maintain and enhance the health and safety of Windsor through effective partnerships with healthcare, fire, police, and emergency response services.

Policy 1. Continue collaboration between the Windsor Police Department and Windsor-Severance Fire Rescue to maintain and enhance equipment and facilities, personnel, and programming that protects the community.

- Policy 2.* Support access to a wide range of high-quality health care, including emergency services, primary, home hospice, and mental health care within the community.
- Policy 3.* Maintain regular interagency communication and partner with agencies to ensure cooperative use and distribution of services and facilities.

GOAL 2. Support the success and diversity of educational opportunities, lifelong learning, and senior and youth services in Windsor.

- Policy 1.* Partner with educational institutions, non-profits, and other community-based organizations to provide a variety of educational opportunities in Windsor.
- Policy 2.* Coordinate facilities, materials, and programming with library districts and local and regional educational institutions.
- Policy 3.* Coordinate with the school districts and other educational institutions to consider impacts on school facilities, capacity, and infrastructure when making land use decisions.
- Policy 4.* Increase programing, services, and access to community facilities for community members at all stages of life.

GOAL 3. Maximize the sustainability and fiscal responsibility of community services and utilities.

- Policy 1.* Require contiguous development to maximize existing utilities and infrastructure.
- Policy 2.* Coordinate annexation and development plans with community service and utility providers to ensure adequate levels of service are extended to new growth areas and maintained in existing service areas.
- Policy 3.* Coordinate with private utility providers to improve delivery of service and maximize longevity of the improvements.
- Policy 4.* Encourage compact and clustered developments to maximize utility and infrastructure investments.
- Policy 5.* Serve as a steward in education for energy efficient designs and the reduction of stormwater pollutants for both public and private land.
- Policy 6.* Regardless of land use and allowed densities shown in the Comprehensive Plan and Land Use Map, development proposals cannot develop at higher sewer density or higher water demand than accounted for in the Town's sewer master plan or water master plan current at the time of development, unless: (a) the developer, at their own expense, finances, and/or constructs necessary facility upgrades to support added density, or (b) developer proposes and receives approval for a sewer master plan amendment or water master plan amendment that adequately addresses changes in sewer demand. In addition to analysis of sewer infrastructure or water capacity, such development proposals shall also be reviewed for compliance with all other land use goals and policies.



CHAPTER 6

IMPLEMENTATION

- Plan Management & Amendments
- Development Review & Consistency
- Implementation Actions

INTRODUCTION

VISION & GUIDING PRINCIPLES

GOALS & POLICIES

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PLANNING CONTEXT

FUTURE LAND USE PLAN

IMPLEMENTATION



Source: Windsor Harvest Festival

The Comprehensive Plan is intended to serve as a guide for development, service provision, and land use-related decision-making within the Town of Windsor and the Growth Management Area (GMA).

While the planning horizon of this Comprehensive Plan is intended to be 10-20 years, it will be a living, evolving document that is adapted to reflect refinements in Planning Commission and Town Board priorities, new ideas, and emerging trends. Successful implementation of the Comprehensive Plan depends on the coordinated and collective action of Town decision-makers, staff members, community members, and other partners. This chapter provides an overview of plan compliance, management, and implementation actions.

PLAN MANAGEMENT & AMENDMENTS

The Comprehensive Plan is a dynamic document used to guide future growth and development. As such, it should reflect changes in economic forces, legislative action, development technologies, and community preferences. Throughout the Comprehensive Plan’s planning horizon, the Town Board and Planning Commission may review, identify, and adopt amendments to the Comprehensive Plan to integrate and address current issues, ensuring that the Plan continues to provide a realistic guide for the community’s future growth. The adoption of proposed amendments to the Plan must be in full compliance with all requirements for such comprehensive plan amendments as outlined in the Colorado Revised Statutes and the Windsor Municipal Code. In accordance with all respective public hearing requirements, and in consultation with the Town Board and Town staff, the Planning Commission shall be responsible for making amendments to the Plan.

ANNUAL REVIEW

A regular Comprehensive Plan Status Update and Land Use Plan Map Update should be prepared by Planning Staff on an annual basis and presented to Planning Commission. These updates should highlight the successes and challenges with the current Plan direction, actions achieved from the Implementation Action Matrix (Appendix B), as well as any recommendations for amendments.

This annual review is an opportunity to evaluate and re-prioritize actions on the horizon, not accomplished in the past year, or, due to new trends, technology or strategic plan priorities, the review may include new strategies not currently listed in this Plan.

TYPES OF AMENDMENTS

There are two basic types of possible plan amendments or updates to the Comprehensive Plan: a major plan update and a minor amendment.

Major Plan Update: A review of the entire Comprehensive Plan should be conducted within five years of the last update of the Plan, unless otherwise directed by the Town Board or Planning Commission. The purpose is to determine whether the goals, policies, and land use depictions are still current and continue to meet the needs of the community. Where it is determined that revisions to the Plan would prove to be beneficial to the Town’s long-range planning and development, the Plan should be revised to reflect the changing needs of Windsor. This is a chance to reconfirm the Plan’s vision and direction with the public.

Minor Amendment: The Plan can be amended to (a) correct technical and/or legal errors in the Plan, (b) update the data in the Plan, or (c) make other necessary revisions which will cause the land use depictions in the Plan to be consistent with the development patterns in the community. Minor updates may include revisions to one or more sections of the Comprehensive Pan as a result of changing circumstances, adoption of subarea or specific area plan, or by directive from Town Board or Planning Commission. Minor updates may also include changes to the Future Land Use Map, while others may be as small as correcting text or map errors. Plan Amendments may be initiated by either the Town or property owners.

PLAN AMENDMENT CRITERIA

The appropriateness of a plan amendment request should be determined by the Planning Commission in accordance with the following criteria:

1. **Conforms with the vision, goals, and policies outlined in the Plan.**
2. **Serves a substantial public purpose and will not be substantially detrimental to the surrounding lands.**
3. **Considers the nature and degree of impacts on neighboring lands and land uses.**
4. **Provides for the orderly physical growth of the Town.**
5. **Minimizes detrimental impacts to the transportation system, water and sewer infrastructure, water supply, and emergency services.**
6. **Considers the long-term fiscal impact and rate of return of providing associated services and infrastructure.**
7. **Consider impacts to overall population and costs to provide services.**

DEVELOPMENT REVIEW & CONSISTENCY

In addition to the initiatives identified in this chapter and in the Implementation Action Matrix (Appendix B), implementation of the Comprehensive Plan will occur through ongoing development and redevelopment across the Windsor community. Most development and redevelopment projects will be led by the private sector, and the Town of Windsor will be responsible for reviewing all proposals to ensure they comply with all applicable regulations. For the most part, the Comprehensive Plan will be implemented through the adoption of regulations and ordinances in the Windsor Municipal Code, but discretionary review processes, such as annexations and rezonings, include opportunities to achieve compliance with comprehensive plan policies not yet translated into code. Town staff will review each proposal and include a statement of determination of consistency (or inconsistency) with the Comprehensive Plan in a staff report submitted to decision-making bodies for approval.

IMPLEMENTATION ACTIONS

Community needs and wants were identified as part of the development and public engagement process of updating this Comprehensive Plan. These identified community needs and wants are incorporated into the goals and policies in Chapter 5. From these goals and policies, specific implementation actions were developed and are detailed in Appendix B: Implementation Action Matrix.

Within Appendix B, the Implementation Action Matrix details the various implementation projects and programs to help Windsor achieve its comprehensive planning goals. Each project or program is summarized, linked to a specific goal appearing elsewhere in the Plan and assigned a department lead and likely partners for implementation. Recommended implementation actions generally consist of code updates, new programs, additional studies or plans, capital projects, and external partnership building.

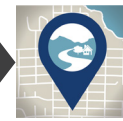
Regulatory Reform: The Town will need to make its development regulations consistent with the goals and policies of the Comprehensive Plan following adoption. The Town will review its development regulations and standards (including zoning and subdivision regulations) for consistency.

Programs & Services: The Comprehensive Plan establishes a foundation for programs, whether continuing programs, enhancing programs, or establishing new programs. Programs have varying levels of priority, depending on the issues involved. Consequently, the Town will initiate them at different timing intervals.

Supporting Plans or Studies: Additional plans, studies, design manuals, and other guidance can provide more specifics than a comprehensive plan and help ensure that future planning can more closely align with the goals and policies of this Plan.

Capital Projects & Investments: The goals and policies of the Comprehensive Plan will be considered in determining priorities and timing of capital improvement expenditures. These projects can include new construction as well as major renovations or replacements of infrastructure or facilities.

Partnerships: Many goals will be implemented through collaborative partnerships with business, the community, adjacent communities, other special districts, and non-profit groups.



PRIORITY ACTIONS

Among actions identified in Appendix B: Implementation Action Matrix, the following rise to the top as key priorities for the Town.

- **Mixed Residential Zoning:** Consider revisions to the Mixed Residential zoning category to incentivize small-scale and pedestrian-friendly commercial uses like restaurants, retail, and entertainment.
- **Tourism Plan:** Develop a long-range tourism plan, which highlights the downtown, the Corridor Activity Center, emerging Entertainment District, and recreational attractions such as the Poudre River Corridor, Lake Windsor and the Town's golf courses.
- **Public Art:** Adopt a percentage for arts program.
- **Roadway Network:** Consider proactively constructing a roadway network to frame out the area's preferred design and begin to help shape "shovel ready" development sites.
- **Economic Incentives:** Strengthen the revised Economic Incentives Resolution 2004-39 by codifying it within the Town's zoning code.
- **What priority actions would you like to see in the plan?** We want to hear from the community! [Add a comment here](#) or share ideas with us at the 2/7 Public Draft Event.





COMPREHENSIVE PLAN



TOWN OF WINDSOR COMPREHENSIVE PLAN

DRAFT PLAN APPENDICES | JANUARY 2024





APPENDICES

- Appendix A: Acronyms & Glossary of Terms
- Appendix B. Implementation Action Matrix
- Appendix C. Engagement Summary
- Appendix D. Existing Conditions Report
- Appendix E. Conceptual Designs for Five Focus Areas



APPENDIX A: ACRONYMS & GLOSSARY OF TERMS

ACRONYMS

ADU: Accessory Dwelling Unit

ADA: Americans with Disabilities Act

BMP: Best Management Practices

CDOT: Colorado Department of Transportation

CIP: Capital Improvement Program

DU/AC: Dwelling Units per Acre

EMS: Emergency Medical Service

FEMA: Federal Emergency Management Agency

GMA: Growth Management Area

HUD: United States Department of Housing and Urban Development

IGA: Intergovernmental Agreement

PUD: Planned Unit Development

A. GLOSSARY OF TERMS

Where not defined here, please consult Windsor Municipal Code for a definition.

Accessory Dwelling Units (ADU): A smaller, independent residential dwelling unit located on the same lot as a stand-alone (i.e., detached) single-family home. ADUs go by many different names throughout the U.S., including accessory apartments, secondary suites, and granny flats. ADUs can be converted portions of existing homes (i.e., internal ADUs), additions to new or existing homes (i.e., attached ADUs), or new stand-alone accessory structures or converted portions of existing standalone accessory structures (i.e., detached ADUs).

Affordable Housing: Generally uses a HUD definition of residential development consisting of any combination of single-family attached, single-family detached, and multifamily dwelling units, regardless of the age of occupants, provided that 50% or more of the units serve households earning from zero to 80% of the regional Area Median Income (AMI). The Town of Windsor is currently in the process of updating or replacing any definition of “affordable” or “attainable” housing.

Amendment: A formal change or revision to the Comprehensive Plan, including either the Plan’s text or its maps.

Annexation: The process by which land is added to the Town Municipal Boundary in accordance with the provisions of the Colorado Revised Statutes and Windsor Code.

Best Management Practices (BMPs): Practices that are determined to be effective and practicable means of achieving a specific goal.

Bicycle Facilities: Improvements and provisions to accommodate or encourage bicycling including bike parking infrastructure and bike lanes.

Buildable Area: The remaining area of land after the area for roads, detention ponds, parking lots, easements, dedications (i.e., schools, open space) is deducted.

Capital Improvement Programs (CIP): A mechanism within government for identifying,

financing, scheduling, and constructing significant public improvements.

Community: Within this document, “community” or “Windsor community” refers to all people, businesses, organizations, etc. within the Town of Windsor limits or those who are directly affected by the affairs of the Town of Windsor.

Complete Streets: Streets that are designed to allow for convenient and comfortable travel by users of all transportation modes.

Comprehensive Plan: A town-wide long-range plan intended to guide the growth and development of a community that includes analysis, recommendations, and proposals for such topics as the community’s population, economy, land use, housing, transportation, and community facilities.

Density: The ratio of residential units on an acre of land. Thus, a permitted density of eight (8) dwelling units per acre for a property that has an area of two (2) acres would allow up to 16 dwelling units.

Design Guidelines: Written statements, explanatory material, graphic renderings and/or photographs intended to inform property owners and the public of specific examples of techniques and materials appropriate to achieve identified design goals and objectives.

Design Standards: Written requirements adopted by the Town that set forth criteria, the design of particular areas, buildings or elements related to the physical development of the Town.

Development: Any man-made change in improved and unimproved real estate outside of public rights-of-way, including but not limited to buildings or other structures, mining, dredging, filling, grading, paving, excavation, drilling operations or storage of equipment or materials.

Dwelling Unit: A single residential unit providing complete independent living facilities for one or

more persons, including permanent provisions for sleeping, eating, cooking, and sanitation.

Dwelling Units per Acre (DU/AC): A unit of measurement commonly used to determine the density of a residential development.

Flex Space: Short for flexible space, is space that is typically leased in a commercial or industrial building that offers a multi-purpose workspace, typically with separate manufacturing, warehouse, and office areas. Flex space provides the opportunity for a tenant to customize the space to meet their particular business needs.

Floodplain: The land area that has been or may be inundated by water during times of flood. A Regulatory Floodplain is delineated by FEMA and the Town is a floodplain administer.

Front Range: Refers to the populated region of Colorado and Wyoming just east of the Rocky Mountains and extending from Cheyenne, Wyoming south to Pueblo, Colorado.

Gateway: A point along a roadway at which a traveler gains a sense of having entered the town or a particular part of the town. This impression can be imparted through such things as signs, monuments, landscaping, a change in development character, or a natural feature such as the Poudre River.

Goal: A statement about an end toward which efforts are directed, and that provides the community with direction. A goal is a desired ideal and a value to be sought.

Growth Management Area (GMA): An area where urban-level services are planned to ultimately be provided and which a municipality intends to annex.

Infill Development: Development of vacant, bypassed parcels of land in otherwise built-up areas.

Infrastructure: Facilities and services need to sustain any type of development. Infrastructure includes but is not limited to streets, drainage, water, wastewater, transportation, power, telecommunications and fire and police facilities.

Intergovernmental Agreement (IGA): A cooperative agreement between two or more governmental jurisdictions or special districts.

Land Use: The manner in which land is used. Land Use may also refer to a future land use designation on the Comprehensive Plan Land Use Map.

Micromobility: Small lightweight vehicles traveling at slower speeds including electric and nonelectric bikes and other appropriate modes.

Mixed-Use: A development type in which various uses, such as office, retail, and residential, are combined to encourage efficiency of development and synergies between uses.

Multifamily: A classification of housing where three or more separate housing units for residential inhabitants are contained within one building. Units can be arranged side-by-side units or stacked on top of each other. A common form is an apartment, condominium building, or townhome.

Multimodal Transportation: A multimodal transportation network includes all the ways people move around their community: walking, biking, using a wheelchair, riding the bus or train, driving, or carpooling. It also includes new transportation modes like ride-hailing as well as future technologies. It is important that modes of transportation within the network are well-connected, accessible, and interact safely. The network not only includes infrastructure and vehicles, but is also supported by education, safety, and maintenance programs.

Neighborhoods: Geographic sub-areas within the town that contain and derive at least some of their identity from residential land uses, but which also encompass and incorporate a variety of other land uses and facilities. The extent of a neighborhood is variable and may be defined by tradition, period of building and development, subdivision patterns, or formally adopted boundaries.

Open Space: Lands that include agriculture lands, scenic viewsheds, and trails. Open space exists in a natural state and contain few or no structures;

they may also contain significant natural, aesthetic, and recreational features that warrant protection.

Pedestrian-Oriented: Form of development that makes the street environment inviting for pedestrians; for commercial areas may be characterized by special sidewalk pavement, zero front and side yard setbacks, buildings of varied architectural styles, street-facing window displays, an absence of front yard parking, benches, and other amenities; for residential areas may be characterized by sidewalks, parkways, front porches, low fences, lighting, and other amenities.

Planned Unit Development (PUD): A zoning district overlay classification to accommodate master planned development that typically includes a mix of uses and/or building types or unconventional uses or designs.

Planning Commission: An advisory board created to conduct public hearings, public meetings, and provide recommendations to the Town Board on land use applications and related matters. This includes statutory approval of Comprehensive Plan amendments.

Policy: A specific statement of principle that articulates a course of action that guides decision making to meet a goal.

Quality of Life: The personal perception of the physical, economic, and emotional well-being that exists in the community.

Redevelop: To improve and re-use existing buildings; to demolish existing buildings (often in poor condition) and create new ones; or to increase the overall floor area existing on a property, irrespective of whether a change occurs in land use.

Resiliency: The capacity of the Town, and its residents and businesses to prepare for disruptions, to recover from shocks and stresses, and to adapt and grow from a disruptive experience.

Riparian: Refers to living or located on the bank of a natural watercourse such as a river or lake.

Setback: An area on a lot establishing a yard between the property lines and the structures on the lot.

Single-Family: A development consisting of a lot or lots containing only one primary dwelling unit per lot and which may take the form of detached or attached or manufactured home.

Stormwater: Surface runoff and drainage, induced by precipitation events, and conveyed, treated, and managed in pipes, channels, creeks, ponds, and other public and private facilities.

Streetscape: Pedestrian and landscape improvements in the right-of-way, generally occurring between the curb and the right-of-way line. Streetscape generally includes sidewalks, street trees, pedestrian lighting, furnishings, and landscaped areas, including medians and irrigation.

Sustainability and Sustainable Development: Strategic initiatives and policies that provide both short and long-term solutions to benefit the people, environment, and economic welfare of our community.

Townhome: A building that has three or more dwelling units erected in a row as a single building (either as a single building on its own lot, or with each dwelling separated by a lot line), and with each unit separated from the adjoining unit(s) by a fire wall along the dividing lot line. All dwelling units in a townhome are attached.

Vision: A shared dream of the future characterized by long-term idealistic thinking, that provides the foundation for the development of the goals, policies, and programs. A vision is not binding and may not be achievable in the lifetime of this Comprehensive Plan.

Workforce Housing: As established in Windsor's Workforce Housing policy (Resolution 2004-39), workforce housing refers to either single-family or multifamily housing developments or projects within which at least 20% of the proposed units are affordable to households earning up to 80% of the average household income in the Town of Windsor.

Zoning: Regulations pertaining to lot sizes and dimensions, building setbacks and height, density, and the way land is used.

Zoning Map: Map that depicts the division of the town into districts or "zones" in which different uses are allowed and different building and lot size restrictions apply. The zoning map is regulatory in nature and applies to currently permitted uses; it should not be confused with the Future Land Use Map, which guides formation of future zoning.

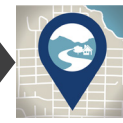


APPENDIX B. IMPLEMENTATION ACTION MATRIX

NO.	TOPIC	ACTION	ACTION TYPE	RESPONSIBILITY	RELEVANT GOALS/ POLICIES
GROWTH AND REGIONAL COLLABORATION					
1	Density Bonus	Amend the zoning ordinance to provide density incentives (decrease minimum lot size) for the use of conservation design and traditional neighborhood design	Regulation		Housing and Neighborhoods
2	Growth Management	Formalize growth management incentives and strategies.	Regulation		
3	Growth Management	Adopt a concurrency/adequate facilities ordinance.	Regulation		Economic development
4	Land Acquisition	Acquire key sites that are threatened by future development and prioritize areas where municipally-owned land may be the most effective strategy.	Capital Project		Housing and Neighborhoods
5	Mixed Use	Revise land use regulations to promote a minimum level of development compactness and density within mixed-use developments that increase opportunity for shared parking and public gathering spaces.	Regulation		Housing and Neighborhoods Economic Development Parks, Recreation and Open Space Community Facilities & Infrastructure
6	Rehabilitate Aging Sites	Establish an incentive program to maintain and rehabilitate aging residential and commercial areas.	Program		Housing and Neighborhoods

IMPLEMENTATION

NO.	TOPIC	ACTION	ACTION TYPE	RESPONSIBILITY	RELEVANT GOALS/ POLICIES
7	Roadway Network	Consider proactively constructing a roadway network to frame out the area's preferred design and begin to help shape "shovel ready" development sites.	Regulation		Transportation and Mobility
8	Sensitive Natural Areas Zoning Overlay	Consider adopting a zoning overlay to further protect both ecologically sensitive areas and the community enjoyment of the regional amenity, the Cache la Poudre River National Heritage Area.	Regulation		Community Character and Design Water & Natural Resources Stewardship
9	Transfer of Development Rights	Consider adopting and implementing a Transfer of Development Rights ordinance.	Regulation		
10	Water Efficiency	Revise land use regulation to include water efficient best practices in water conserving landscaping and irrigation principles, buffering, and drainage.	Regulation		Housing and Neighborhoods



NO.	TOPIC	ACTION	ACTION TYPE	RESPONSIBILITY	RELEVANT GOALS/ POLICIES
HOUSING AND NEIGHBORHOODS					
11	Affordable and Workforce Housing Strategic Plan	Develop an Affordable and Workforce Housing Strategic Plan	Plan		
12	Affordable Housing	Consider reducing the minimum lot area per dwelling unit and open space requirements for the single-family residential districts in exchange for affordable housing unit construction as part of these master planned subdivisions.	Regulation		
13	Community Gardens	Encourage community gardens and local food production in new housing developments and provide education or resources for existing neighborhoods to implement community gardens.	Program		Parks, Recreation & Open Space
14	Density Bonus	Encourage additional affordable housing through density bonuses.	Regulation		
15	Downtown Zoning	Consider revisions to the Downtown zoning regulations to further enhance the Downtown's distinct sense of place and help achieve the desired built form for the Town.	Regulation		Economic Development Community Character & Design
16	Electric Vehicles	Develop EV charging building codes for residential and commercial new construction and incentives during retrofit projects for existing residential and commercial buildings.	Regulation		Transportation and Mobility

IMPLEMENTATION

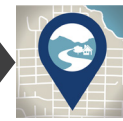
NO.	TOPIC	ACTION	ACTION TYPE	RESPONSIBILITY	RELEVANT GOALS/ POLICIES
17	Form-Based Code	Consider the use of form-based code regulations where feasible to maintain and enhance the desired design of existing neighborhoods while permitting increased density.	Regulation		
18	Form-Based Code	Consider the use of form-based code regulations to maintain and enhance the desired design of the mixed-use neighborhood while permitting increased density.	Regulation		
19	HOA Meetings	Regularly attend existing homeowners' associations and neighborhoods group meetings for key topics of interest and engage residents in Town activities.	Partnership		
20	Housing Diversity	Amend the zoning ordinance to include a housing type diversity requirement.	Regulation		
21	Impact Fees	Make impact fees proportional to housing unit size.	Funding		
22	Local Events	Partner with local businesses and neighborhood groups to establish block parties in residential areas of town.	Program		Community Character & Design
23	Mixed Use	Revise land use regulations to balance residential with commercial and supporting uses in commercial mixed-use areas.	Regulation		Economic Development



NO.	TOPIC	ACTION	ACTION TYPE	RESPONSIBILITY	RELEVANT GOALS/ POLICIES
24	Mixed Use Zoning	Consider revisions to the mixed residential zoning district to incentivize small-scale and pedestrian-friendly commercial uses like restaurants, retail, and entertainment.	Regulation		Economic Development
25	Street Connections	Require street connections to new subdivisions to maintain the street grid where possible and improve overall connectivity between established neighborhoods.	Regulation		Community Character & Design
26	Streetscape Improvements	Promote walkability through streetscape improvements that include high-visibility pedestrian crossings, curb bump-outs, and/or landscaped medians on wide residential roadways.	Capital Project		Transportation & Mobility
27	Universal Design	Review and amend building and related codes to ensure they adequately address universal design principles.	Regulation		
28	Water Efficiency	Implement water efficiency programs that include education, incentives, and regulations to encourage efficient water use among customers.	Program; Regulation		

IMPLEMENTATION

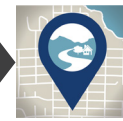
NO.	TOPIC	ACTION	ACTION TYPE	RESPONSIBILITY	RELEVANT GOALS/ POLICIES
ECONOMIC DEVELOPMENT					
29	Economic Incentives	Revise the Economic Incentives Resolution 2004-39 by decreasing the set-aside requirement from 20% to 10% to be better aligned with available incentives and promote more construction.	Regulation		
30	Economic Incentives	Strengthen the revised Economic Incentives Resolution 2004-39 by codifying it within the Town's zoning code.	Regulation		
31	Investment Reporting	Establish an annual reporting function to communicate what investments were made locally in Windsor that were funded by different revenue sources, including the County-managed sales tax.	Program		
32	Job Placement	Consider establishing a program that bridges students with local business partners to explore career educational opportunities for students through shadow programs, job site visitation, and internships.	Program	Community Facilities & Infrastructure	Community Facilities & Infrastructure
33	Job Placement	Establish a partnership with K-12 schools and technical/community colleges and local businesses to support workforce opportunities for local job placement.	Partnership	Community Facilities & Infrastructure	Community Facilities & Infrastructure
34	Public-Private Partnerships	Consider public-private partnerships to develop catalyst mixed-use projects with special community benefits.	Capital Project		Community Facilities & Infrastructure



NO.	TOPIC	ACTION	ACTION TYPE	RESPONSIBILITY	RELEVANT GOALS/ POLICIES
35	Sustainability in Businesses	Create an incentive program to attract industries that focus on renewable energy, water efficiency, clean technology, waste reduction and recycling, or firms that otherwise demonstrate a commitment to sustainability.	Program		Water & Natural Resources Stewardship
36	Tourism Plan	Develop a long-range tourism plan, which highlights Downtown, the Corridor Activity Center, emerging Entertainment District, and recreational attractions such as the Poudre River Corridor, Lake Windsor and the Town's golf courses.	Plan		Parks, Recreation & Open Space

IMPLEMENTATION

NO.	TOPIC	ACTION	ACTION TYPE	RESPONSIBILITY	RELEVANT GOALS/ POLICIES
COMMUNITY CHARACTER AND DESIGN					
37	Façade Improvements	Develop a façade improvement program or revolving grant with coordination and assistance from the Windsor Downtown Alliance.	Program		
38	Gateways and Signage	Codify a requirement to add "Town of Windsor" signage and branding to any future subdivision and other residential monument and/or signage to reinforce that neighborhood's tie to the larger community.	Regulation		
39	Gateways and Signage	Develop customized, uniform street signage and other infrastructure design standards that mark Windsor's residential areas.	Regulation		
40	Public Art	Adopt a percentage for arts program.	Program		Community Facilities & Infrastructure
41	Public Spaces	Consider strategic capital projects like plazas, trails, and other types of public spaces that encourage pedestrian use. Use existing networks of arts and cultural organizations and the Arts Commission to integrate art and storytelling into new public spaces and development.	Capital Project		Parks, Recreation & Open Space Community Facilities & Infrastructure
42	Sustainability Best Practices	Use community facilities as an opportunity to showcase sustainability best practices, including water conserving landscaping and irrigation principles, EV charging stations, and green infrastructure.	Capital Project		Parks, Recreation & Open Space Water & Natural Resources Stewardship Community Facilities and Infrastructure



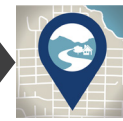
NO.	TOPIC	ACTION	ACTION TYPE	RESPONSIBILITY	RELEVANT GOALS/ POLICIES
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TRANSPORTATION AND MOBILITY

43	Highway Rail Crossing Safety	Conduct a follow-up highway rail crossing safety study with before and after data collection after current improvements have been completed to identify the efficacy of past efforts as well as identify remaining or emerging deficiencies at the crossings throughout the Town.	Plan		
44	SH 392 Traffic Study	Conduct a follow-up SH 392 traffic study	Plan		

IMPLEMENTATION

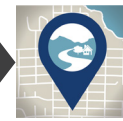
NO.	TOPIC	ACTION	ACTION TYPE	RESPONSIBILITY	RELEVANT GOALS/ POLICIES
PARKS RECREATION AND OPEN SPACE					
45	Impact Fees	Consider amending the Municipal Code to permit the use of impact fees for park maintenance in areas that are located within existing park service areas.	Regulation		
46	Natural Area Buffer	Consider minimum setbacks adjacent to Natural Areas.	Regulation		Water & Natural Resources Stewardship
47	Pocket Parks	Monitor quality and maintenance of pocket parks maintained by homeowner associations and metro districts.	Program		
48	Poudre River Trail	Continue to work with Greeley, Fort Collins, and Larimer County to finish the portion of the Poudre River Trail that is primarily off-street.	Partnership; Capital Project		
49	Public Art	Partner with local arts and historic organizations to promote history and the arts in parks programming, beautification of utility infrastructure and spaces.	Partnership		
50	Universal Design	Consider an ordinance to incorporate universal design into municipal projects.	Regulation		Community Facilities & Infrastructure



NO.	TOPIC	ACTION	ACTION TYPE	RESPONSIBILITY	RELEVANT GOALS/ POLICIES
51	Water Efficiency	Invest in necessary infrastructure to meet current and future water demands to support the Town's growth strategy.	Program, Regulation		Water & Natural Resources Stewardship Community Facilities & Infrastructure
52	Water Efficiency	Integrate best management practices (BMPs) to reduce water consumption and protect water resources and the natural environment.	Program, Regulation		Water & Natural Resources Stewardship Community Facilities & Infrastructure

IMPLEMENTATION

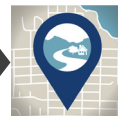
NO.	TOPIC	ACTION	ACTION TYPE	RESPONSIBILITY	RELEVANT GOALS/ POLICIES
WATER & NATURAL RESOURCES STEWARDSHIP					
53	Tiered Water Rate Structure	Various approaches are available to facilitate public education and enforcement of policies that offer education, incentives, and regulations to encourage efficient water use among customers. The town could provide requirements for monitoring and enforcing adherence to long term water use allocations which could occur above and beyond passive forms of incentive, such as a tiered water rate structure.	Program		
54	Energy Efficiency	Update existing municipal buildings through higher efficiency building lighting, restoration of native vegetation, and installation of low-flow water fixtures.	Capital Project		Community Facilities & Infrastructure
55	Energy Efficiency Standards	Adopt a policy that requires a baseline energy efficiency standard for all new construction and renovations of municipal buildings.	Regulation		Community Facilities & Infrastructure
56	Stormwater Efficiency	Offer educational seminars, materials, and/or rebates for reducing the volume of stormwater released from residential properties.	Program		
57	Water Efficiency	Educate HOAs about water efficiency programs	Program		



NO.	TOPIC	ACTION	ACTION TYPE	RESPONSIBILITY	RELEVANT GOALS/ POLICIES
58	Water Efficiency	Promote education programs to encourage the use of available technologies that can facilitate the efficient use and management of water supplies.	Program		Community Facilities & Infrastructure
59	Water Efficiency	Implement water pricing strategies that support long-term infrastructure needs and that incentivize efficient use and management.	Program, Regulation		Community Facilities & Infrastructure
60	Water Efficiency	Update water dedication policies	Regulation		

IMPLEMENTATION

NO.	TOPIC	ACTION	ACTION TYPE	RESPONSIBILITY	RELEVANT GOALS/ POLICIES
COMMUNITY FACILITIES AND INFRASTRUCTURE					
61	Health Facilities	Work with healthcare providers to identify appropriate sites for future facilities.	Partnership		
62	New Library	Continue to work with the Clearview Library District to select a new library site.	Partnership		
63	Police and Fire Communication	Maintain regular meetings or other means of communication between Windsor Police Department and Windsor-Severance Fire Rescue to ensure efficient improvements to equipment, facilities, and programming.	Partnership		
64	Senior Center	Consider incorporating a senior center or amenities within the proposed Weld School District High School.	Capital Project		
65	Senior Programs	Continue to work with the Weld County Area Agency on Aging to provide senior lunches and other senior health, wellness, and assistance programs.	Partnership		



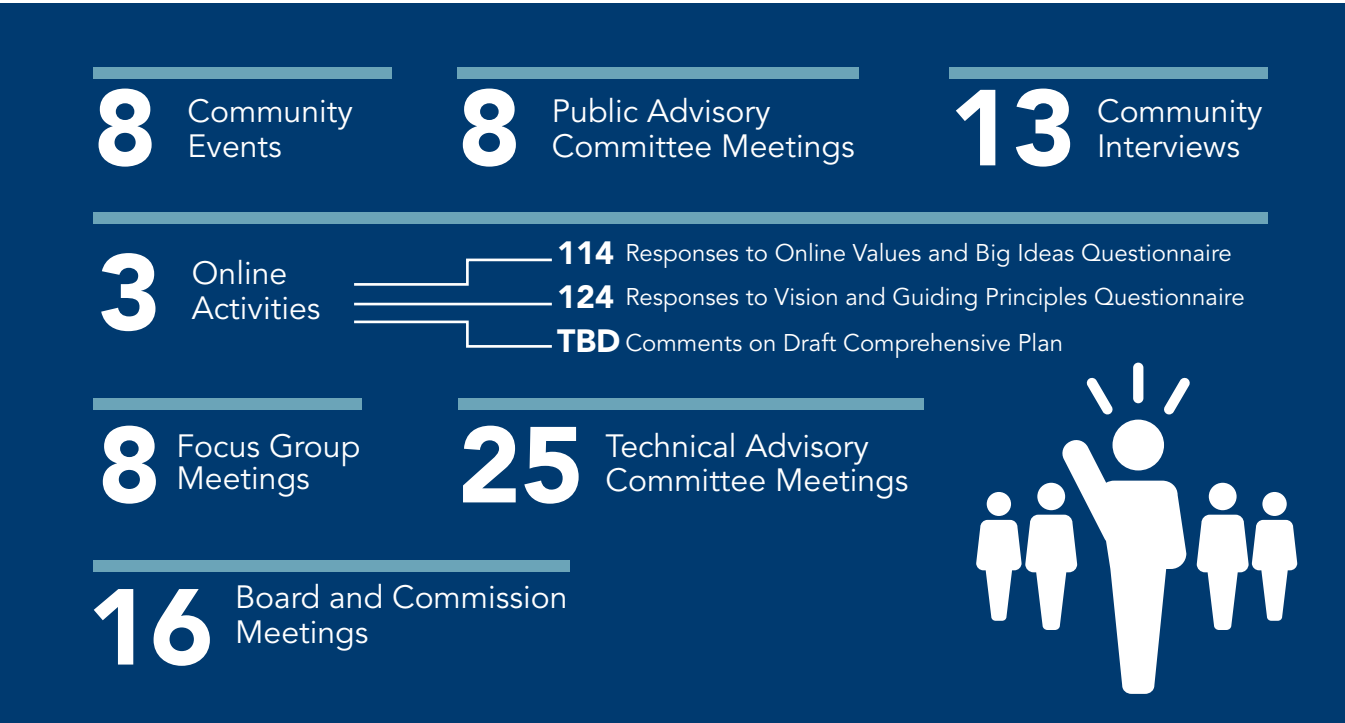
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APPENDIX C. ENGAGEMENT SUMMARY

This summary includes findings from community events and engagement activities that have occurred throughout the Windsor Comprehensive Plan Update (the Plan) process. Findings from initial phases laid the foundation for future phases as town staff, advisory committees, elected officials, community members, and consultants worked collaboratively to create a forward-looking plan that reflects community needs, values, and opportunities.

Over the 18-month process, between August 2022 and February 2024, community members shared their perspectives on Windsor to help inform the Comprehensive Plan Update. Community members engaged in a variety of ways, including attending a speaker panel event, hands-on design workshops, responding to online questionnaires, and participating in one-on-one or small group interviews. Boards and Commissions also engaged in the process to share their key priorities for the Comprehensive Plan update.

PUBLIC PARTICIPATION BY THE NUMBERS



1. VISIONARY KICKOFF EVENT



On October 6, 2022, Windsor Mayor Paul Rennemeyer moderated a panel discussion with local planning and development experts who spoke about regional trends, touching on key topics including growth, housing, transportation, and infrastructure. Over 90 community members attended the event to learn more about the Comprehensive Plan Update process, review development data, ask questions, and share their perspectives on the future of Windsor.

Speakers included Becky Safarik, Interim Community Development Director with City of Greeley; Steve Schroyer, founder of Schroyer Resources; Patrick McMeekin, Director of Land Development for Hartford Homes; and Carly Sieff Hart, Transportation Planner for Fehr & Peers. Safarik spoke to Greeley's experiences updating their most recent comprehensive plan and shared wisdom from over four decades of experience planning for growth and development in Greeley. McMeekin highlighted housing development in Windsor, including opportunities related to building smaller, more affordable homes. Schroyer, who led the redevelopment of the Mill, spoke to the future of retail and the importance of partnerships and collaboration with the Town. Lastly, Sieff Hart shared how technology in the transportation sector is putting pressure on roadways in new ways that should be considered in the Plan update.

Following brief presentations by each speaker, residents submitted questions, addressing concerns related to growth and development, affordable housing, water, traffic and parking, and economic development. The recording of the event can be viewed [here in Windsor TV](#).

What do residents want to learn more about through the planning process?

Included is a summary of questions residents submitted during the event that highlight topics of interest and concern that will be considered and addressed during the planning process.



2. VALUES AND BIG IDEAS QUESTIONNAIRE

Below is a summary of responses to a questionnaire that was shared online between August and October 2022. There were 114 survey submissions and residents shared their perspective on what makes Windsor a great place to live and how it can be even better in the future.

What do you LOVE most about Windsor?

Note: Words appearing larger were found more frequently in responses.



Describe the best version of Windsor. What positive changes can you envision for your community over the next 20 years?

Note: Words appearing larger were found more frequently in responses.



What questionnaire respondents see as a CHALLENGE/OPPORTUNITY regarding the TOP PRIORITIES...

The following is a summary of common opportunities and big ideas noted in questionnaire responses.

Parks, Recreation, and Open Space

- Preserve open spaces, including buffers between communities, and build trails that are accessible to everyone.
- Keep farmland and open natural areas to maintain small-town feel that people love about Windsor.
- Build more trails, connections to nature, and maybe even a natural playground.

Community Character

- Prepare for growth without losing the small-town feel.
- Avoid big-box stores so Windsor doesn't lose its charm.

Economic Development

- Support healthcare sector businesses.
- Focus on commercial development of Highway 392 and I-25 area.
- Encourage and support small businesses.
- Attract more commercial businesses, like restaurants and a grocery store.

Sustainability

- Prioritize sustainability with a focus on energy, water conservation, and recycling.
- Require more efficient water usage for commercial development and encourage solar panels and low-water usage landscaping for new residential development.



- Establish goal for government and large commercial buildings to plan for renewable energy sources.
- Prioritize town-wide recycling, a complete energy plan, a commitment to clean energy for town facilities, and water conservation plans.

Housing

- Address affordability challenges by requiring a certain percentage of affordable housing in all new development.
- Prioritize sustainable housing, especially related to water usage. Focus on conservation efforts.

Transportation/Other Infrastructure

- Traffic is a top concern for many residents, and Windsor should consider purchasing land for a bypass road.
- The current rate of growth is outpacing our infrastructure (schools, roads, etc.) and should be addressed in plan update.
- Prioritize transportation corridors that keep bicyclists and pedestrians safe.
- Make parking a higher priority.
- Make it easier to get around on foot or bike.
- Explore ways to reduce large truck traffic through downtown.

3. COMMUNITY INTERVIEWS

Community interviews revealed an array of key challenges, opportunities, and big ideas. Participants generally represented a variety of residents, developers and builders, realtors, community groups, and other community interests. Approximately half of the interviewees were longtime residents of Windsor while the remaining half either resided in Windsor for under ten years or worked in Windsor and lived elsewhere.

Community Interview Questions

Town staff and consultants used the following questions to guide one-on-one and small group conversations with community members. Not all questions were discussed at all interviews and additional information came out of discussions.

1. How long have you lived and/or worked in Windsor?
2. What is your association with the community?
3. What do you love most about Windsor? What are the Town's biggest assets?
4. What are the top challenges or issues that need to be addressed?
5. What is the biggest opportunity for the Town? What are your big ideas?
6. Where do you anticipate growth to occur in the county over the next five to ten years?
7. How is new development perceived?
8. Do you have any recommendations for how we can engage with more community members through the Comprehensive Plan update process?

Key Opportunities and "Big Ideas"

Community Character

- Be recognized as the best small town in Colorado and be a family-friendly community.
- Focus on long-term opportunities that will enhance quality of life for residents.
- Consider placemaking opportunities and look to 7th St. and New Liberty Rd. as examples.
- Explore opportunities for more public art in Windsor. Consider public/private partnerships or 1% for the arts. Look at Greeley and Grand Junction and their transformations.
- Enhance farmers markets and local events to promote sense of community.
- Create more cohesion between neighborhoods and across the Town to bolster community identity.
- Maximize the trail system as a strategy to knit neighborhoods together.

- Promote and celebrate diversity to set youth up for worldly success.
- Adopt a historic preservation plan to retain historic sites and buildings of significance.
- Honor agricultural heritage and natural amenities, such as lakes.
- Establish State Highway 257 as a gateway.
- Explore potential for a performing arts center.
- Make Windsor more of a “complete” community rather than a “bedroom” community by focusing on commercial and employment opportunities.

Development Patterns and Growth

- Identify and use key metrics to track development and growth.
- Attract more retail and restaurants across Town.
- Growth Management Area boundaries should go up by half sections, so Town controls land when annexed.
- Establish “corporate campus” zoning designation to promote large campus development.
- Balance growth with small town character that many longtime residents appreciate.
- Support development of resort communities.
- Stay open and nimble to creative opportunities, like business incubation spaces, creative trails and connectivity, youth sports, and local agriculture.
- Keep growing the medical facilities district in the Town’s west core.
- Explore potential for a junior college/ research institution in Windsor.
- Coordinate the Town’s expansion plan and land use growth management.
- Establish intergovernmental agreements that address annexations.

- Promote more mixed-use development.
- Focus mid- and big-box retailers into smaller areas.

Sustainability and Resilience

- Prioritize sustainability by incorporating it into the plan more holistically.
- Establish policies, plans, and programs to help the Town prepare for natural hazards, like fires.
- Ensure the Town’s power grid is ready for electric vehicle charging infrastructure (level 3).
- Work with Owens Illinois for glass recycling.
- Update building codes to co-locate roof vents to not conflict with solar panels.
- Complete a stormwater Master Plan first, and tie it in with Parks and Recreation, Transportation, and location of future schools.
- Consider lower water usage landscaping requirements.
- Require remediation and reclamation of former oil and gas extraction and mining sites.
- Develop more sustainable schools and public buildings through more efficient water, energy, recycling, and waste management practices.

Transportation

- Become an award-winning bicycle town.
- Build more protected bike lanes and bike infrastructure that is accessible and comfortable and closes missing links in the Town’s network of paths and trails.
- Enhance Safe Routes to Schools program.
- Explore how to integrate micromobility into the community.
- Increase parking downtown and address traffic on Main St. and 7th St.
- Consider minivan pools as a ridesharing opportunity.



- Address traffic and safety concerns at Sports Complex and Windsor High School and Middle School. Sports Complex could be linked to transit.
- Designate mobility hubs at Hwy 34/I-25, and Hwy 56/I-25.
- Stay apprised of Front Range Passenger Rail Initiative and how this would link Windsor to the region.

Water/Sewer

- Prioritize water conservation and use non-potable water for irrigation. Consider as a requirement for new subdivisions.
- Achieve 100% non-potable water use in parks and irrigation on private property.
- Identify water storage investment opportunities.
- Expand sanitary sewer capacity across the Town, especially up to Harmony Rd. to expand development opportunities.
- Promote greater autonomy for Town through improved water policies and local water treatment.

Housing

- Research strategies to promote affordable housing opportunities, so Windsor youth can afford to live in Town when they grow up.
- Balance high-end housing development with more affordable options.

Community Engagement Ideas

- Use charettes to get a pulse on the community.
- Create videos to share information on the comprehensive planning process.
- Host drop-in meetings for informal conversations in places like the Pelican Conference Room and Raindance.
- More education focused on the realities of the public process and limitations the Town faces.
- Enhance online tools, like See-Click-Fix, to make it easier for residents to communicate with town staff and elected officials.

4. PHASE 1 BOARD AND COMMISSION MEETINGS

The following board and commission meetings served as opportunities for appointed and elected officials to provide input during the first phase of the Comprehensive Plan Update.

Housing Authority Input - 11/15/2022

Current Challenges:

- Lack of senior housing
- Cost of building new housing

Key Opportunities:

- Making impact fees proportional to unit size
- Filling gaps in the housing type spectrum

Planning Commission Input - 11/16/2022

Current Challenges:

- Transportation and Traffic

Key Opportunities:

- Use concert series in the park, Farmers Market, Senior Lunch at the Rec Center and HOA distribution lists to amplify outreach

Downtown Development Authority Input - 11/16/2022

Current Challenges:

- Crime
- Traffic
- Lack of multifamily housing to support workforce
- Downtown Corridor Plan (1999) is outdated
- Water Availability
- Maintaining Local Character while also growing

Key Opportunities:

- Smart use of existing infrastructure and infill
- Partnerships with Chamber of Commerce and other Community Events
- Integrating neighborhood across Windsor

6. OPPORTUNITIES & CHOICES PUBLIC DESIGN CHARRETTE



WHAT IS A CHARRETTE?

A French word, “Charrette” means “cart” and is often used to describe the final, intense work effort expended by art and architecture students to meet a project deadline. Today a “Charrette” combines creative working sessions with public workshops and open houses. A Charrette is a collaborative planning process that harnesses the talents and energies of all interested parties to create and support a master plan that represents transformative community change.

What Was the Windsor Charrette Process?

**150+
participants**

A four-day charrette was held during the first week of April 2023 to discuss and visualize options for future community growth. Public events involved:

- Public Design Workshop to kick off the event, share priorities and opportunities, and participate in interactive exercises.
- Two Open Studio Days for the public to drop in and see the integration of public feedback from the Public Design Workshop into planning scenarios.
- Final Presentation to hear about the top design scenarios and policy ideas that came out of the week’s multiple workshops.

**Multiple
feedback
options**

The venue was setup with information boards for the public to learn about current conditions and trends and to provide their perspective on a preferred direction on topics such as housing, community facilities, transportation, infrastructure, water efficiency, and economic development. Public input was gathered on the Community Values to be considered for Comprehensive Plan Vision and Guiding Principles. The public was also invited to take a Visual Preference Survey to indicate which building and development types are the best fit for Windsor. Lastly, the event included a kids’ corner, for children to share and draw their ideas.

**Behind
the scenes
work...**

Some of the behind-the-scenes work involved a driving tour with staff and consultants to visit key sites in town and discuss constraints and opportunities for future development. A series of technical meetings were also held to get the perspective of local experts on how the Comprehensive Plan can integrate the needs and opportunities for: water and utilities, schools and service providers, business community, housing and development, and transportation (meeting scheduled for May).



Public Design Workshop Kickoff



Public Design Workshop Facilitated Activity



Visual Preference Activity



Technical Meetings



Public Design Workshop Closing Presentation

Community Values

Vision and Guiding Principles boards were displayed to show the ideas and keywords that could be used to refine the current Plan Vision Statement and to create new Guiding Principles. The information presented was based on guiding elements in the current 2016 Comprehensive Plan as well as on input received during Phase 1 outreach events.

Participants were asked to review the information which was presented in the form of a word cloud and to circle the words that they like the most and/or to add additional words. Below is a list of the community values shared by the public.

Community Values

- Balance
- Community Oriented
- Natural Areas
- Regional connectivity
- Cozy small lot houses
- Walkability
- Neighborhoods
- Mixed-use
- Downtown
- Fast casual restaurants
- Less sprawl
- Historic buildings
- Comfort
- Senior center
- Family-friendly
- Public library
- Quality of life
- Cultural centers
- Quality education
- Amenities
- Active recreation
- Windsor Lake
- Rural character
- Interaction with nature
- Health and wellness
- Trail network
- Focus on ecological health
- Community buffers
- Distinct sense of place
- Small town character
- Destinations
- Active recreation
- Preservation of environmental features
- Pedestrians

Public Design Workshop Big Ideas

During the Public Design Workshop facilitated activity, participants were asked to think about the questions below, to discuss and draw on a map, and to identify Big Ideas for Windsor.

- What is most precious to you that you feel should be preserved in Windsor?
- Where are the right places to accommodate growth? What kind of growth should that be?
- How could we support our local businesses, entrepreneurs, and increase job opportunities?
- Are there opportunities for new plazas or green spaces? Where are they?
- Would you consider walking or biking in Windsor? What improvements are needed?
- How can we make Windsor more resilient? What are the strategies and tools the Town should consider?

Here is what participants had to say:



Opportunities Moving Forward

Through interactive boards and maps, comment cards, and facilitated conversations, participants shared key questions that they would like to see addressed during the planning process. These questions will inform the opportunities—the goals and objectives—that will guide the future of Windsor.

How can we create a connected community?

How can we support tourism and hospitality growth in Windsor?

How can we reduce traffic?

How do we use incentives to increase water efficiency?

How can we connect educational centers to industry?

How do we balance parking needs with pedestrian areas?

How can we preserve the unique community character of Windsor?

What types of industries do we want to attract?

How can town leadership engage with the community?

How can we prioritize the creation and preservation of open space?

How do we utilize design standards to create unique communities?

Which types of services does our community need?

Where can we place mixed-use spaces for the most benefit?

How do we make Windsor livable for teachers, police officers, etc.?

Where can we expand trail networks?

Visual Preferences

A visual preference survey was conducted to gauge what new development types may look like and to visualize the physical spaces that the community desires for Windsor. Five categories of visual preferences were discussed: Commercial, Open Spaces, Single-Family Residential, Missing Residential Housing Types, and Signage and Gateways. Participants were asked to indicate whether they wanted to see “More of this” with a green sticker or “Not so much” with a red sticker. Sticker totals indicate preferred spaces or not preferred spaces. The top three choices from each category are shown below along with their sticker totals.

Open Spaces

Trails



26

Open Fields



24

Public Space with Splash Pad



22

Commercial

Hotel



20

Mixed-Use Commercial



16

Commercial Street



16

Residential Single-Family

Traditional Neighborhood



26

Porch Facing Street



22

Traditional Neighborhood



21

Missing Residential Housing Types

Cottages



20

Small Footprint Mixed-Use



19

Mixed-Use



17

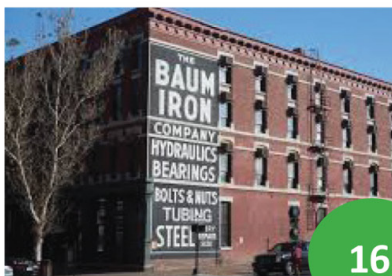
Signage and Gateways

Iconic Architecture



17

Wall Art



16

Public Art



15

Technical Meetings

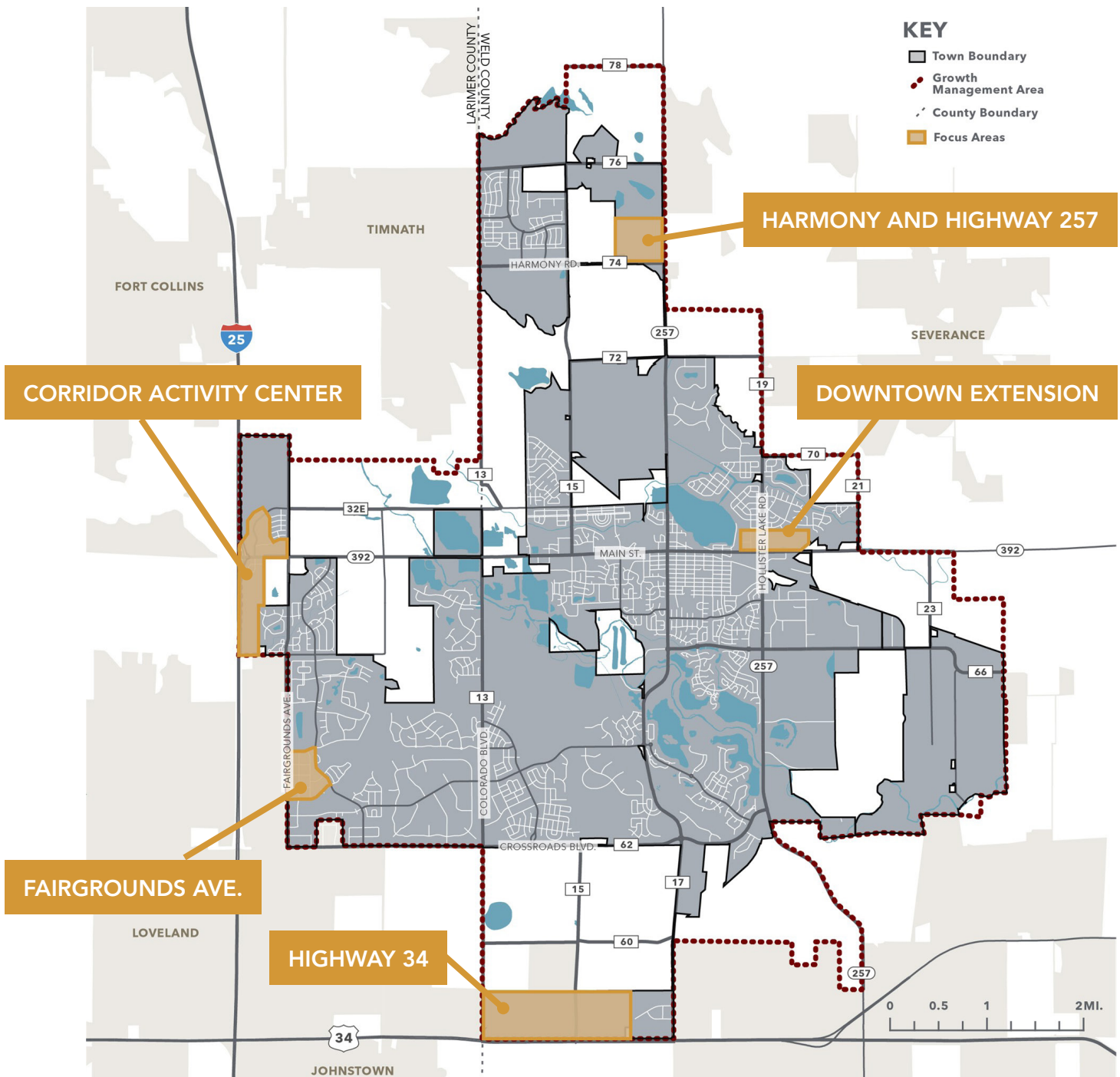
Technical meetings involved about 30 representatives from housing, economic development, water and utility providers, schools and service providers, and the project's Plan Advisory Committee (PAC). Conversations focused on how recommendations in the Plan update can support some of the ongoing efforts for these sectors. Groups discussed alignment between education and jobs, diversifying housing options, growing retail and industrial options, increasing childcare access, and raising awareness about water efficiency. Below are the major discussion points:

- Development types and land use patterns have water use implications.
- Pride in having a well-established non-potable water system.
- Growth management tools may be needed until more water efficiencies are secured.
- Assess a transfer of development rights (TDR) program to direct growth to key, utility-ready sites.
- Improve communication on impact fees processes and purposes.
- Formalize relationships and collaboration (e.g., services integration, information sharing, IGA reviews, etc.) between school districts and the Town.
- More collaboration between educational institutions and local businesses to match student learning opportunities with job trends.
- Windsor is the cultural hub of the region—drawing people in for Town events, restaurants, and recreation.
- Windsor is in a regional workshed so commuting trends aren't likely to change.
- Need housing for workforce.
- Protect and promote industrial land as it is crucial for key industries.
- Availability and affordability of childcare is a barrier to continued education and employment.
- Lack of diversity in food and entertainment options is a deterrent for some employees to choose to live here.
- Windsor is a lifestyle community, a safe community.

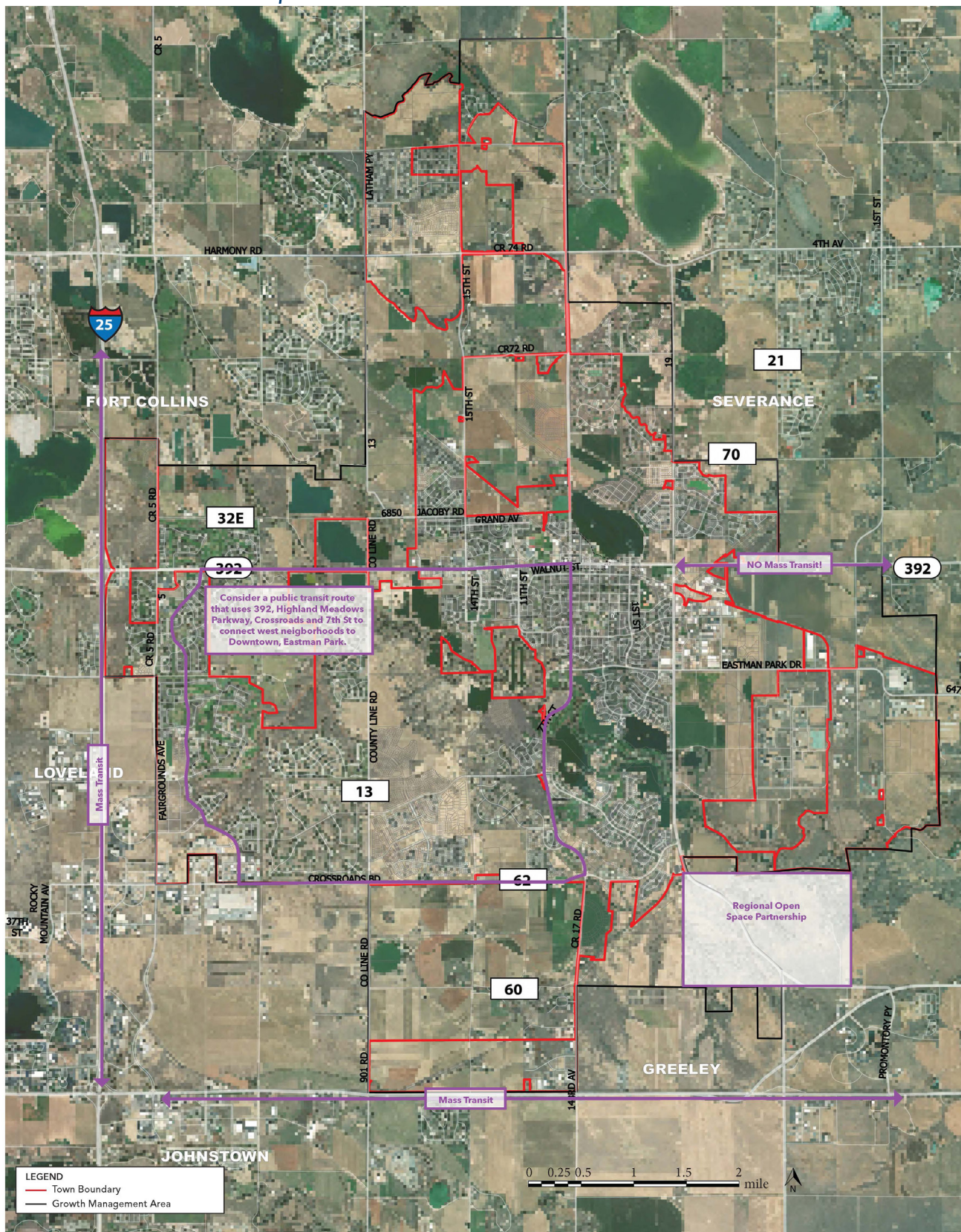


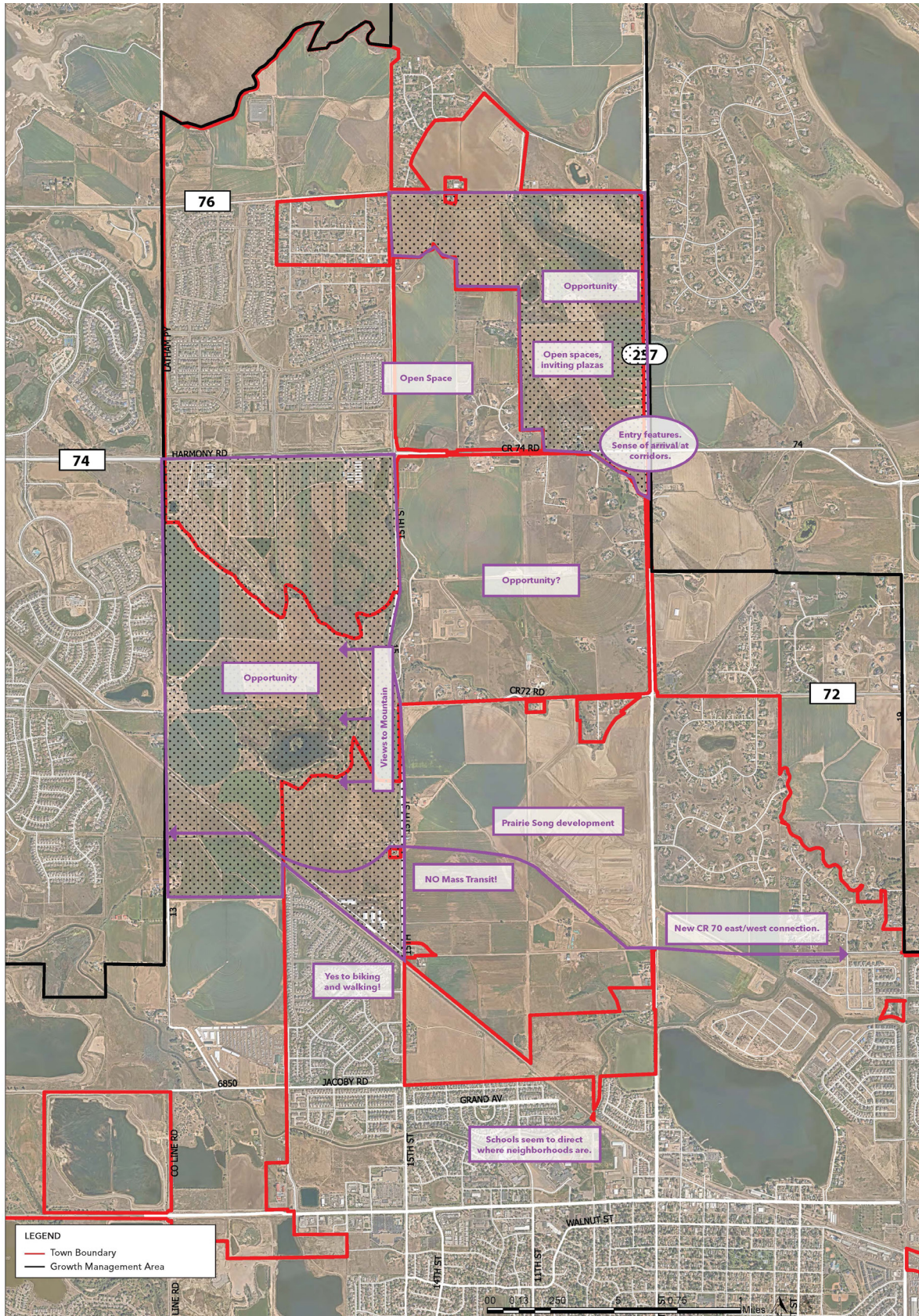
Charrette Designs

Early in the planning process, Town staff identified five areas within the Town as opportunity areas. These areas were workshopped during the Charrette with the public and staff to identify possible land use mix, character, circulation, and other development patterns that could be considered.



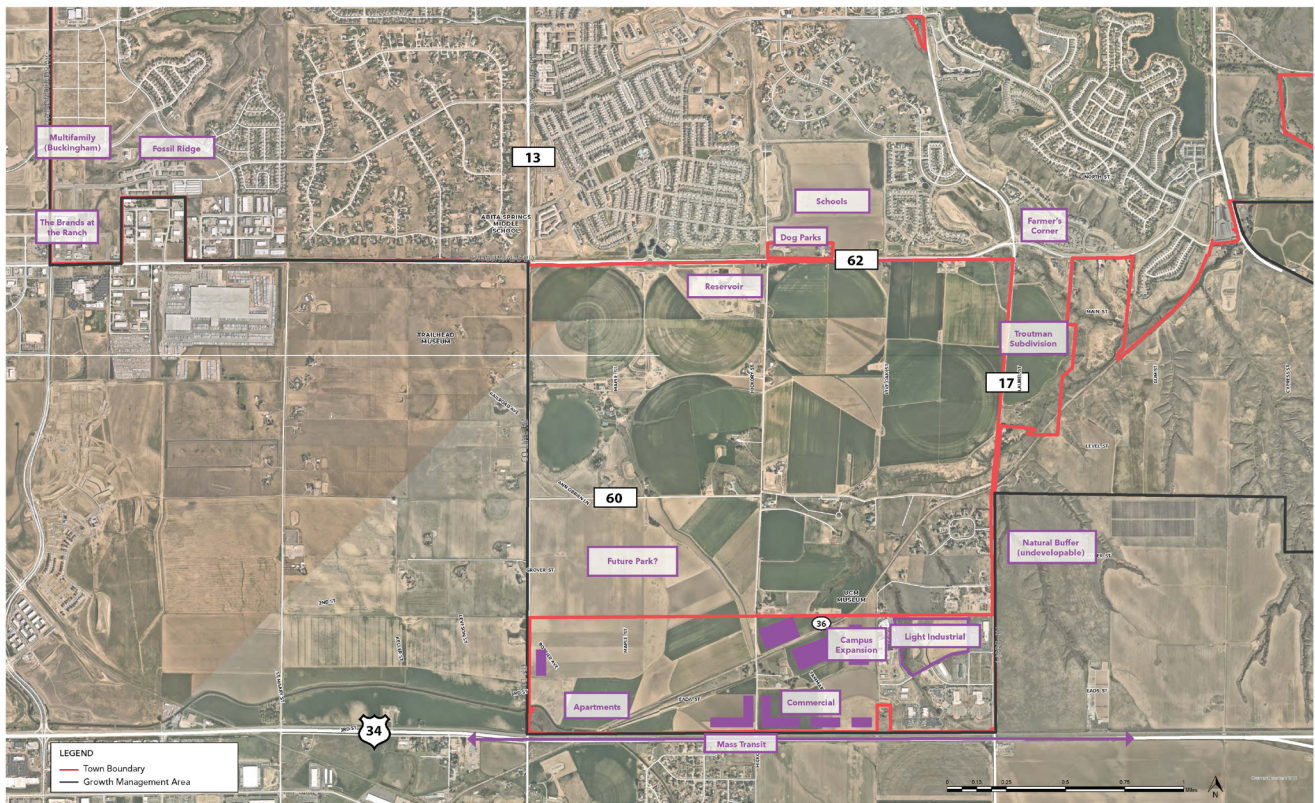
Consolidated Charrette Map Feedback



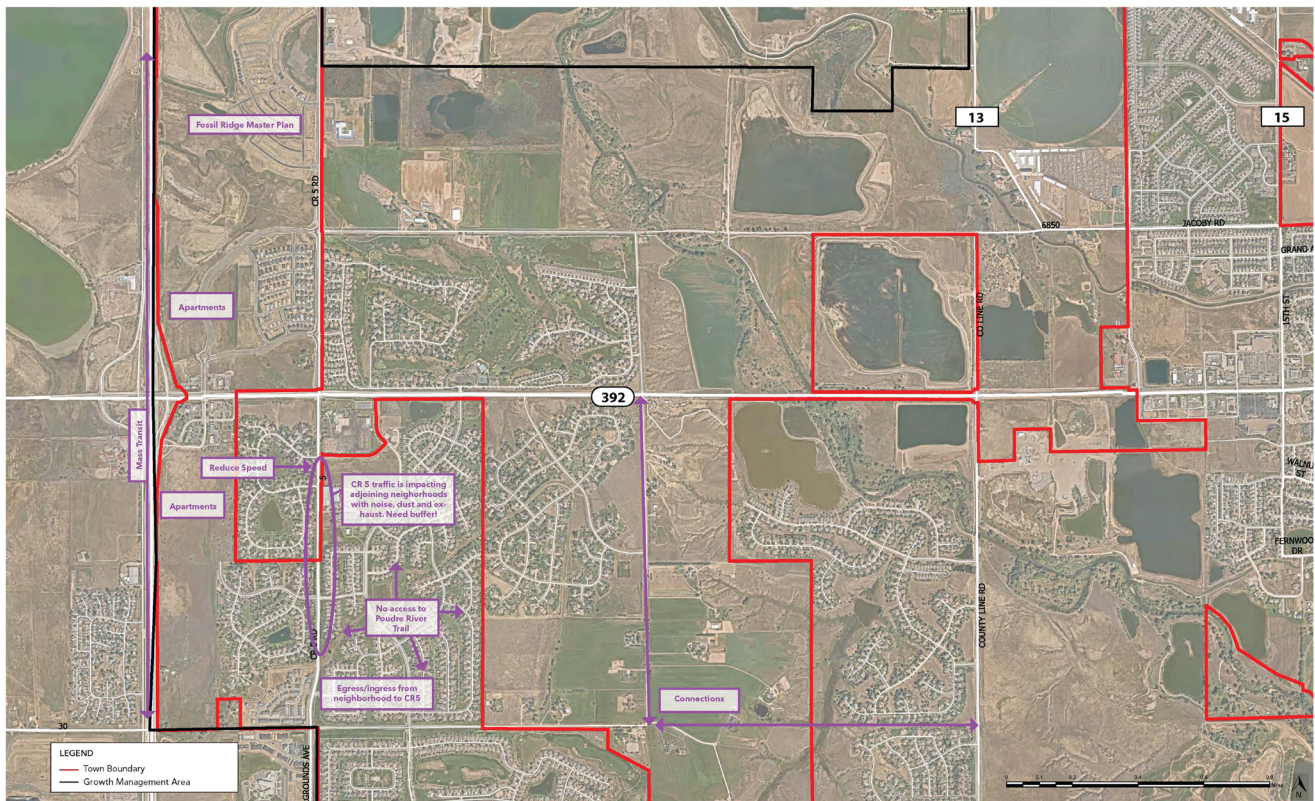


Windsor Comprehensive Plan - North Side



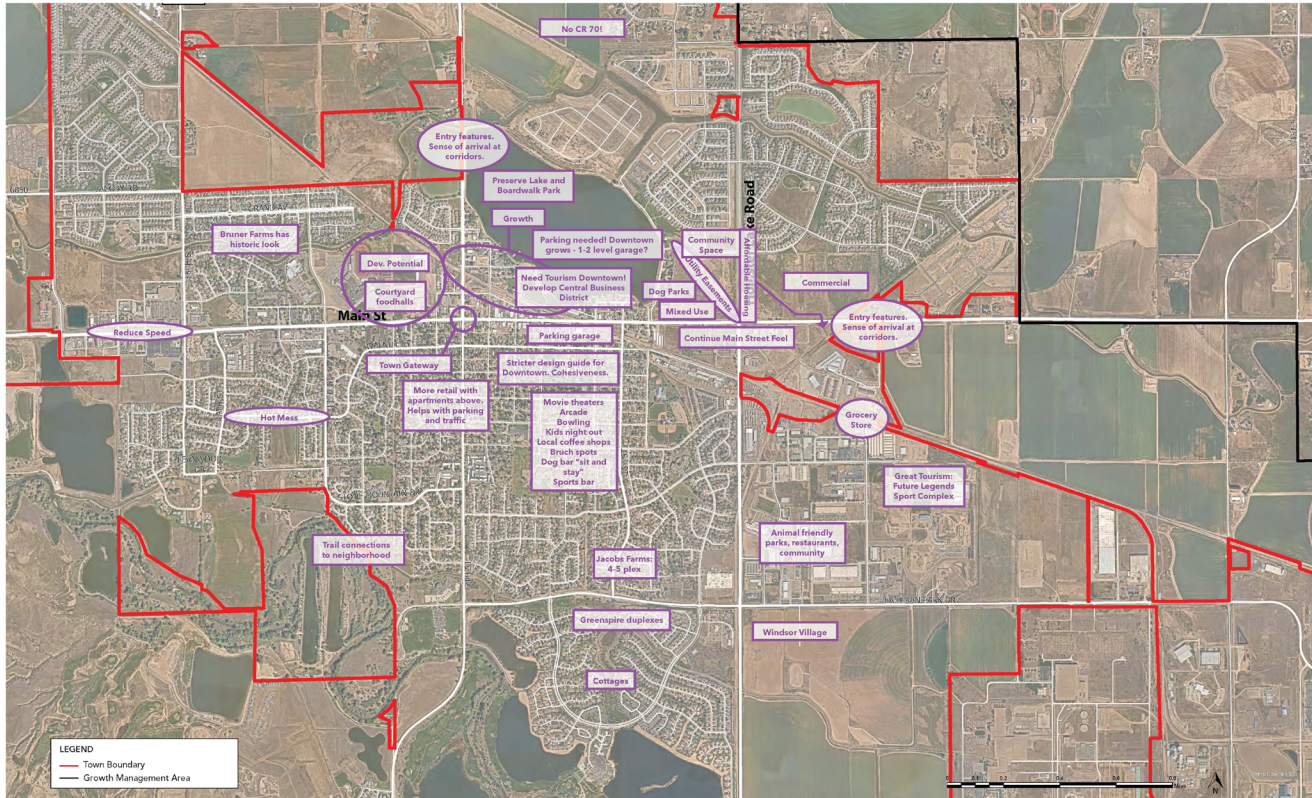


Windsor Comprehensive Plan - South Side

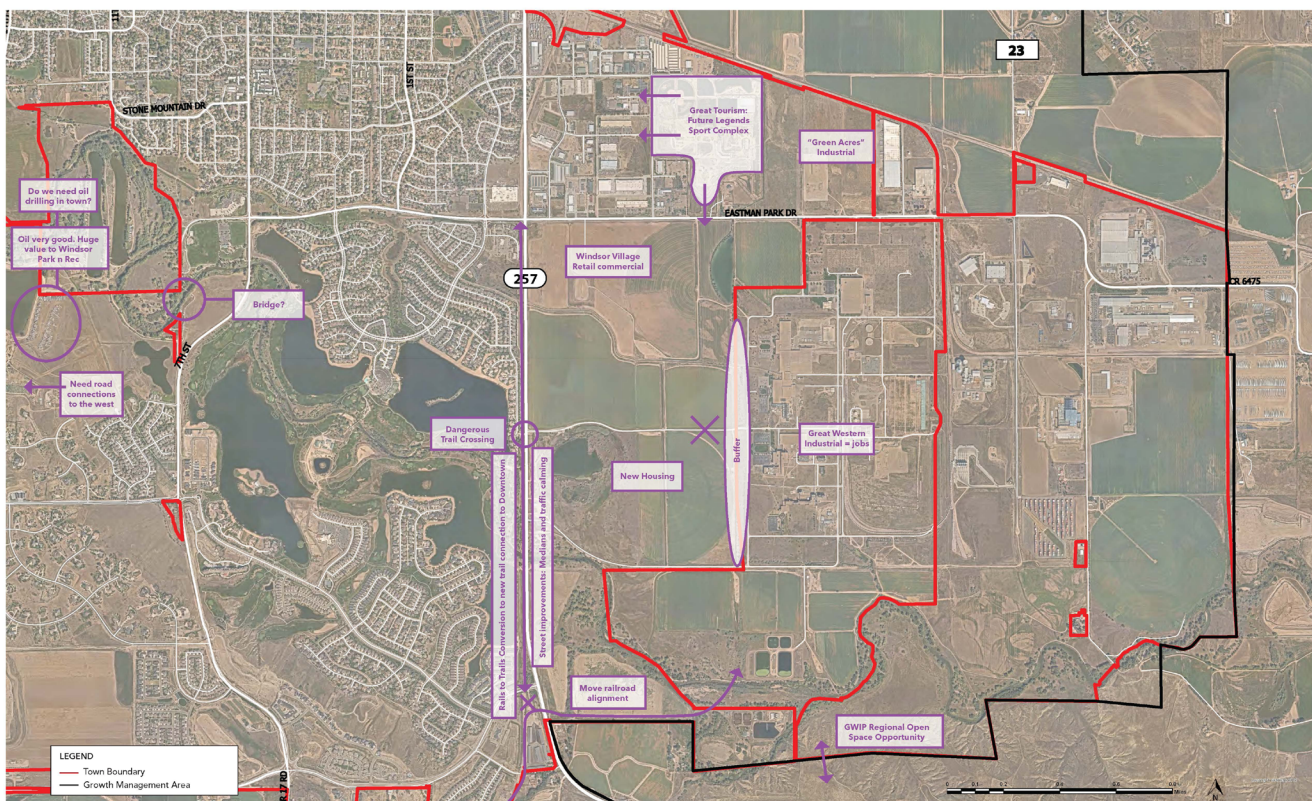


Windsor Comprehensive Plan - West Side





Windsor Comprehensive Plan - Town Center



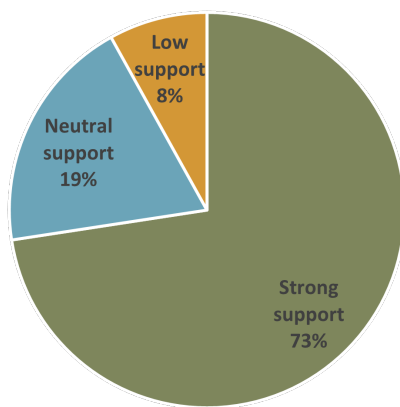
Windsor Comprehensive Plan - East Side

7. VISION AND GUIDING PRINCIPLES QUESTIONNAIRE

A draft Vision statement and set of Guiding Principles were developed based on feedback and input from the public, advisory committees, staff, and town leadership in previous phases of the plan. While initially based on the statements and direction from the 2016 Comprehensive Plan, the revised direction aimed at clarifying, simplifying, and updating the direction to better align with the values and priorities that were expressed during the process.

A second online questionnaire was released on the Windsor Project Connect website in May 2024 and collected public feedback on the draft Vision and Guiding Principle statements for 3 months. During this time, 124 community members weighed in and commented on the statements. Subsequently, the Town Board, Planning Commission, and Plan Advisory Committee reviewed the public comments and made additional recommendations to revise the statements. Below is a summary of the public comments and feedback received from this Questionnaire #2.

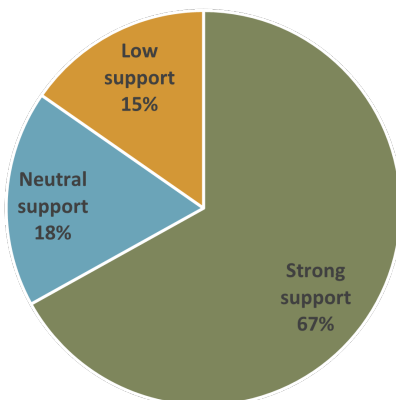
Draft Vision: As a community, we envision a sustainable, distinctive, and thriving Town that prioritizes a high quality of life through thoughtful growth and development, fostering a sense of place and community, and responsible stewardship of its natural resources.



Generalized Comments for Improvement

- “thoughtful growth and development” are not things I associate with Windsor.
- Don’t like the vague words: “sense of place”, “distinctive”
- No more growth/development
- Pretty words don’t matter if actions don’t match what you say.
- Small town feel, community minded.
- What do we mean by “sustainable”?
- Emphasize safety and low crime.
- Thoughtful growth is not meaningful or measurable.

Draft Guiding Principle #1: Balanced and sustainable growth that contributes to Windsor’s character, enables quality of life amenities and services.



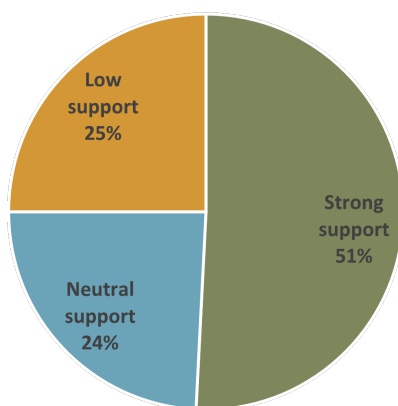
Generalized Comments for Improvement

- Already covered in vision statement
- Don’t support growth. We’ve lost our small town.
- There is no sustainable growth.
- Needs something about diversity; quality of life for “all incomes”. More DEI throughout.
- Can we quantify “quality of life”?
- No more growth. It’s already not sustainable.
- Managed growth. Controlled growth

What Does This Mean in Practice?

- The community emphasizes the importance of balanced and sustainable growth, avoiding rapid development that may compromise quality of life.
- There is a strong desire to preserve farmland, water, and natural areas, with an emphasis on responsible development in underutilized spaces.
- Focus on enhancing downtown areas with experiential retail and restaurants while maintaining the unique small-town character of Windsor.
- Community members stress the need for careful planning, ensuring infrastructure like roads and utilities keeps pace with housing and business growth. There's also a call for amenities that can support the current population.
- Encouragement for local economic growth, mom-and-pop businesses, and amenities that complement the small-town feel. Additionally, there's a focus on affordable housing, mixed communities, and ensuring growth is financially sustainable without burdening existing residents with tax increases.

Draft Guiding Principle #2: Neighborhoods that prioritize connectivity and livability for households of all sizes and incomes.



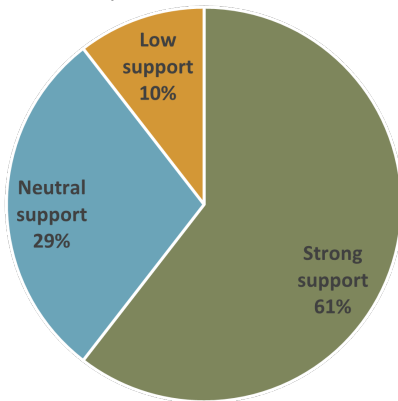
Generalized Comments for Improvement

- Terms "connectivity and livability" are confusing
- The Town shouldn't be involved in the atmosphere that individual neighborhoods create.
- Already covered in vision statement
- Don't want slums. Attracting low-income residents is a mistake.
- Not interested in our town having tons of low-income housing. Crime follows.
- Have strong, authentic neighborhoods that strengthen Windsor's character.
- Connected for bikes and pedestrians.

What Does This Mean in Practice?

- Prioritize a mix of housing types, including affordable housing, while avoiding large apartment complexes to maintain the small-town feel.
- Encourage a variety of housing types and densities to accommodate different price points and renter/owner preferences.
- Emphasize neighborhood connectivity through safe street crossings, bike routes, and pedestrian-friendly features.
- Encourage mixed-income, age, and type neighborhoods that foster connections.
- Develop parks and open spaces as focal points for neighborhoods.
- Prioritize amenities like trails, bike paths, and municipal broadband for community well-being.
- Support a balanced approach to growth, avoiding excessive high-density housing.
- Advocate for strategic planning that connects neighborhoods, ensuring walkability, bikeability, and digital connectivity.

Draft Guiding Principle #3: A vibrant and resilient economy that leverages Windsor’s cultural hubs and activity centers, which build upon dynamic commercial, educational, and employment districts, and emphasizes innovation and adaptability.



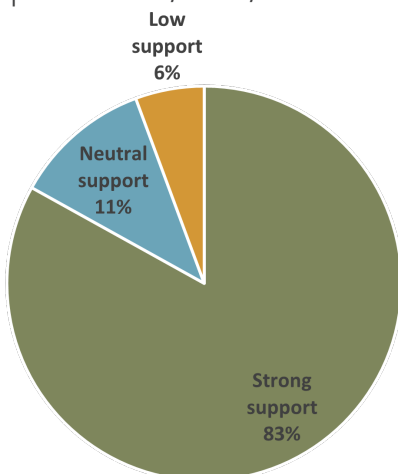
Generalized Comments for Improvement

- We aren’t and never will be downtown Fort Collins.
- Needs to be more clear and succinct.
- Already covered in vision statement.
- Don’t want to see Windsor become commercialized and corporations. Love small businesses.
- Too long/wordy
- What does “leverages” mean here?

What Does This Mean in Practice?

- Prioritize public spaces, especially around the lake and downtown, over commercial interests to maintain a unique, small-town feel.
- Emphasize mom-and-pop businesses that complement the small-town character.
- Encourage diverse businesses and diversification among places of business for a more walkable and thriving downtown area.
- Focus on accessibility for everyone.
- Fund recreation and schools to enhance the attractiveness of Windsor.
- Be pro-business, concentrating on building the commercial economy and leveraging cultural and recreational amenities.
- Emphasize innovation and adaptability in commercial development.
- Involve the community in economic development plans, considering historical elements like ranches and beet farms to build on the area’s history.

Draft Guiding Principle #4: A sense of place and small-town character that makes Windsor a desirable place to live, work, and recreate.



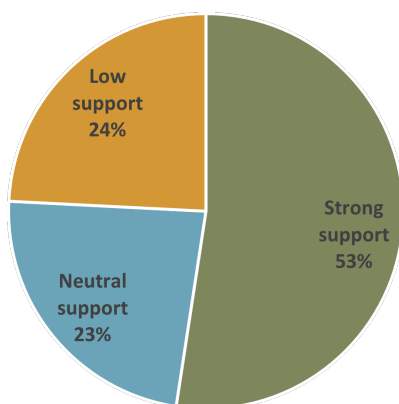
Generalized Comments for Improvement

- Get rid of “sense of place”
- If we want a small town, we need to focus on amenities, activities, and wildlife for the existing population.
- Small-town feel is not important to me.
- Windsor needs to get out of the “small town” mentality. We aren’t small anymore and it’s a waste of resources to try to recreate it.
- Not a small town anymore. Just make it walkable and give us great services.

What Does This Mean in Practice?

- Maintaining a unique atmosphere and avoiding the perception of becoming a larger town.
- Managing growth and development to prioritize amenities, safety, and a sense of community.
- Strategic planning to avoid sprawl and maintain the charm of neighborhoods like Old Town.
- Residents value community events, festivals, and activities that support local businesses.
- There is a desire for a diverse range of locally owned small and medium businesses to thrive and contribute to the community's character.
- A small town is associated with low noise, low crime, low traffic, and low taxes. Residents express a desire for a safe environment for pedestrians and bikers, promoting walkability.
- Focus on enhancing amenities that contribute to the small-town feel, such as downtown facelifts, cultural events, and the development of community hubs.
- Leveraging existing cultural hubs and historical elements while promoting festivals and community-wide events.

Draft Guiding Principle #5: A connected, multimodal transportation network that is safe, efficient, comfortable, and intuitive, that serves all ages and abilities.



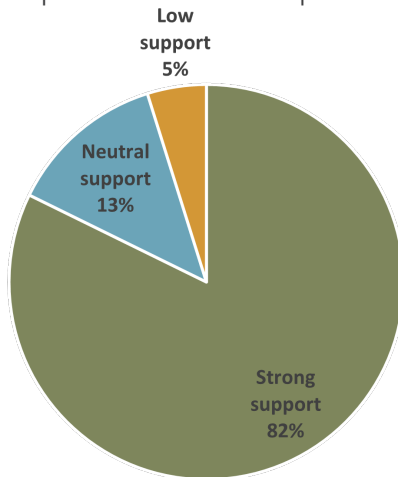
Generalized Comments for Improvement

- Public resources should be allocated to match utilization. Focus on roads, not transit.
- Multi-modal transportation isn't a priority for our community outside of kids and safe routes to school.
- Bus system is underutilized but strong desire to provide access to those with limited mobility (i.e. seniors).
- Mass transit ruins nice communities.
- Strong desire for transit to and from retirement and assisted living facilities.
- Redirect truck traffic.

What Does This Mean in Practice?

- Suggestions for a bus system catering to the elderly population and car-sharing or shuttle services aimed at seniors and home-bound individuals.
- Emphasis on funding transportation initiatives that are actively utilized rather than investing in projects that might only look good on paper.
- A desire for Windsor to become an award-winning bicycle city, following the examples of nearby cities like Greeley, Fort Collins, Loveland, and Longmont.
- Calls for safe routes for various modes of transportation, especially for students walking or biking to schools, and the need for better connectivity between neighborhoods.
- Mixed sentiments regarding public transit, with some expressing support for public transportation options, while others oppose the idea of in-town bus services and suggest focusing on efficient out-of-town routes.

Draft Guiding Principle #6: Exceptional and memorable open space, park, recreation, and trail experiences that incorporate equitable access, wild landscapes, and a sense of discovery.



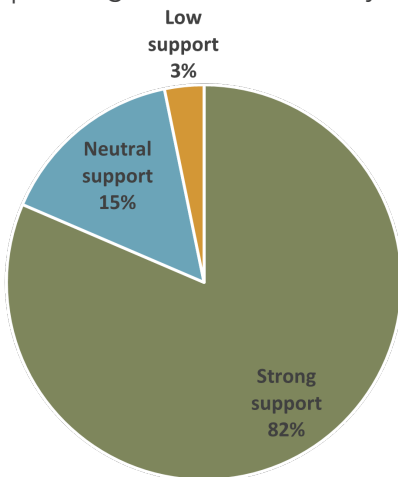
Generalized Comments for Improvement

- Not a fan of the word “equitable”
- Parks and open space are important but should not rank above affordable housing or a safe community.
- We should have distinct, unique parks that draw families to multiple areas of town.
- Surround the town with memorable open space areas.

What Does This Mean in Practice?

- Suggestions for improvements such as a downtown fountain, additional landscaping, and proximity adjustments for amenities like the dog park at Windsor Lake.
- Strong support for maintaining and expanding open spaces, with an emphasis on natural, low-impact trails and wildlife protection.
- A call for increased walking and bike paths, connected trails, and considerations for improved accessibility between neighborhoods and neighboring towns.
- Concerns and suggestions regarding the balance between development and conservation, emphasizing the need for careful planning, maintenance, and the preservation of agricultural lands.

Draft Guiding Principle #7: Overcome water availability limitations through robust and proactive planning for water efficiency.



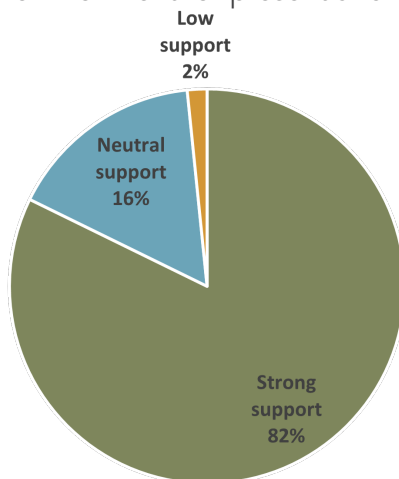
Generalized Comments for Improvement

- Water is tricky. Town’s role should be in managing water use on public land.
- Good principle, but can we quantify “robust planning”?
- Don’t know if water supply limitations can be overcome, but we can do so much more. All non-potable irrigation water would go a long way.
- Be smart and waterwise.

What Does This Mean in Practice?

- Strong emphasis on assuring a sufficient water supply for current and future growth, both residential and commercial.
- Calls for proactive and smart water management, including purchasing water rights, partnering with neighboring municipalities, and being water-wise in new developments.
- Encouragement for water conservation measures, such as xeriscaping, limiting grass areas, and incentivizing sustainable practices in landscaping.
- Concerns about managing population growth without overburdening water resources, including slowing down housing developments until infrastructure catches up.
- Suggestions for strategic planning, including the acquisition of water rights, construction of neighborhood reservoirs, and investment in water storage for the future.

Draft Guiding Principle #8: Stewardship of natural resources to ensure a healthy and thriving environment for present and future generations.



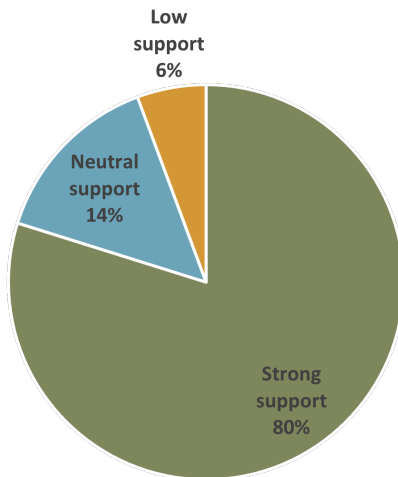
Generalized Comments for Improvement

- More environmental space is an excellent idea for people and wildlife, since so many animals get displaced due to housing development.
- Good principle, but can we quantify “healthy and thriving environment”?
- Use native species/natural habitat and best practices for weed control.

What Does This Mean in Practice?

- Strong emphasis on becoming an award-winning “Tree City” and acting wisely to preserve natural resources.
- Calls for limitations on excessive building, especially on valuable farm ground, while encouraging farming culture and job creation.
- Encouragement for community involvement in cleanup days and sponsorship by corporations. Emphasizes the importance of education regarding landscaping for the environment and pollinator gardens.
- Support for promoting clean and renewable energy, community gardens, recycling programs, and overall environmental protection.
- Emphasis on ensuring accessible areas for watchable wildlife, especially around water bodies like the Poudre River. Calls for protecting areas near natural features like floodplains and bluffs.

Draft Guiding Principle #9: A thriving community with access to high-quality public facilities and local services.



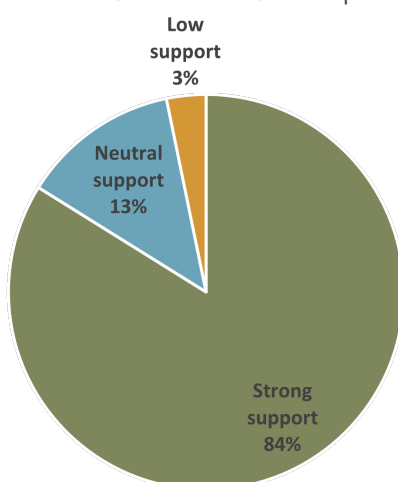
Generalized Comments for Improvement

- Don't want low income or transient services. Maintain conservative values.
- Need to be a digitally connected community.
- Equitable access to high quality amenities and services.
- Infrastructure and services are the heart of the community.

What Does This Mean in Practice?

- Residents emphasize the need for a high-quality recreation center, library, and other facilities. Some express concerns about the crowdedness of existing facilities.
- There's a sentiment that as Windsor grows, the Town needs to maintain and expand facilities and services to meet the needs of the increasing population. Some express the desire for a larger library and expanded recreational offerings.
- Calls for investment in emergency services (fire, police), health and wellness facilities, and town infrastructure.
- Residents stress the importance of regular updates and improvements to maintain the quality of these facilities.
- Recognition that community engagement, equitable access to amenities, and growth in public services are crucial. Some suggest specific additions like a splash pad, a second library location, and family-friendly places to reduce the need to visit neighboring cities.

Draft Guiding Principle #10: A fiscally responsible community, which focuses on prioritizing local services, amenities, and quality of life.



Generalized Comments for Improvement

- Eliminate growing tax burden on current residents
- Stop giving developers incentives
- Windsor is driven by developer dollars, not what benefits the town and community.
- Slow down growth and make it pay for itself.
- Be good stewards of tax dollars.
- Fiscal responsibility is an important part of the whole package.



What Does This Mean in Practice?

- Prioritize local services and promote a thriving local economy. Concerns are raised about wasteful spending and the impact on small-town values.
- Residents stress the importance of maintaining a balanced budget, good reserves, and proactive fiscal management, ensuring financial stability for the town.
- Suggestions to diversify revenue streams by promoting commercial and industrial development alongside single-family housing. Emphasis on avoiding over-reliance on residential development.
- Calls for improved transparency in spending, especially regarding the balance between public safety and recreational expenditures. Concerns raised about the allocation of resources and the need for informed decision-making.
- A desire for increased local shopping opportunities to retain dollars within Windsor. Suggestions to lower taxes by having incoming developments prepay for necessary infrastructure and services.
- Calls for prioritizing commercial development, creating strong commercial nodes, and avoiding excessive incentives to big businesses. Concerns raised about overspending and encouraging responsible development.
- Emphasis on using tax dollars to enhance the quality of life for existing residents rather than focusing solely on attracting new residents.
- Calls to prioritize current citizens, involve the community in decision-making, and avoid favoring developers over long-time residents.
- Strong opposition to bonds and mill levies, with residents expressing dissatisfaction over how tax dollars have been spent and a desire for responsible fiscal practices.

8. PUBLIC DRAFT EVENT (TBD)



APPENDIX D. EXISTING CONDITIONS REPORT



COMPREHENSIVE PLAN 2023



WINDSOR COMPREHENSIVE PLAN EXISTING CONDITIONS REPORT

September 2023

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EXECUTIVE SUMMARY

The Town of Windsor is updating its 2016 Comprehensive Plan to guide the day-to-day decisions of the Town more accurately and holistically into the future. Since adoption of the 2016 Comprehensive Plan, Windsor has seen its population increase dramatically from 25,687 to over 40,000 residents today. This extraordinary growth was more than triple that of the growth projected in the 2016 Plan. The Town is using this update to strategically plan for growth in a manner that reflects the desires of the community and coordinates future growth and a full range of urban services, while maintaining the cherished small-town character.

A key part of this process is to have an accurate community profile that illustrates where the community is today as well as the opportunities that may exist moving forward. Using the most recent available data from the Town of Windsor, Larimer and Weld Counties, the US Census, and other reliable sources, a series of “community profile snapshots” was developed to present an overview of existing conditions.

Community Profile Snapshots:

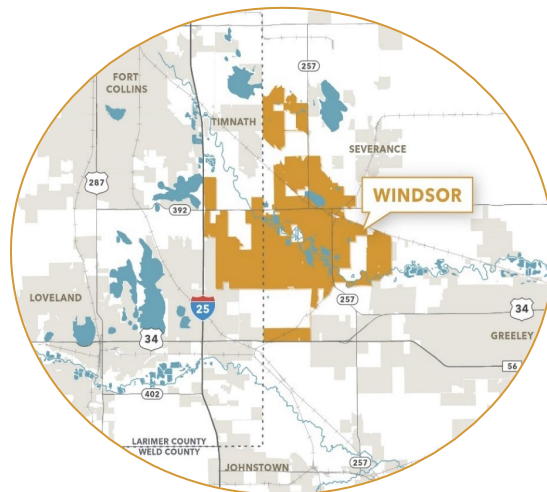
1. Community Context
2. Housing
3. Economy
4. Land Use and Community Character
5. Transportation
6. Water Efficiency
7. Infrastructure Systems

Where is Windsor Today?

The Town of Windsor is located on the I-25 corridor in Northern Colorado’s Front Range. The Town extends across both Larimer and Weld counties and is surrounded by the communities of Timnath, Severance, Fort Collins, Loveland, and Greeley. Windsor’s population had steadily grown in the last decade, with significant growth occurring between 2015 and 2023.

Windsor’s rapid growth has transformed the 19th century agricultural and railroad town into a largely suburban community, anchored by the historic downtown and industrial land uses.

Windsor is one of the newer housing markets in the region, with over 65% of homes built after 2000. The Town also has a larger share of single-family housing units than its neighbors but more multifamily units than the smaller towns in the region. As Windsor grows and demand for housing increases, market demand will drive



prices higher. Homeownership may become less attainable, and more types of housing will be needed to fill in housing gaps.

Land use in Windsor is primarily residential and industrial, with room for growth in both areas. Almost 2,000 acres of undeveloped industrial land remain in the Town, along with 4,400 acres of residential land. As Windsor considers its future growth patterns and land use designations, the Town should make decisions that support and celebrate community goals, centering future character areas around a unified and vibrant downtown.

Approximately 20% of the Town's jobs are in manufacturing, however less than 10% of the population lives and works in Windsor. Most residents commute outside of Windsor for work, and a high percentage of local jobs are held by people commuting into Windsor. Significantly, a quarter of the population works from home, which strengthens the demand for service businesses during the day.

While Windsor has been experiencing rapid residential growth, industry and jobs have largely remained outside of the Town, resulting in high rates of out commuting. Future growth in Windsor is promising, diversifying and strengthening the Town's economy, including retail, industrial, and office. This diversification will help community members live and work in the same place, reducing commuting rates and supporting Windsor's identity.

Transportation in Windsor is closely tied to its economic growth and land use decisions. Windsor residents commute farther than surrounding communities for work, and most drive alone. While there are extensive trails and a few on-street bicycle lanes, Windsor's walk and bike scores (walkscore.com) indicate that the Town is car-dependent and lacks infrastructure to support biking and walking. There is a dedicated commuter bus line between Fort Collins and Greeley, with stops in Windsor.

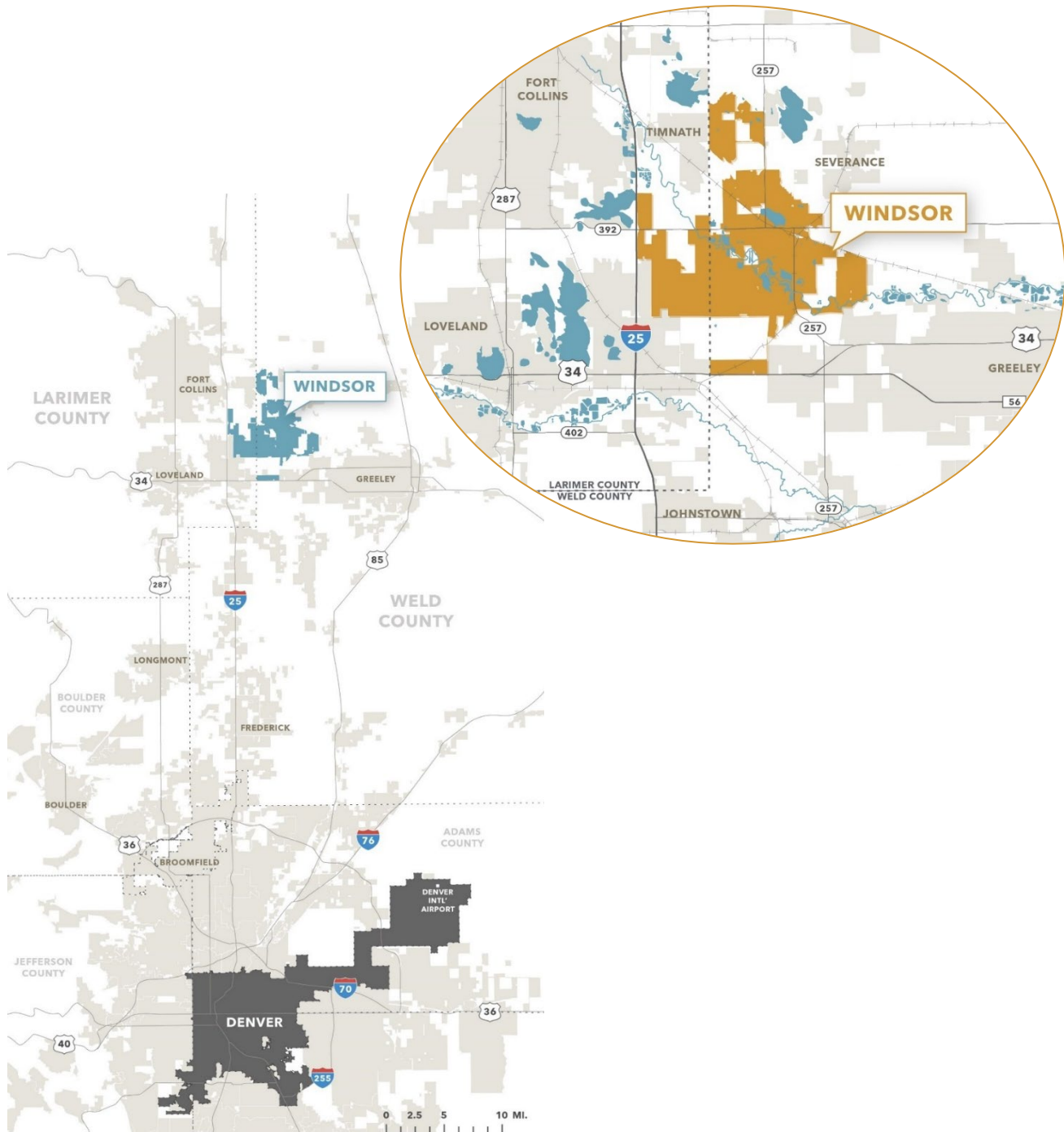
Windsor has maintained a proactive stance toward water planning by securing additional water sources for future growth through the Northern Integrated Supply Project (NISP), implementing water efficient practices, and incentivizing the community to monitor their own water use. As growth on the Front Range challenges water resources, Windsor has demonstrated its ability to plan ahead and adapt to new conditions through partnerships and community-driven programs such as its Garden-in-a-Box program, aimed at increasing the use of low-water and native plants.

Windsor has a robust infrastructure system consisting of water, sewer, stormwater, and roads, all supported by either dedicated or general funds. Spatially, the Town's infrastructure is spread out, resulting in higher infrastructure costs. Land use decisions will play an important part in future infrastructure challenges or solutions as future development requires more connections to public services. Windsor has the opportunity to concentrate development in appropriate areas, reducing overall construction and maintenance costs and increasing efficiency and sustainability of the system as a whole.

1. COMMUNITY CONTEXT

Overview

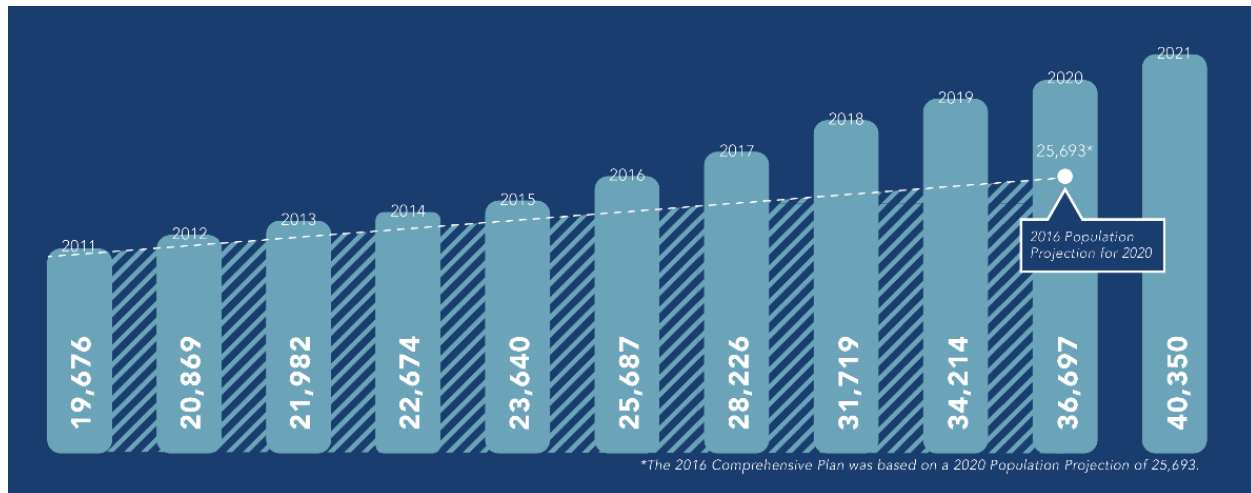
The Town of Windsor is located in the Northern Colorado Front Range Region and Town boundaries extend across both Larimer and Weld counties. Surrounding communities include Timnath and Severance to the north, Fort Collins to the northwest, Loveland and Johnstown to the southwest, and Greeley to the southeast. Located on the I-25 corridor, Windsor sits approximately 56 miles north of Denver and approximately 15 miles southeast of Fort Collins.



Population

42,840

Windsor's population has steadily grown in the last decade, with significant growth occurring between 2015 and 2022. Windsor's 2022 population was 42,840. The 2016 Comprehensive Plan projected the Town to have a total population of 25,693 by 2020, as indicated by the dashed white line in the figure below. In reality, Windsor grew much faster at a growth rate more than triple that projected under the 2016 Plan.



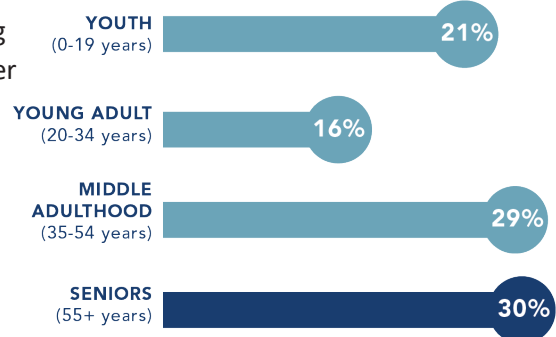
Population projections vary depending on the source but range from 61,206 reflecting low growth up to 89,389 as a high growth projection for year 2041. The 61,206 projection was produced by TischlerBise based on historic trends before the record high rate of building permits from the past five years. The 89,389 projection represents the Town's high-end growth rate, derived from the Colorado State Demographer's Office. Details on population projections can be found in the Economy section of this report.

41
Windsor's Median Age

34
NFRMPO Median Age

Age

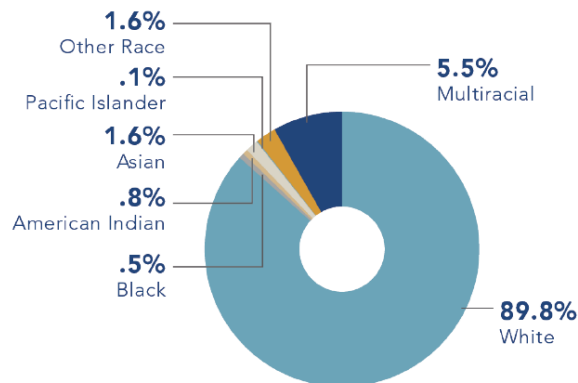
Windsor has a large population of families and an increasing number of retirees. The area within the NFRMPO has a lower median age than Windsor by nearly 5 years, which accounts for the region's larger "Young Adult" population compared to Windsor's. This younger population can be attributed to the university presence in both Greeley and Fort Collins.



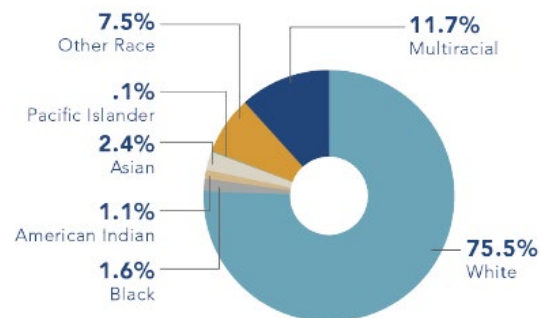
Race and Ethnicity

Historically, Windsor has been a primarily white/Caucasian community. Recent trends from the U.S. Census show an increase in diversity, especially among multiracial residents. Compared to the rest of the North Front Range, Windsor has proportional race distributions but does measure nearly ten percentage points higher for white populations than the rest of the region. 9% of Windsor residents identify as Hispanic compared to 19% of residents across the North Front Range, according to 2020 Census data.

WINDSOR'S RACIAL DEMOGRAPHICS



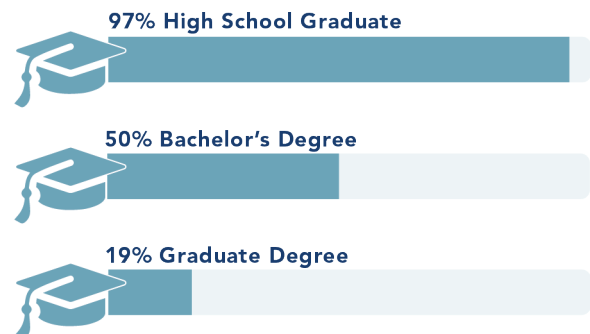
NFRMPO RACIAL DEMOGRAPHICS



Source: ESRI Business Analyst and US Census Bureau, 2022.

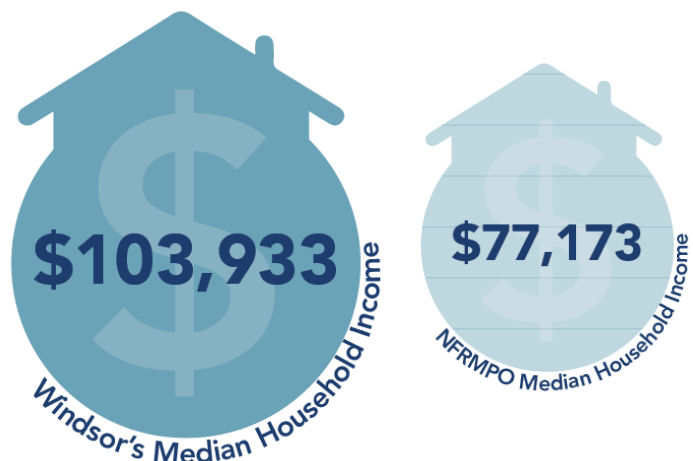
Educational Attainment

The population of Windsor is highly educated, with 97% having a high school diploma, and half having a bachelor's degree. There are many educational opportunities in the region to support educational attainment, from smaller community colleges including Aims to larger universities like Colorado State University in Fort Collins.



Income

Incomes in Windsor are higher than the rest of the NFRMPO area. Windsor's median household income was \$111,477 in 2023, based on Town data, with the region's median income approximately 40% lower. Windsor's average household income was 132,933 in 2023.



2. HOUSING

Overview

This chapter provides an overview of housing and economic conditions and trends in the Town of Windsor. Where appropriate, comparisons to other jurisdictions in the region are included. Comparison communities are the two counties in which Windsor is located—Larimer and Weld, as well as the cities of Fort Collins, Greeley, Loveland, and Evans and the towns of Severance and Timnath. A summary of population estimates and recent growth for comparison localities is shown in Figure 1.

Figure 1. Population Trends by Jurisdiction

	COUNTY		POPULATION		2010-2022 Change	
	Larimer	Weld	2010	2022	Number	Percent
Windsor Town	X	X	18,918	42,840	23,922	126%
Evans City		X	18,628	22,924	4,296	23%
Ft. Collins City	X		144,461	171,848	27,387	19%
Greeley City		X	93,156	110,186	17,030	18%
Loveland City	X		67,000	77,913	10,913	16%
Severance Town		X	3,174	10,757	7,583	239%
Timnath Town	X	X	632	7,917	7,285	1153%
Larimer County			300,532	366,843	66,311	22%
Weld County			254,230	350,206	95,976	38%

Sources: Town of Windsor (population shown is Town's 2023 Estimate); Colorado State Demography Office

Current Plans and Policies

The 2016 Comprehensive Plan, specifically Chapter 5c: Residential Areas Framework Plan, sets a vision for a future Windsor that has a “diverse housing supply,” and includes a “range of housing types from spacious single-family homes, to cozy small lot houses, to apartments and condominiums that cater to a range of incomes and family sizes.” Since the adoption of the 2016 plan, Windsor has been increasing its multi-family housing stock. Other related housing objectives identified in the 2016 Comprehensive Plan are listed below:

1. Promote multi-modal connectivity to increase neighborhood access and resident mobility.
2. Utilize conservation design and traditional neighborhood design for new residential growth areas and promote overall community livability.
3. Increase the number of affordable housing units that provide opportunities for working families and seniors.
4. Foster a diversity of housing types and sizes through coordinated land use planning and zoning.
5. Support high density residential development near Downtown, commercial centers, and mixed-use nodes.
6. Utilize cluster housing development and conservation design to conserve natural resources, particularly in proximity to the Poudre River and bluffs.

7. Maintain the character of existing residential neighborhoods and make investments that leverage their distinctiveness from newer parts of Town.
8. Discourage the use of dense residential developments as a buffer to industrial areas.
9. Foster a unified identity for Windsor's residential areas.

In 2015, the Town commissioned a Demographic and Housing Opportunities Study to understand the community's changing housing needs. The study identified that residents valued neighborhoods, safety, access, and amenities more than building characteristics. In addition, the study revealed that the current zoning and development incentives may not be supporting the community's growing range of housing needs.

Community Perception

Housing has been an important discussion topic during the Comprehensive Plan update process. Community members hold varied perspectives related to Windsor's growth and how the Town can meet the housing needs of a wide range of ages, incomes, and family sizes. In particular, the Housing Authority noted a lack of senior housing and the high cost of building new housing as two significant challenges in Windsor. Furthermore, the idea of balancing high-end housing development with more affordable options was expressed during multiple community interviews and echoed in questionnaire responses.

Many community members expressed concerns about Windsor growing too much and the associated risks of losing the Town's charm and small-town feel. Others highlighted concerns that their children will not be able to afford homes in the community given the high cost of housing. According to questionnaire responses, many community members support the idea of inclusionary zoning, or requiring a certain percentage of affordable housing in all new development. Community members also believe housing in Windsor should be more sustainable, especially related to water usage.

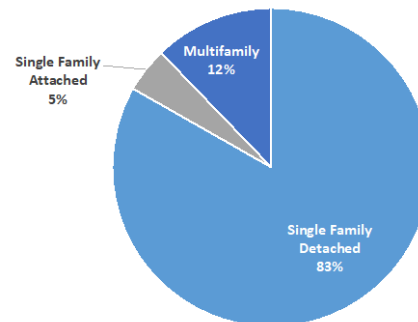
Current Conditions and Trends

Housing Unit Types

Housing stock in the Town of Windsor is predominantly single family detached units.

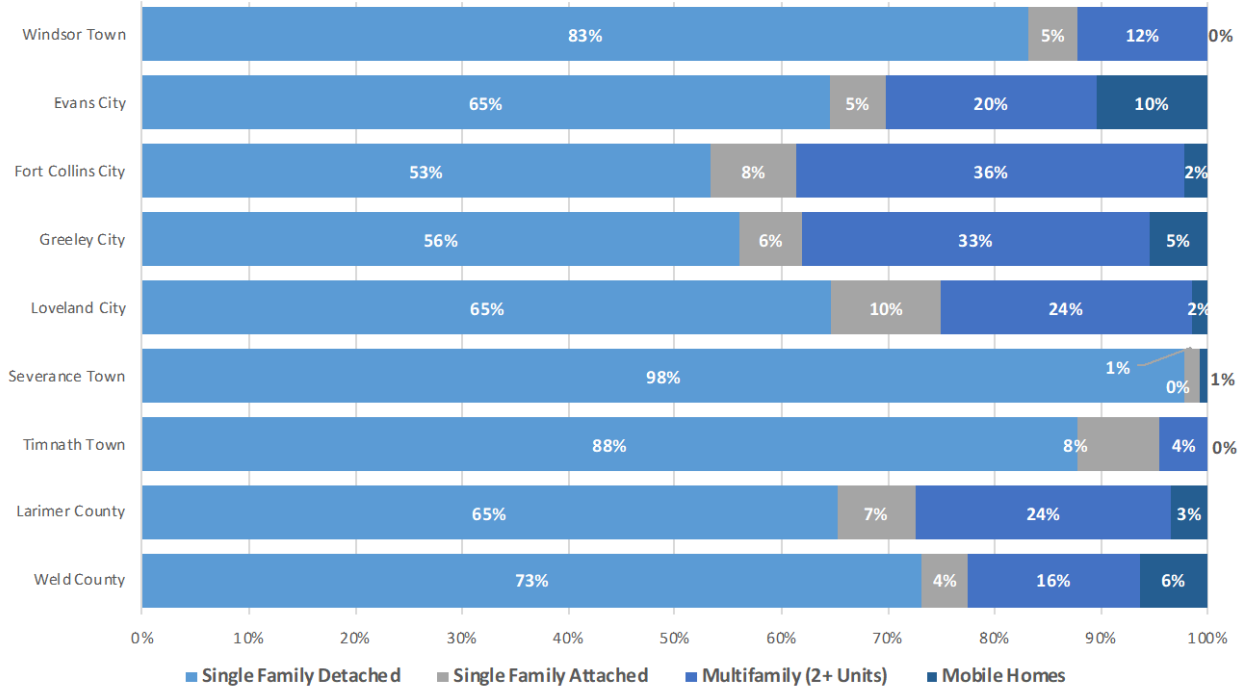
Windsor has a larger share of single-family units than its neighbors but more multifamily units than the smaller towns in the region. Windsor has a higher share of multifamily units than the smaller towns of Severance and Timnath but a lower share than each county and nearby cities in the region.

Figure 2. Town of Windsor Housing Units by Type (2022)



Source: U.S. Census, 2022 American Community Survey 5-Year Estimates

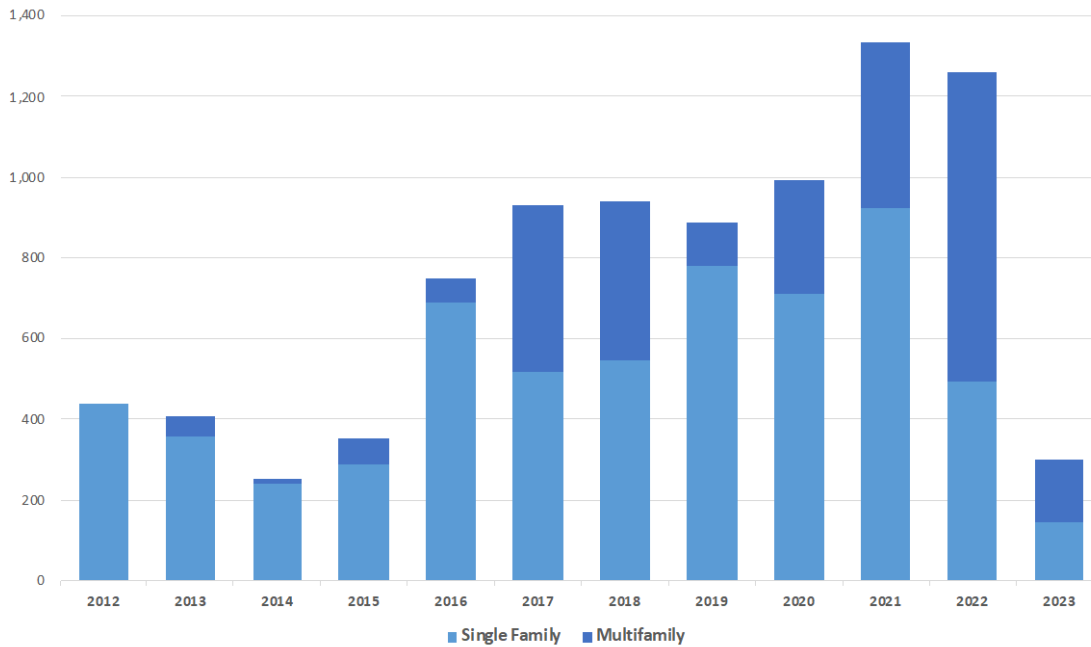
Figure 3. Housing Units by Type by Jurisdiction, 2022



Source: U.S. Census, 2022 American Community Survey 5-Year Estimates

Recent development activity has increased the number of multifamily units in Windsor. It should be noted that the Town's multifamily category includes townhouse/single-family attached units.

Figure 4. Town of Windsor New Housing Unit Permits by Type



Note per Town of Windsor Building Permit Report: Multifamily is defined as duplexes, triplexes, fourplexes, fiveplexes, sixplexes, apartments, and condominiums.

Source: Town of Windsor, Building Permit Reports.

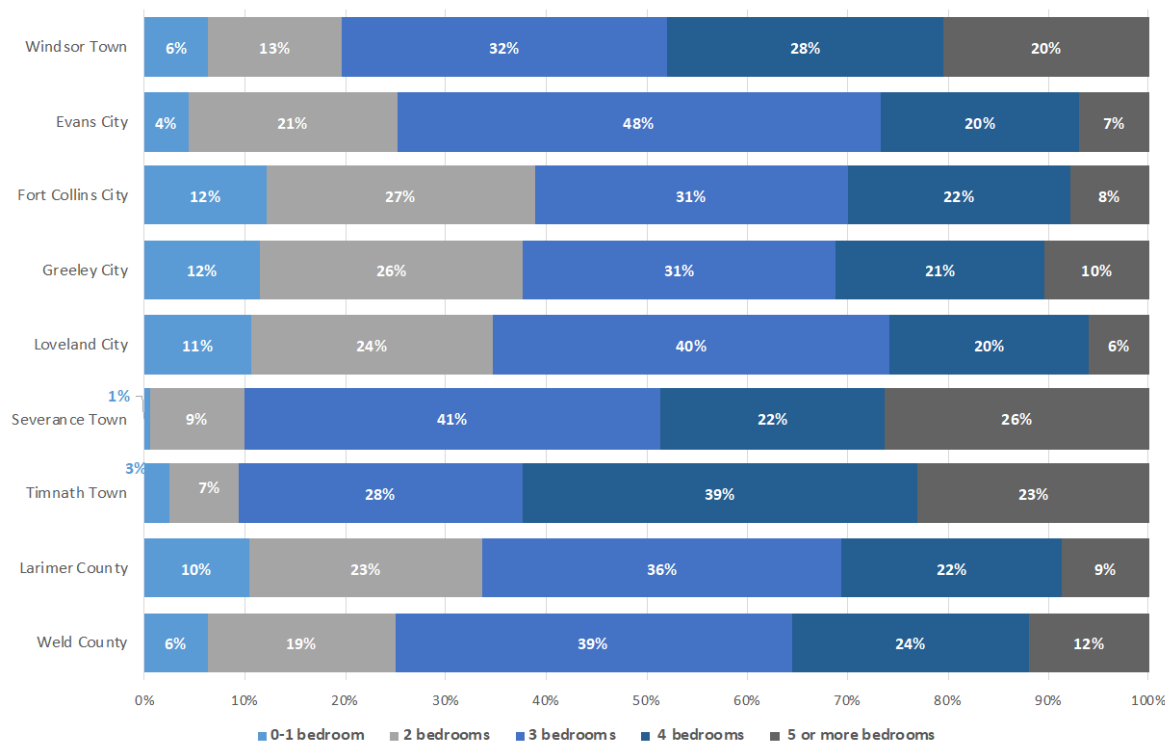
Development activity appears to be slowing in the Town as shown in building permit figures for 2023. Recent projects that developed more quickly than anticipated are becoming built out and upcoming development is anticipated to be built at a slower pace than recent activity. Other external factors such as water availability, interest rates, and economic conditions will have a direct effect on development activity and growth in the Town.

Housing Characteristics

Approximately 80 percent of Windsor housing units have 3 or more bedrooms, which is less than the other towns in the region but higher than the cities and Weld and Larimer counties.

It is interesting to note that the share of 3- and 4-bedroom units are relatively similar among the comparison localities, but what differs is the share of units with 5 or more bedrooms (Timnath, Severance, Windsor) compared to those places with a higher share of units with 2 bedrooms or less (Weld and Larimer counties and the cities of Evans, Loveland, Greeley, and Fort Collins).¹

Figure 5. Housing Units by Bedroom Count by Jurisdiction, 2022

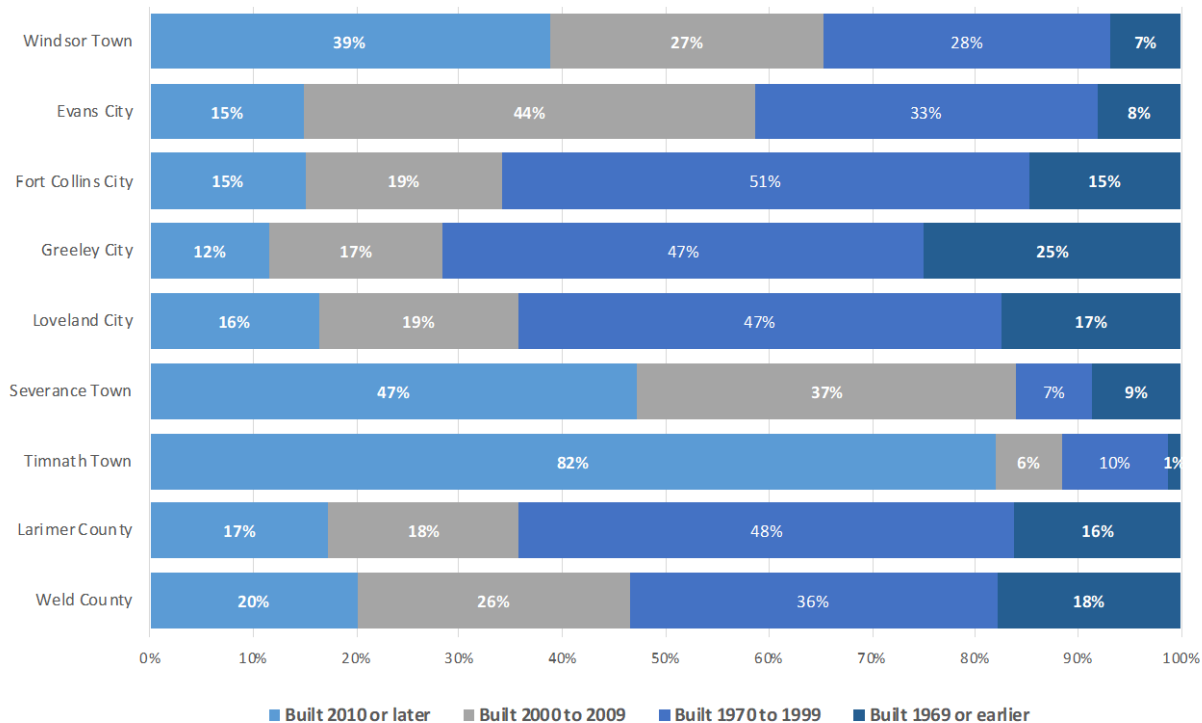


Source: U.S. Census, 2022 American Community Survey 5-Year Estimates

¹ It is noted that the relatively small size of Timnath and Severance compared to other regional jurisdictions leads to a greater relative impact when comparing percentages among localities.

Windsor is one of the newer housing markets in the region. Approximately 65 percent of Windsor’s housing stock was built after 2000, which is less than the towns of Timnath and Severance, but greater than all other localities in the region.

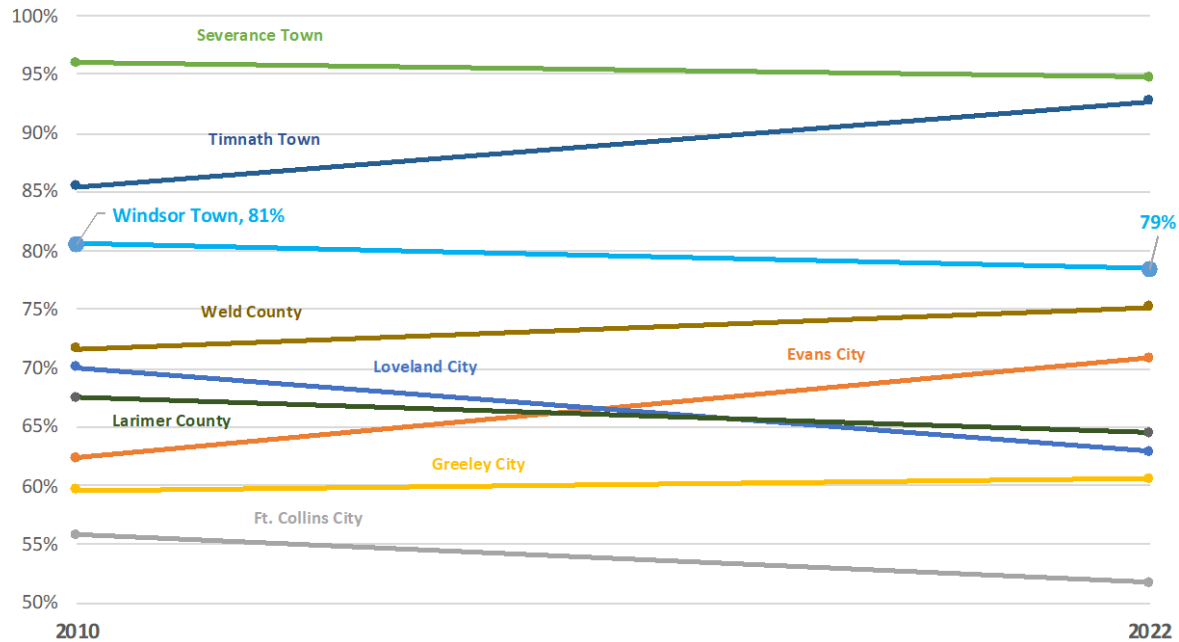
Figure 6. Age of Housing Stock by Jurisdiction



Source: U.S. Census, 2022 American Community Survey 5-Year Estimates

Home ownership trends are shown in Figure 7. **Windsor has a higher rate of home ownership** than either county and most of the neighboring jurisdictions except Timnath and Severance.

Figure 7. Homeownership Rates by Jurisdiction, 2010 and 2022



Source: U.S. Census, American Community Survey 5-Year Estimates, 2010 and 2022.

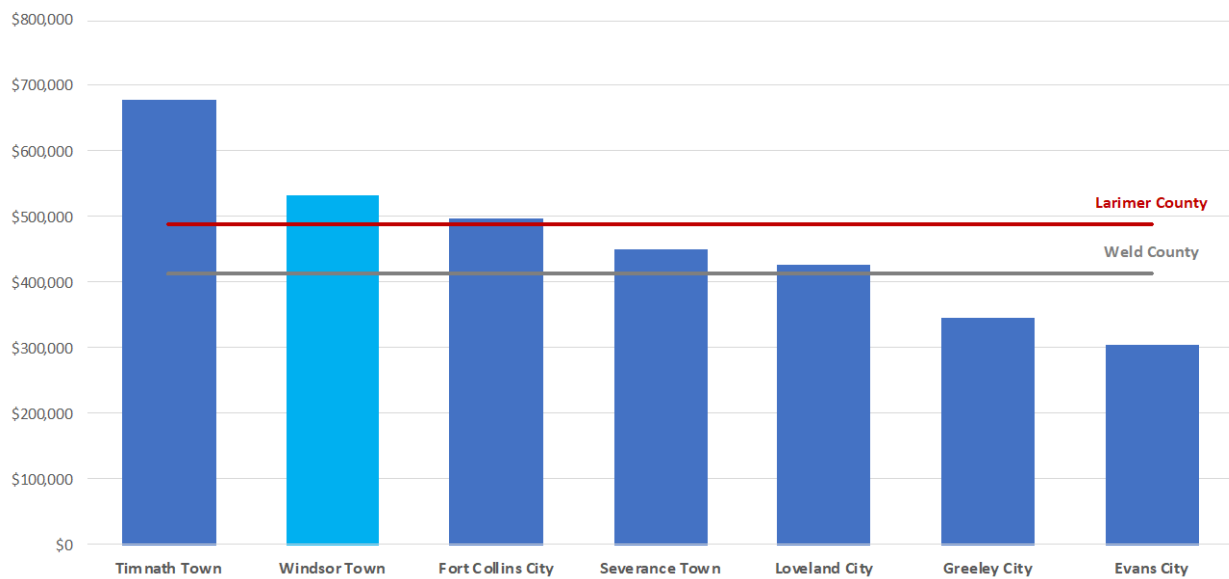
Housing Market Conditions

House values have increased in Windsor and other northern Front Range communities. Per the Colorado Association of Realtors, the median sales price of a single family house as of November 2023 was \$500,000 (average \$550,000) in Weld County and \$583,000 (average of \$675,000) in Larimer County, reflecting no change from November 2022 but an increase of 11 and 15 percent respectively from the end of 2021.²

To compare Windsor to neighboring jurisdictions, U.S. Census data is used and shown in **Error! Not a valid bookmark self-reference..** Windsor's median house value is higher than both counties and ranks second among neighboring jurisdictions.

Figure 8. Median Owner-Occupied House Value by Jurisdiction, 2022

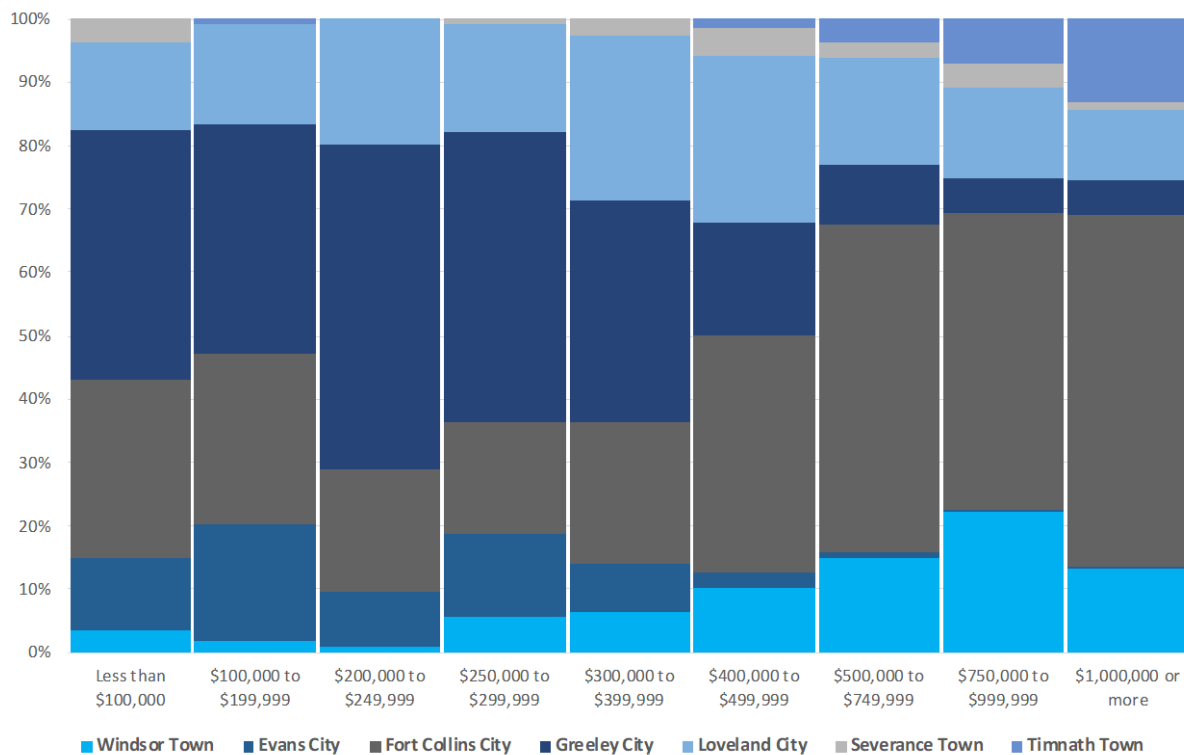
² Colorado Association of Realtors, as of November 2023.



Source: U.S. Census, 2022 American Community Survey 5-Year Estimates; TischlerBise

Figure 9 for Windsor and neighboring jurisdictions. Windsor's housing stock is mostly at the \$400,000 and above range while the neighboring cities of Evans, Fort Collins, Greeley, and Loveland have a wider range of values across their inventory.

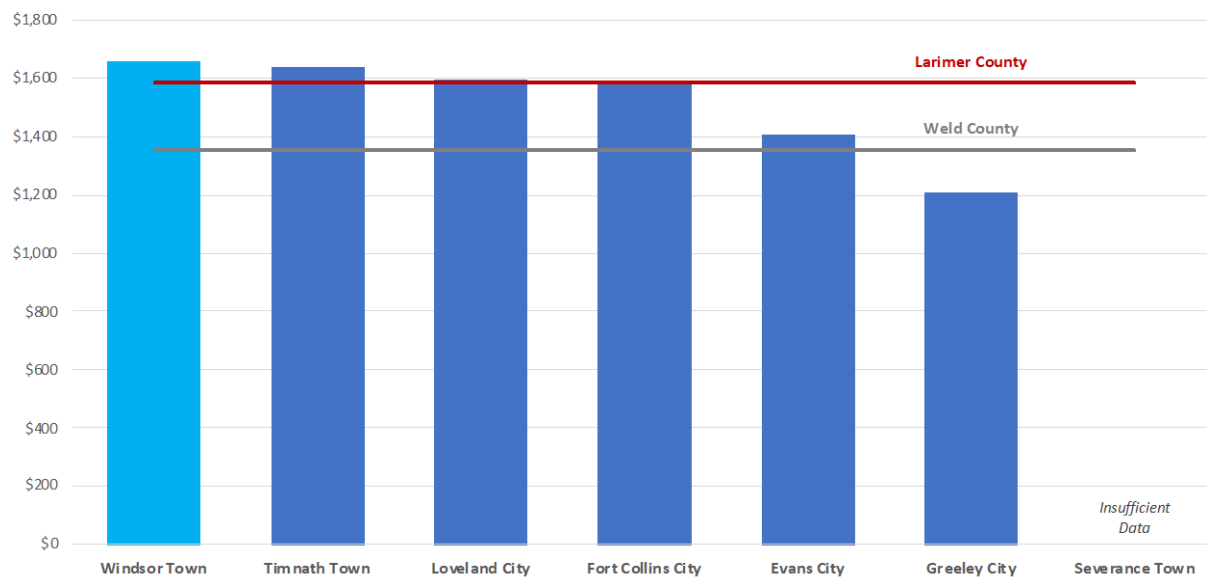
Figure 9. Owner-Occupied House Values, 2022



Source: U.S. Census, 2022 American Community Survey 5-Year Estimates



Figure 10. Median Rents by Jurisdiction, 2022



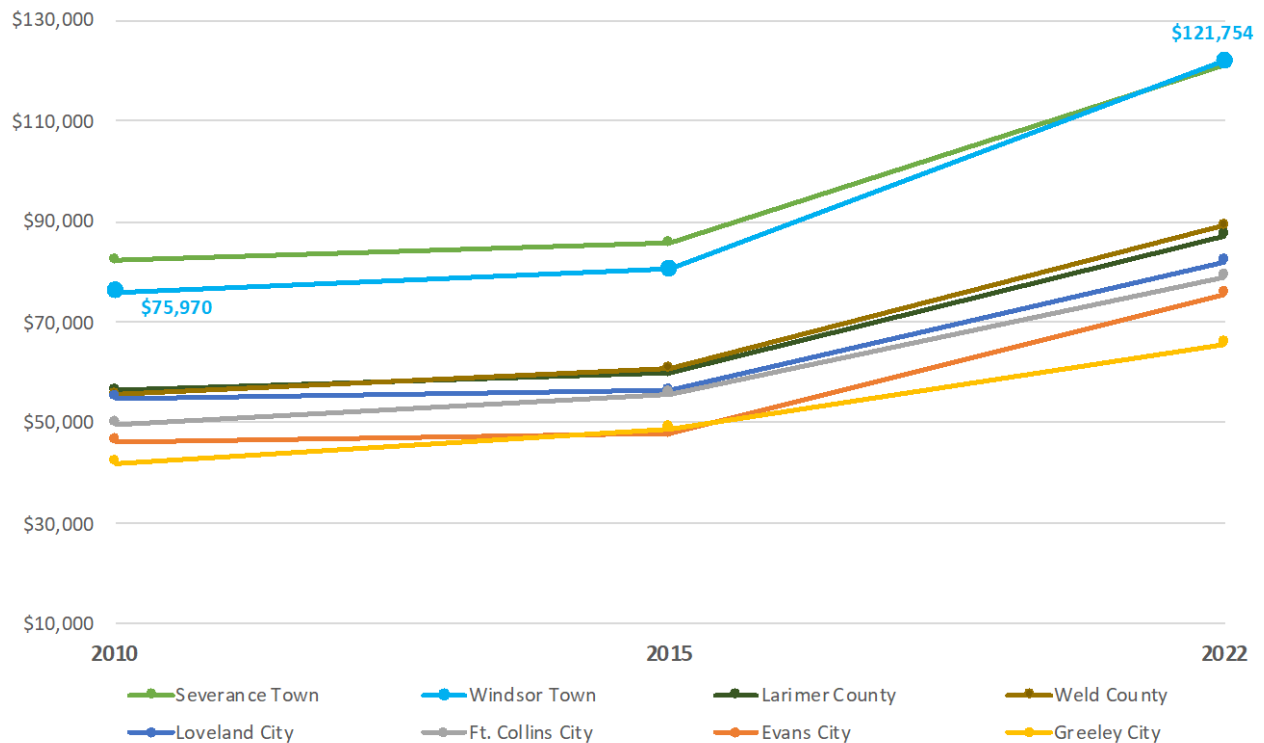
Source: U.S. Census, 2022 American Community Survey 5-Year Estimates; TischlerBise

Household Incomes and Housing Affordability

Median Incomes

Median household incomes have increased in Windsor and neighboring jurisdictions since 2010 with Windsor and Evans increasing by the largest amount (60 and 64 percent respectively) of the comparison communities since 2010.³ Windsor and Severance have the highest median household incomes in the area.

Figure 11. Median Household Income (Not Adjusted for Inflation) by Jurisdiction, 2010, 2015, and 2022



Note: Timnath is not included in the above chart due to inadequate data.

Source: U.S. Census, 2022 American Community Survey 5-Year Estimates

Housing Cost Burden

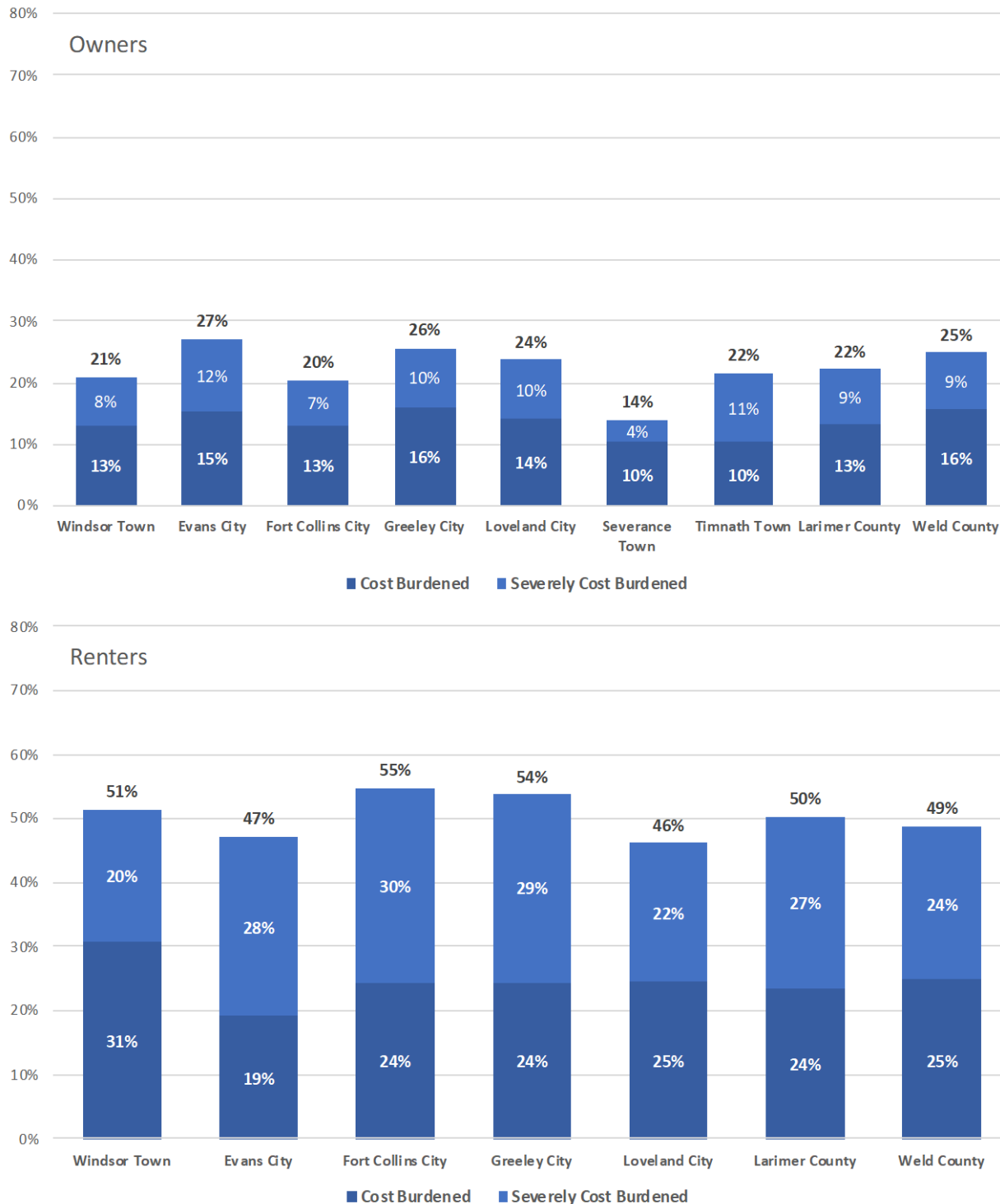
Spending more than 30 percent of household income on housing costs is considered “cost burdened.” A “severely burdened” household is one spending more than 50 percent of household income on housing costs. Approximately 13 percent of Windsor owner-occupied households are cost burdened, the same as Larimer County and less than Weld County. An additional 8 percent are considered severely burdened, less than both counties.

For renters, 31 percent of Windsor households are estimated to be cost burdened, higher than neighboring jurisdictions and both counties. Adding in the additional households that are considered

³ Inflation accounts for 37 percent of the increase (Consumer Price Index for All Urban Consumers (CPI-U)).

severely burdened brings the share up to half of all renter households. This share is in line with most neighboring jurisdictions and counties.

Figure 12. Owner and Renter Housing Cost Burden by Jurisdiction, 2022



Note: Renter data does not include Severance or Timnath due to small sample size.

Source: U.S. Census, 2022 American Community Survey 5-Year Estimates; TischlerBise.

Using median incomes from the U.S. Census, a “supportable” house value and rent can be calculated for Windsor and compared to actual median values and rents. In 2022, the median value for an owner-occupied housing unit is just under the affordable threshold for a household earning the median income. Renters earning the median income are able to afford the median rent.

Figure 13. Supportable House Value and Rent, Town of Windsor, 2010 and 2022

Town of Windsor		
	2010	2022
Median Household Income Owner-Occupied Units*	\$87,625	\$140,117
Income Supported Sales Price^	\$306,688	\$490,410
Median House Value*	\$253,800	\$533,300
Is Sales Price Affordable to Median Income?	Yes	No
Median Household Income Renter-Occupied Units*	\$42,875	\$65,818
Income Supported Monthly Rent^^	\$1,072	\$1,645
Median Monthly Gross Rent*	\$961	\$1,659
Is Rent Affordable to Median Income?	Yes	Yes**

* U.S. Census, American Community Survey 5-Year Estimates, 2010 and 2022.

^ Multiplier is estimated assuming 30% income available for housing and estimates for costs insurance, taxes, mortgage interest rate, and downpayment. Conservative average multiplier is calculated at 3.5 income.

^^ Multiplier is estimated assuming 30% income available for rent.

** Essentially at a breakeven level.

Housing Market Strength

The website Realtor.com provides a useful housing market index that can be used to compare housing markets over time. The “Market Hotness Index”⁴ evaluates and compares the extent to which local markets are experiencing fast moving supply and rising demand. It should be noted that data is only available by zip code and therefore does not align with jurisdictional boundaries.

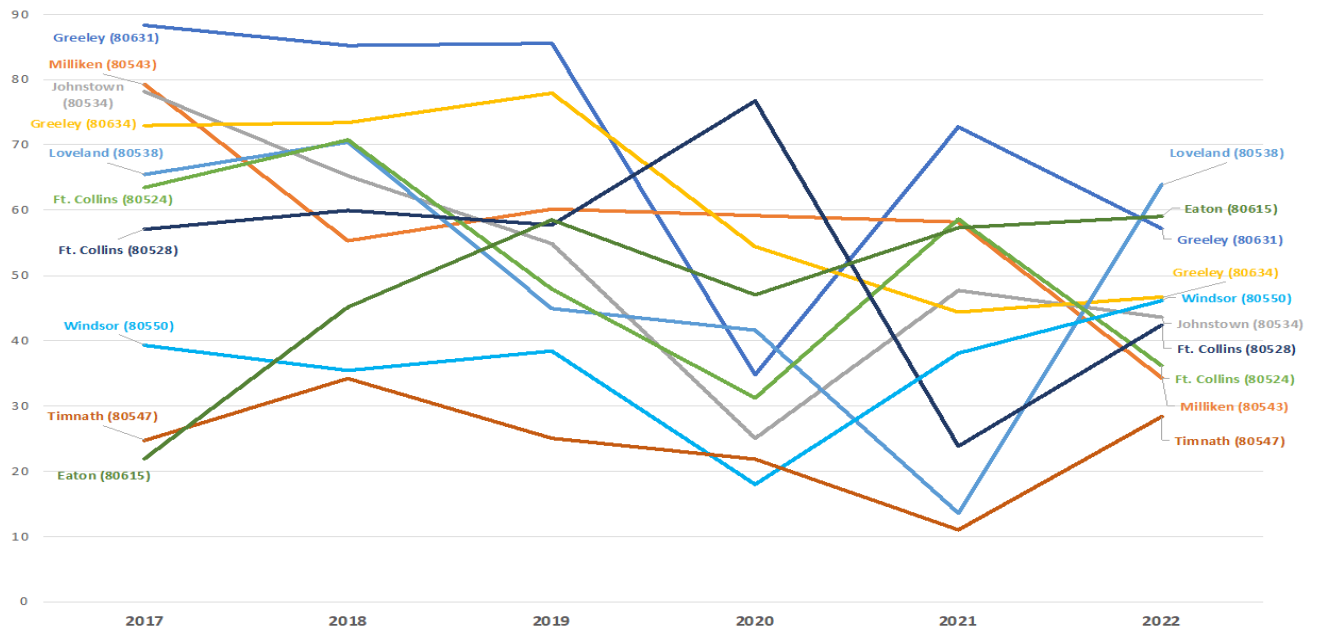
The index accounts for two aspects of the housing market: (1) market demand, as measured by unique views per property on Realtor.com, and (2) the pace of the market as measured by the number of days a listing remains active on Realtor.com.

The index is scaled from 0 to 100, 0 representing the lowest and 100 representing the highest housing market activity. Recent rankings for Windsor and neighboring locations are shown in

Figure 14. Windsor’s housing market is “cool” relative to its neighbors with Loveland, Eaton, and Greeley currently identified as stronger.

⁴ Source: Realtor.com Market Hotness Index, www.realtor.com/research/data/

Figure 14. Housing Market Hotness Index, 2017-2022

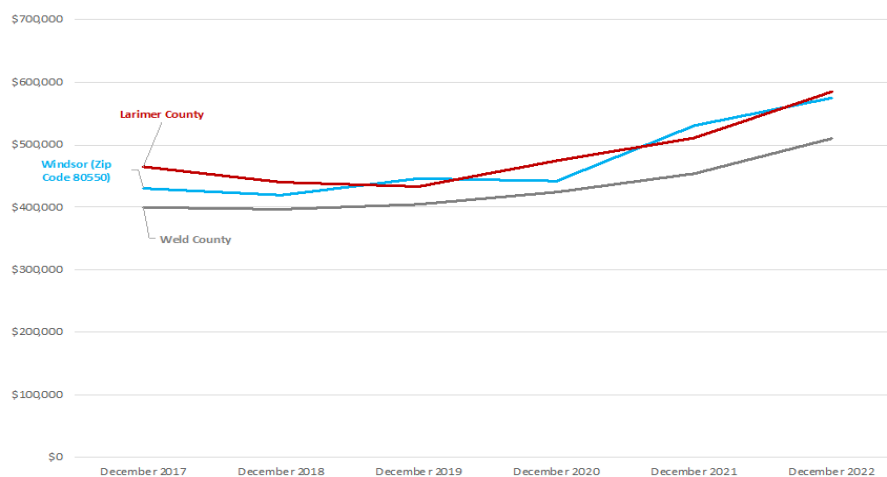


Note: Data is for the zip code indicated with the main city labeled; data is not exclusive to conditions inside municipal city boundaries.

Source: Realtor.com, Market Hotness Index, <https://www.realtor.com/research/data/>.

Median list prices and changes over time for Windsor and Larimer and Weld counties are shown in the next two figures. Windsor values track closer to Larimer County median values despite a larger portion of Windsor being in Weld County. Windsor list prices have seen relatively sizable changes over the last five years, most recently experiencing growth but at a lower rate than 2020 to 2021.

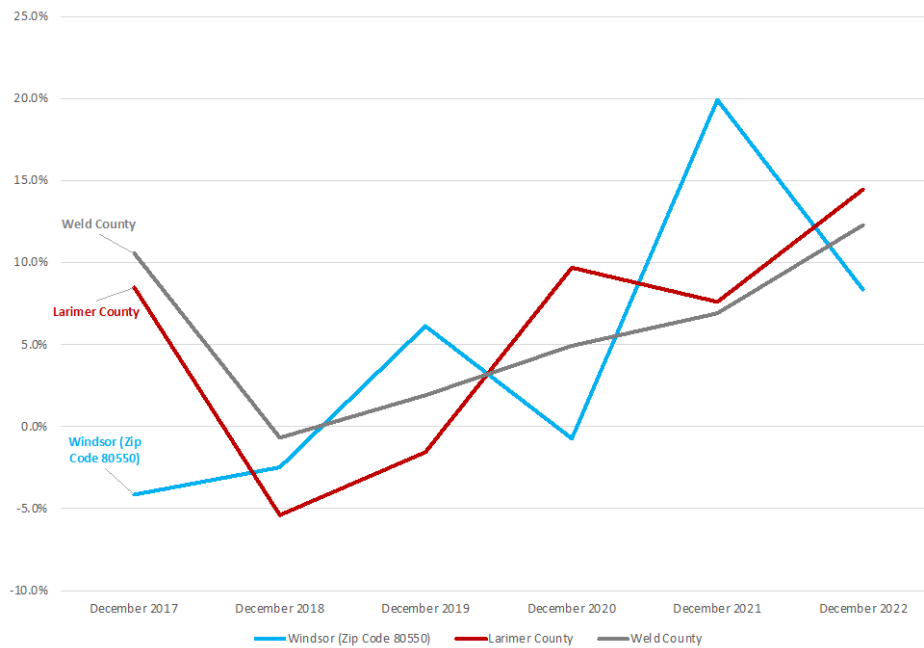
Figure 15. Median List Price, 2017 to 2022



Note: Windsor data is for the zip code indicated; data is not exclusive to conditions inside municipal city boundaries. County data is for the respective county as indicated.

Source: Realtor.com, Market Hotness Index, <https://www.realtor.com/research/data/>.

Figure 16. Median List Price Change Year over Year, 2017 to 2022



Note: Windsor data is for the zip code indicated; data is not exclusive to conditions inside municipal city boundaries. County data is for the respective county as indicated.

Source: Realtor.com, Market Hotness Index, <https://www.realtor.com/research/data/>.

Advancing Opportunities through Windsor's Comprehensive Plan

Key considerations for the Comprehensive Plan update, related to housing, include the following:

1. Identify policies that support increasing affordable housing options, especially for currently cost-burdened and severely cost-burdened renters, which make up half of renter households.
2. Identify policies that promote senior housing development along with a range of housing types. Consider additional development incentives.
3. Consider strategies that promote sustainable housing development, especially related to water usage.

3. ECONOMY

Overview

This section covers Windsor’s economic activities, trends, and predictions. Along with existing conditions, this section includes gaps, challenges, and opportunities, indicating where Windsor is doing well, and where the Town can focus more of its resources in the future. The information in this section will guide goals and objectives for the future economic development and growth of the Town.

Current Plans and Policies

The 2016 Comprehensive Plan, specifically Chapter 5d: Commercial and Industrial Areas Framework Plan, envisions a future where the downtown remains the “heart of Windsor” with thriving businesses and streets supported by mixed-use and multi-family housing. In addition, the Town envisions the I-25 interchange as a “bustling commercial and employment district that draws visitors from the north Front Range region...” and more broadly envisions the Town supporting a “dynamic and resilient local economy.” The plan also envisions a future where the Fairgrounds District is a “regional attraction”, and the Great Western Industrial Park has grown tremendously.

Community Perception

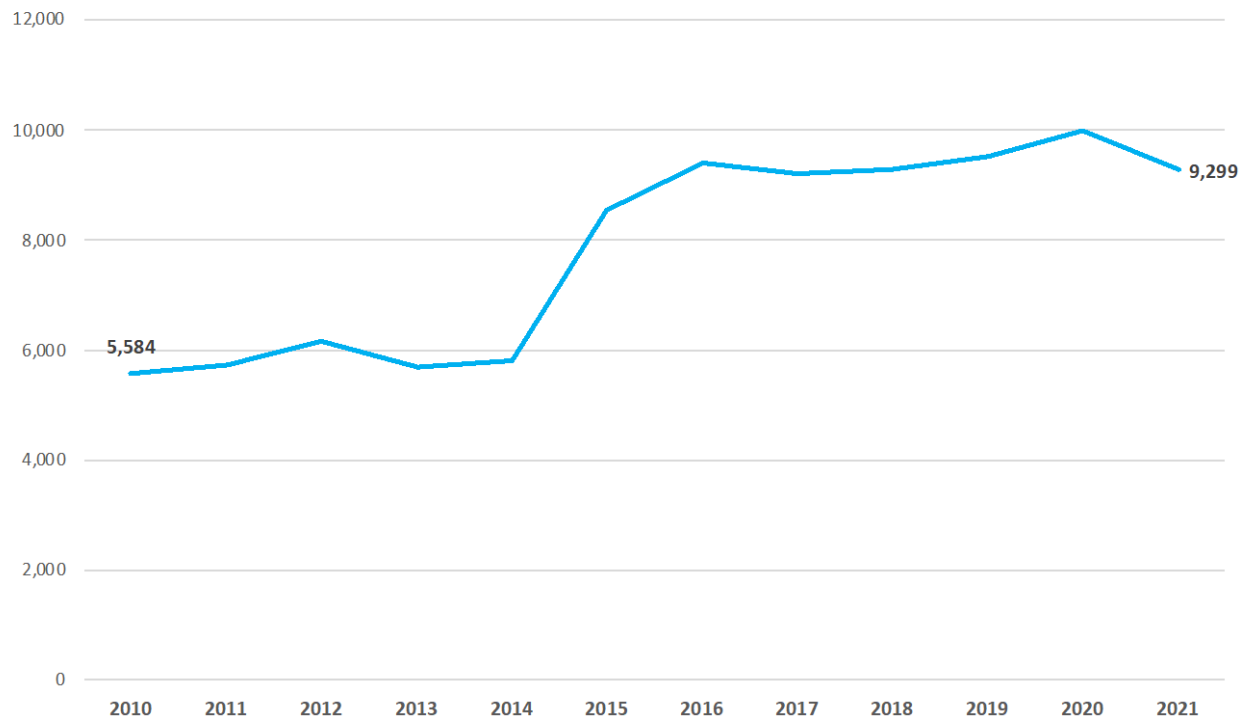
Broadly speaking, Windsor community members envision a future with “diversified businesses,” according to recent Comprehensive Plan Update questionnaire responses. More specifically, this means supporting the healthcare sector, encouraging and supporting small businesses, and attracting more commercial businesses, like restaurants and grocery stores. Furthermore, community members support focusing commercial development along Highway 392 and in the I-25 area.

Current Conditions and Trends

Employment Trends

The number of jobs located in the Town of Windsor has increased by over 65 percent from 2010—from approximately 5,600 to 9,300.

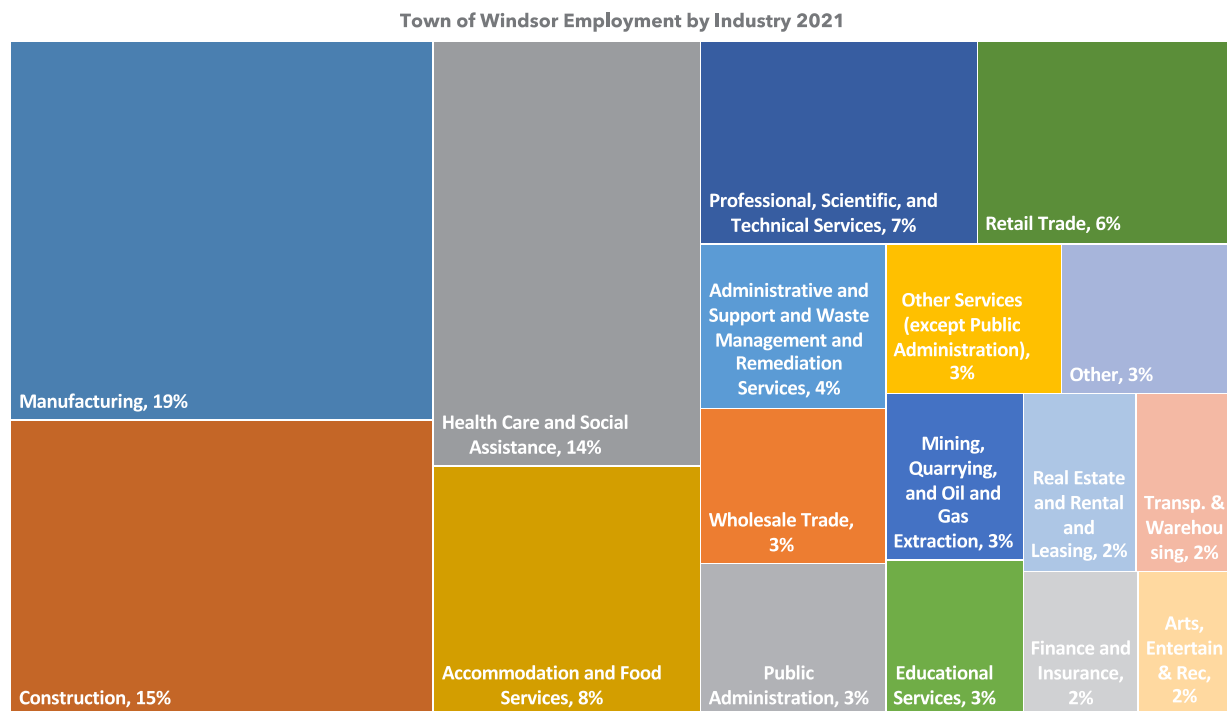
Figure 17. Town of Windsor Employment Trends



Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics (Beginning of Quarter Employment, 2nd Quarter of 2010-2021).

Approximately 20 percent of the Town’s jobs are in manufacturing, followed by construction, health care/social assistance, accommodation/food services, professional services, and retail trade.

Figure 18. Town of Windsor Employment by Industry, 2021



Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics (Beginning of Quarter Employment, 2nd Quarter of 2021).



Employment Concentration and Growth

When an area is host to a diverse mix of industries, it is less vulnerable to changes in any one sector. Location Quotient (LQ) is a statistical measure of an industry concentration relative to other geographies.

An LQ above 1.0 indicates a local industry concentration higher than expected. Industry concentration can be measured relative to any geography—in this case, we compare Windsor’s job base to Larimer and Weld counties, which double as this area’s Metropolitan Statistical Areas (MSA).⁵

Compared to the two-county region, Windsor has a higher concentration of jobs in the following industries (i.e., an LQ equal to or above 1.0):

- Utilities
- Construction
- Manufacturing
- Real Estate/Rental and Leasing
- Arts, Entertainment, and Recreation
- Mining, Quarrying, and Oil and Gas Extraction
- Health Care and Social Assistance
- Other Services (excluding Public Administration)
- Professional, Scientific, and Technical Services
- Accommodation and Food Services (just under 1)

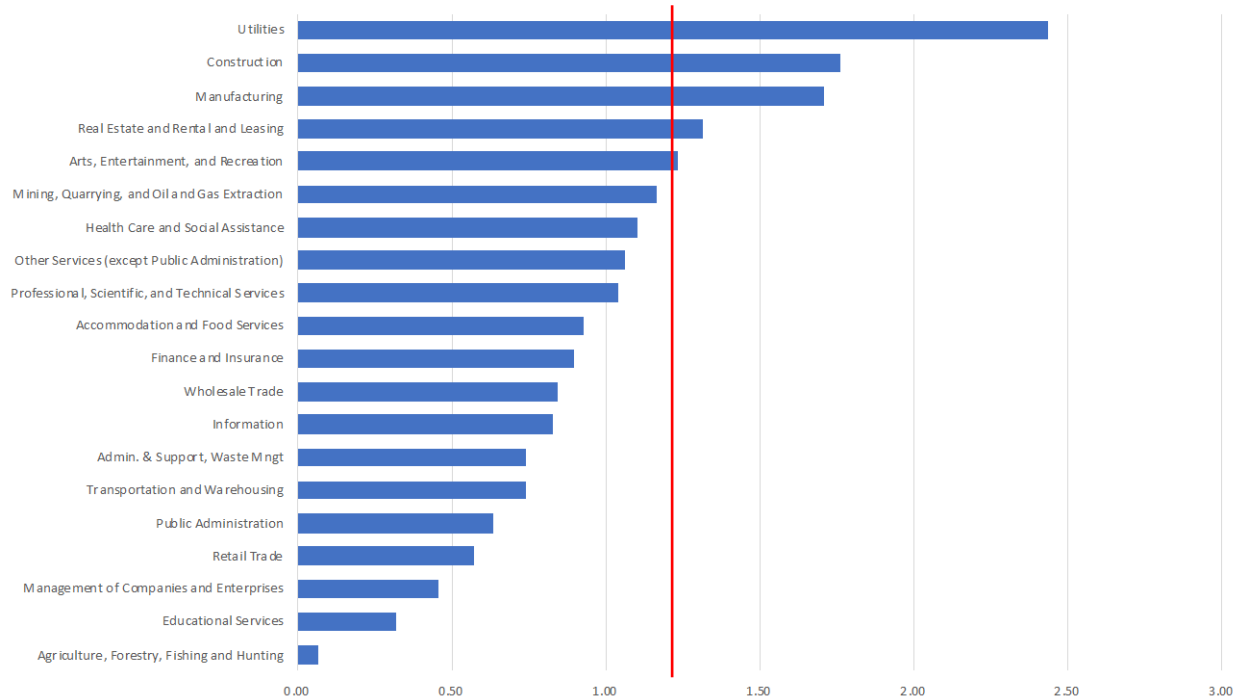
Consistent with these findings, one of the key sectors currently promoted by Windsor Economic Development is manufacturing.⁶

Figure 19. Town of Windsor Industry Concentration Relative to the Two-County Region (Location Quotient), 2021

⁵ Fort Collins-Loveland MSA is all of Larimer County; and Greeley MSA is all of Weld County.

⁶ Windsor Economic Development also promotes restaurants, breweries, and hospitality; and tourism.

Figure 19. Town of Windsor Industry Concentration Relative to the Two-County Region (Location Quotient), 2021



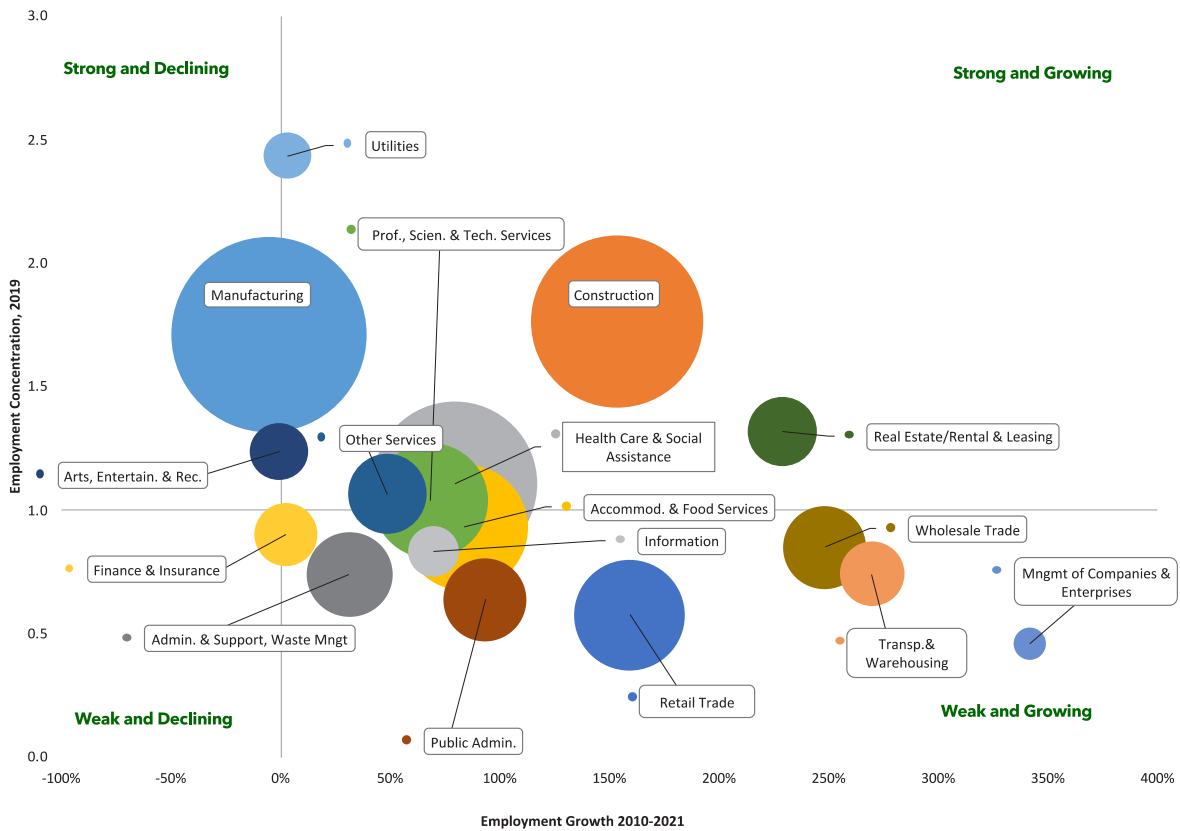
Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics (Beginning of Quarter Employment, 2nd Quarter of 2021).

Another key indicator of economic health is **job growth**. Both job growth and concentration in the Town are plotted in Job growth is charted along the horizontal x-axis and reflects growth between 2010 and 2021 for the industry sector in Windsor. Employment concentration is charted along the vertical y-axis using the location quotient information from Figure 1920. The size of each bubble illustrates the relative 2021 employment base by major industry cluster.

In some cases, the concentration of employment is both higher than the two-county average and growing, indicating a strong industry in the Town (e.g., Construction). In other cases, the concentration may be higher in the Town than the region, but employment is declining, as is the case with Arts/Entertainment/Recreation. Strong and growing industries include, Construction, Health Care and Social Assistance, Real Estate, Other Services, Professional/Scientific/Technical Services. Conversely, a few industries in the county are showing signs of growth but do not have a concentration of employment relative to the region, such as Wholesale Trade, Retail Trade, Public Administration, Accommodation/Food Service, and Information.

Understanding the four quadrants of industry growth and decline shown in **Error! Not a valid bookmark self-reference.** can help further inform land use decisions relative to industry requirements as well as business attraction, retention, and expansion strategies.

Figure 20. Employment Strength and Growth



Note that Educational Services and Mining, Quarrying, and Oil and Gas Exploration industries were not included in this figure due to scaling issue. Both industries grew from 2010 to 2021 from single digit employment to over 200 jobs each, resulting in growth of 4000 and 1600 percent, respectively. Inclusion of these sectors compresses the x-axis and decreases readability.

Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics (Beginning of Quarter Employment, 2nd Quarter of 2010-2021).

Commuter Trends

The Town of Windsor has a larger number of working residents than jobs as of 2021. Approximately 17 percent of jobs in Windsor are held by residents (1,580 / (7,719+1,580)). For Windsor residents in the labor force, less than 10 percent work in the Town.

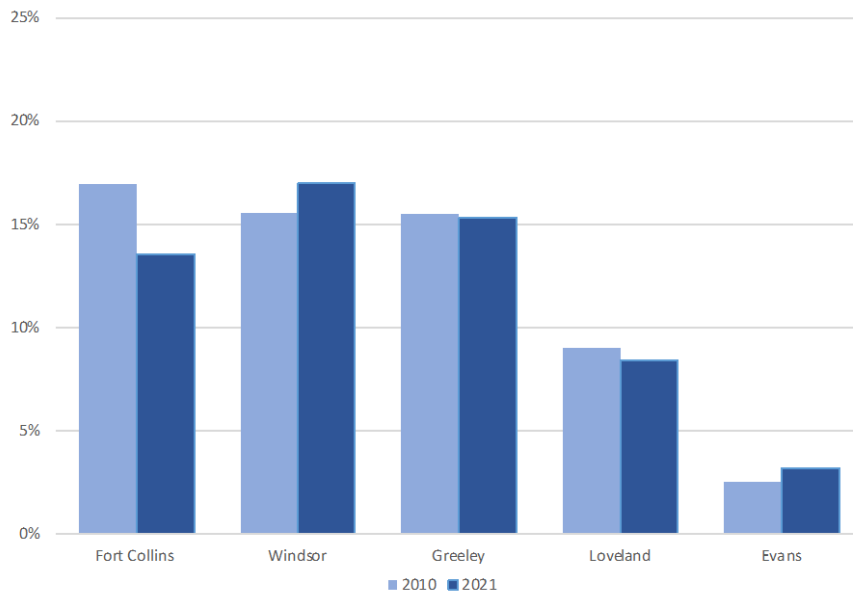
Figure 21. Town of Windsor Place of Work and Residence, 2021



Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics (Beginning of Quarter Employment, 2nd Quarter of 2002-2021).

Employees working in Windsor primarily live in Windsor, Greeley, Fort Collins, Loveland, and Evans.

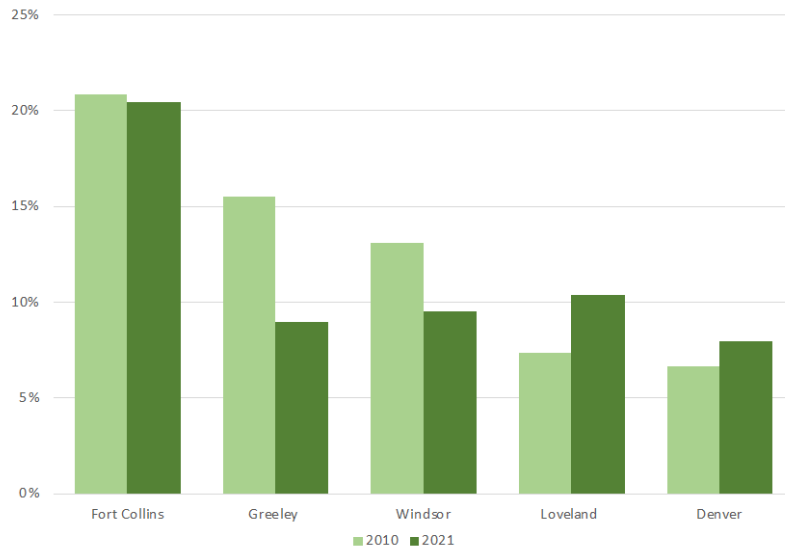
Figure 22. Place of Residence for Workers in Windsor (Top 5 Locales), 2021



Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics (Beginning of Quarter Employment, 2nd Quarter of 2002-2021).

Windsor residents commute and/or work in establishments located in Fort Collins, Greeley, Loveland, and Denver.

Figure 23. Place of Work for Windsor Residents (Top 5 Locales), 2021



Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics (Beginning of Quarter Employment, 2nd Quarter of 2002-2021).

COVID-19 created a shift to remote working that is expected to continue, albeit not at the levels experienced during the height of the pandemic. Americans worked 60 percent of the time at home during the pandemic, up from 5 percent pre-pandemic.⁷ According to WFH Research, as of its latest survey in fall 2023, approximately , 30 percent of U.S. employees worked from home in a hybrid arrangement.⁸ Workers surveyed expressed a desire and expectation to work in a hybrid system with some days working from home and some at the office.⁹ The full impact of these trends will not likely be known until workplace locations have stabilized for a greater percentage of the workforce.

⁷ The Economist, “The Rise of Working from Home,” April 10, 2021, Special Report <https://www.economist.com/special-report/2021/04/08/the-rise-of-working-from-home>.

⁸ Survey of Working Arrangements and Attitudes (SWAA), January 2024 Updates, https://wfhresearch.com/wp-content/uploads/2024/01/WFHResearch_updates_January2024.pdf. Findings from initial survey in: Barrero, Jose Maria, Nicholas Bloom, and Steven J. Davis, 2021. “Why Working from Home Will Stick,” National Bureau of Economic Research Working Paper 28731.

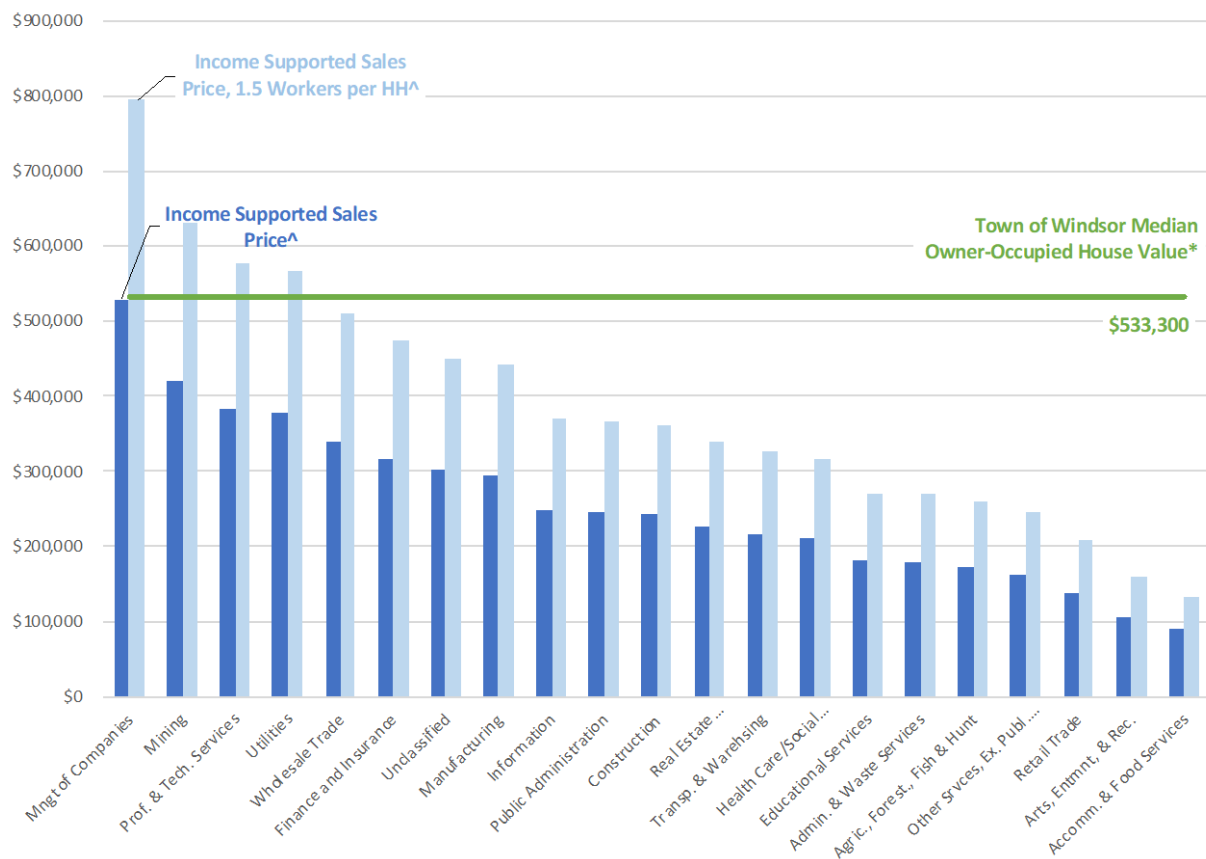
⁹ Ibid.

Housing Affordability for Workers

Evaluating both housing costs and industry wages allows for an evaluation of whether a worker in Windsor can afford to own or rent a housing unit. This section explores this question.

First, average incomes by industry sector were obtained for Larimer and Weld Counties from the Colorado Department of Labor, Quarterly Census of Employment and Wages (QCEW). Using this average wage data, an **income-supported sales price** was determined and compared to Windsor's median owner-occupied house value. Because owner-occupied households typically have more than one worker per household, the average multiplier of 1.5 is used to estimate potential household income by industry. This is charted in Figure 24.

Figure 24. Owner-Occupied Housing Affordability for Industries in Windsor, 2022



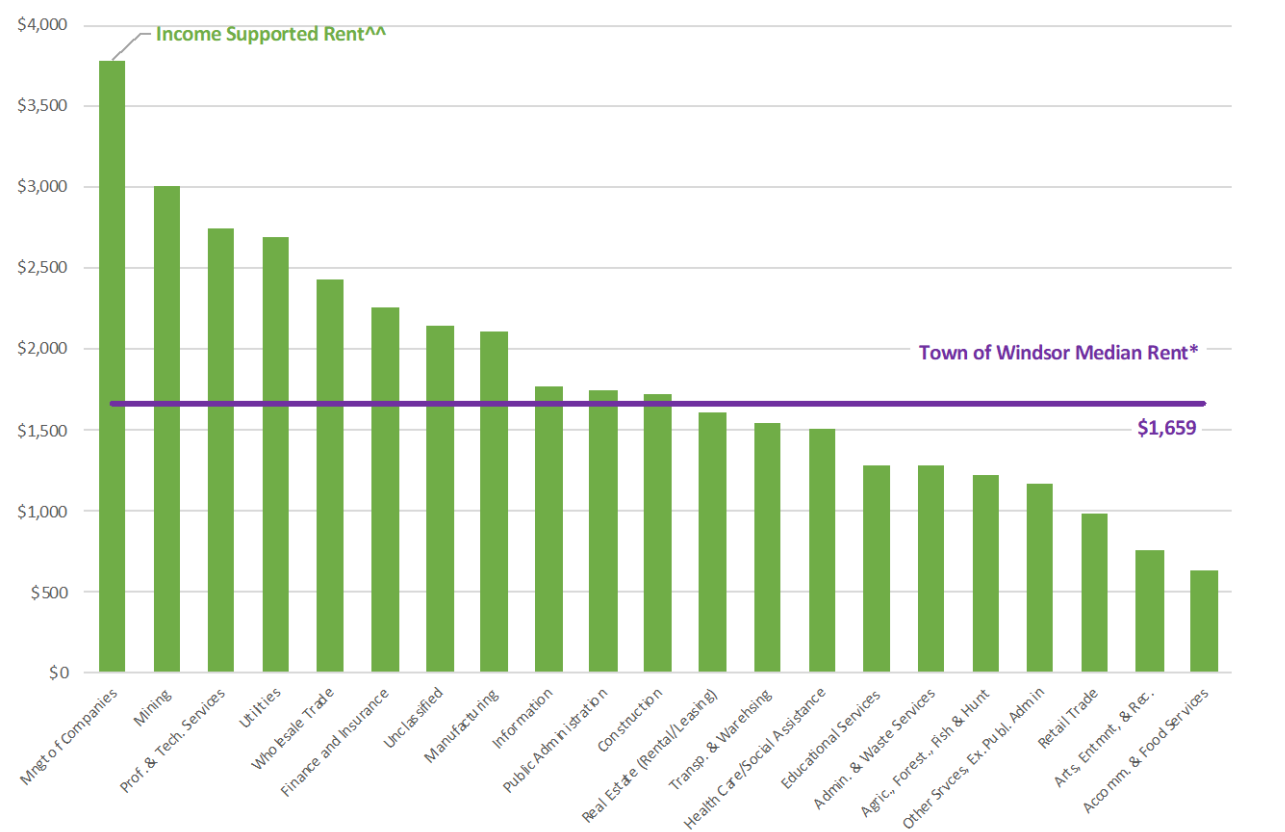
^ Multiplier is estimated assuming 30% income available for housing and estimates for costs insurance, taxes, mortgage interest rate, and down payment. Conservative average multiplier is calculated at 3.5 gross income. 1.5 workers per household assumes same industry per household for purposes of this evaluation. Average incomes by industry sector from Colorado Department of Labor, Quarterly Census of Employment and Wages (QCEW) for Larimer and Weld Counties, 2022.

* U.S. Census, 2022 American Community Survey 5-Year Estimates.

Only the industry sector, Management of Companies, provides a sufficient salary for a one-worker household to afford a median house in Windsor. Assuming 1.5 workers per household expands the list to include: Mining, , Professional and Technical Services, and Utilities. It is interesting to note that Manufacturing—a key industry in Windsor—is under the threshold.

A similar analysis is done for rental affordability. Income supported rents compared to Windsor’s median rent is shown in **Error! Not a valid bookmark self-reference..** Approximately 60 percent of the industries in Windsor pay enough for a one-worker household to afford the Town’s median rent.

Figure 25. Rental Affordability for Industries in Windsor, 2022



^^ Multiplier is estimated assuming 30% income available for rent. Average incomes by industry sector from Colorado Department of Labor, Quarterly Census of Employment and Wages (QCEW) for Larimer and Weld Counties, 2022.

* U.S. Census, 2022 American Community Survey 5-Year Estimates.

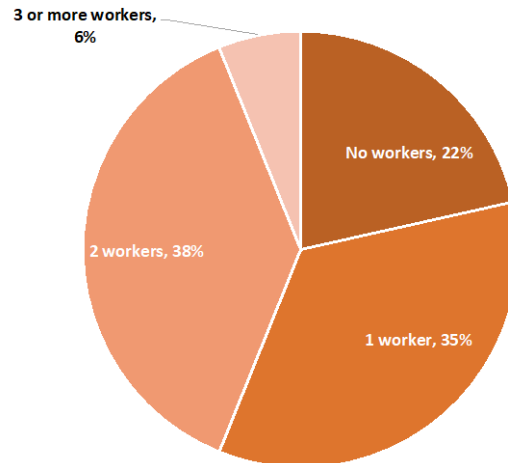
As noted, households typically have more than one worker. In the Town of Windsor, there are an average of 1.77 workers per household with approximately 80 percent of households having one or more workers.

Figure 26. Number of Workers per Household in Windsor, 2022
 Source: U.S. Census Bureau, 2022: ACS 5-Year Estimates.

Figure 26. Average Workers per Household in Windsor, 2022

Residents in Labor Force	18,218
Worker Households	10,292
Workers per Household	1.77

Source: U.S. Census Bureau, 2022: ACS 5-Year Estimates

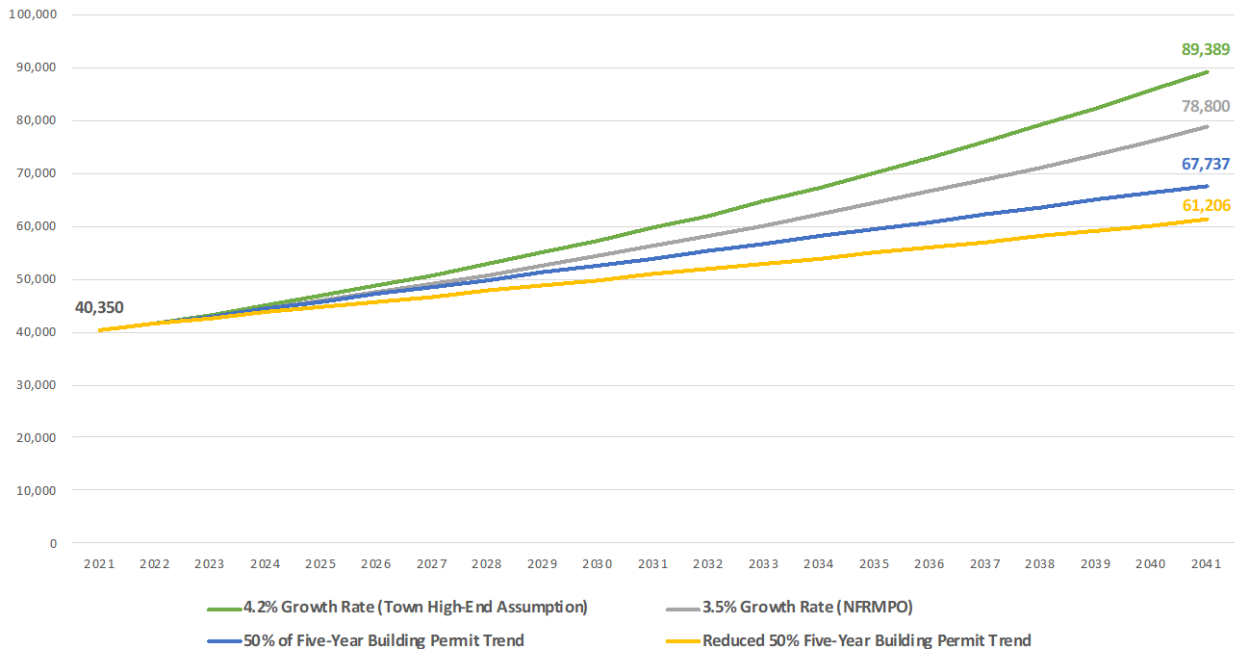


Future Outlook

Residential Projections

As noted elsewhere, development activity in Windsor is expected to slow down in the coming years due to water supply limitations, financial market uncertainty (namely, interest rates), and the potential for a near-term economic slowdown. A series of four population projections was developed to account for these conditions. Results are shown in **Error! Not a valid bookmark self-reference..**

Figure 27. Population Projections



Sources: Northern Front Range Metropolitan Planning Organization; Colorado State Demographer's Office; TischlerBise.

Note: Projections were developed at the initiation of the Existing Conditions analysis. For continuity with other components of the Plan, original projections are retained.

The approach for the range of projections is as follows:

- The Town of Windsor population is estimated at 40,350 as of the end of 2021 (and used as the base year for the projections).
- In the Town's projection efforts, multiple ranges of projections are considered including high-end ("aggressive"), moderate, and conservative approaches.
- In addition, the regional transportation planning entity, the Northern Front Range Metropolitan Planning Organization (NFRMPO), produces regional and local projections.
- Given the above sources, four approaches are presented to project future population:
 - A growth rate of 4.2 percent, reflecting the Town's high-end growth rate, derived from the Colorado State Demographer's Office.
 - The NFRMPO growth rate of 3.5 percent.

- Reducing recent building permit activity by half, given what is known regarding slowing development activity in the Town.
- A further reduction to development activity by reducing the number of new units by 25 percent from the already reduced scenario.

Further detail is provided in the table below.

Figure 28. Residential Projections Detail

			as of Dec. 31	1 2021	5 2022	10 2026	20 2031	20 2041	10-Year Growth	20-Year Growth
4.2% Growth Rate (Town High End)	Housing Units	4.2%	13,400	14,659	17,281	21,228	32,033		3.8%	4.0%
		Growth in HU		1,259	697	856	1,291		6,569	17,374
	Population (Town PPH)	2.75	40,350	41,612	48,823	59,677	89,389		3.7%	3.9%
		Growth in Population		1,262	1,916	2,353	3,551		18,065	47,777
3.5% Growth Rate (NFRMPO)	Housing Units	3.5%	13,400	14,659	16,822	19,979	28,182		3.1%	3.3%
		Growth in HU		1,259	569	676	953		5,320	13,523
	Population (Town PPH)	2.75	40,350	41,612	47,559	56,241	78,800		3.1%	3.2%
		Growth in Population		1,262	1,564	1,858	2,621		14,629	37,188
50% of Five-Year Building Permit Trend	Total Housing Units	% Type	Annual Units	13,400	14,659	16,659	19,159	24,159	2.7%	2.5%
	Single Family	0.85	425	11,390	11,886	13,586	15,711	19,961	2.8%	2.6%
	Multifamily	0.15	75	2,010	2,773	3,073	3,448	4,198	2.2%	2.1%
			500							
			Growth in HU		1,259	500	500	500	4,500	10,759
	Town Household Size	2.75								
	Population		40,350	41,612	47,112	53,987	67,737	2.6%	2.5%	
		Growth in Population		1,262	1,375	1,375	1,375	12,375	26,125	
Reduced 50% Five-Year Building Permit Trend	Total Housing Units	% Type	Annual Units	13,400	14,659	16,159	18,034	21,784	2.1%	2.0%
	Single Family	0.85	320	11,390	11,886	13,166	14,766	17,966	2.2%	2.1%
	Multifamily	0.15	55	2,010	2,773	2,993	3,268	3,818	1.7%	1.6%
			375							
			Growth in HU		1,259	375	375	375	3,375	8,384
	Town Household Size	2.75								
	Population		40,350	41,612	45,737	50,893	61,206	2.0%	1.9%	
		Growth in Population		1,262	1,031	1,031	1,031	9,281	19,594	

Sources: Northern Front Range Metropolitan Planning Organization; Colorado State Demographer's Office; TischlerBise.



Nonresidential Projections

The Colorado Department of Labor produces statewide and county-level employment projections. To project future nonresidential growth in Windsor, Larimer County and Weld County projections were consulted, as shown in Figure 29.

Figure 29. Regional and State Employment Projections, 2021-2031

	Projected Growth 2021-2031		
	Fort Collins-Loveland MSA (Larimer County)	Greeley MSA (Weld County)	Colorado
Accommodation and Food Services	18%	15%	20%
Admin. & Support, Waste Management and Remediation	5%	6%	12%
Agriculture, Forestry, Fishing and Hunting	7%	9%	12%
Arts, Entertainment, and Recreation	22%	22%	26%
Construction	18%	24%	19%
Educational Services	17%	21%	16%
Federal Government	8%	3%	2%
Finance and Insurance	8%	-11%	8%
Health Care and Social Assistance	27%	13%	21%
Information	7%	7%	7%
Local Government	19%	7%	8%
Management of Companies and Enterprises	17%	nd*	16%
Manufacturing	10%	7%	3%
Mining	12%	30%	2%
Other Services (except Public Administration)	19%	10%	11%
Professional, Scientific, and Technical Services	28%	nd*	36%
Public Administration	17%	14%	6%
Real Estate and Rental and Leasing	16%	19%	16%
Retail Trade	8%	6%	4%
Transportation and Warehousing	45%	nd*	28%
Utilities	3%	nd*	0%
Wholesale Trade	23%	11%	6%

% Projected growth higher than the State projection

* Data suppressed for confidentiality.

Source: Colorado Dept. of Labor, Labor Market Information

To link employment growth to nonresidential land use, industries are grouped generally into major nonresidential land use categories of Retail, Office/Institutional, and Industrial. A summary of Larimer County and Weld County groupings is provided in Figure 30.

Figure 30. Regional Projected Employment Growth, 2031

Fort Collins-Loveland MSA (Larimer Co.) and Greeley MSA (Weld Co.) Jobs				
	2021	2031	Projected Change	Projected % Increase
Retail	59,586	66,856	7,270	12%
Office/Institutional	132,901	155,382	22,481	17%
Industrial	74,210	86,713	12,503	17%
Total	266,697	308,951	42,254	16%

Source: Colorado Dept. of Labor, Labor Market Information; TischlerBise.

To project potential growth in Windsor, the above rates are applied to the same general land use groupings. A summary of Town jobs by general group for 2010 and 2019¹⁰ is provided below.

Figure 31. Town of Windsor Employment by General Land Use Categories, 2010 and 2019

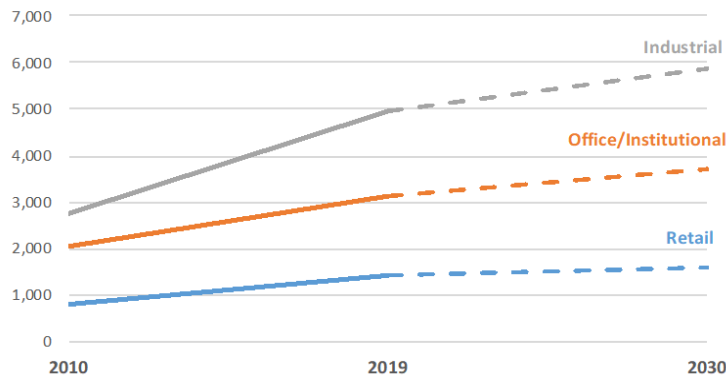
Town of Windsor			
	2010	2019	% Change
Retail	793	1,425	80%
Office/Institutional	2,053	3,146	53%
Industrial	2,738	4,943	81%
Total	5,584	9,514	70%

Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics (Beginning of Quarter Employment, 2nd Quarter of 2002-2019).

The above projected regional growth rates are applied to recent job figures in Windsor resulting in projections as shown in Figure 32.

¹⁰ At-place employment data for municipalities (sub-county level) is not reported as frequently as county-level data. A reliable source for sub-county data is U.S. Census OnTheMap Application; original projections are retained using 2019 data, which was the latest available at the time the projections were developed.

Figure 32. Town of Windsor Employment Projections



Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics; Colorado Dept. of Labor, Labor Market Information; TischlerBise.

Nonresidential Market Outlook

The Windsor market is relatively affluent with available land and good access. This presents an attractive location for nonresidential development, particularly retail. However, current regional competition may limit market potential and conditions nationally are characterized by uncertainty given the ongoing recovery from a global pandemic, likely impending recession, inflationary pressures, high interest rates, labor market challenges, and shifts in retail habits. These economic and financial conditions directly affect commercial real estate development.

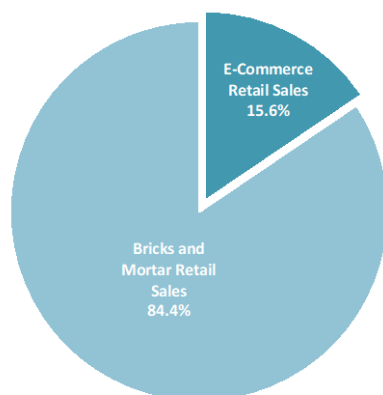
Retail Market Outlook

- The retail sector (including restaurants and hospitality) has grown commensurately with other industries in Windsor. Regionally, the retail sector is projected to grow by 12 percent over the next 10 years. This amount of projected growth in retail jobs would translate to approximately 100,000 additional square feet of retail.
- Another approach to project potential retail demand in Windsor is to evaluate current retail square foot per capita and apply it to future population growth. TischlerBise estimates that Windsor has 20 square feet per capita today.¹¹ Assuming a continuation of this relationship, the projected population by 2030 of approximately 50,000 would generate demand for an additional 280,000 square feet.
- A final approach is to consult a third-party source for retail market information. ESRI Business Analyst produces market-based reports and projections for retail spending potential in Windsor. Although this is geographically neutral—in other words, these needs could be met in any location, we can estimate the potential square footage needed to meet those demands.
- Some potential retail spending is assumed to occur online (see Figure 33), and other spending as tracked by ESRI does not require a physical location (e.g., financial investments). TischlerBise

¹¹ Retail square footage was estimated using number of retail jobs in 2019 (1,616) multiplied by 450 square feet per employee (approximately 640,000 square feet) compared to 2019 estimated population of 33,000 to derive approximately 20 square feet per person. It is assumed that the current retail environment in Windsor accounts for online retail shopping.

adjusted the data for these attributes and projects demand for approximately 200,000 to 300,000 square feet of new retail space.

Figure 33. E-Commerce Retail Sales Relative to Bricks and Mortar Spending, 3rd Quarter 2023



Source: Retail Indicators Branch, U.S. Census Bureau

Based on the above approaches, approximately 100,000 to 300,00 square feet of additional retail space is projected over the next 10 years.

Office / Industrial / Flex Space Market

The Town of Windsor has a robust industrial sector with existing and available property in 13 business/industrial parks.¹² As office markets continue to recalibrate after the COVID-19 pandemic, it is likely that there will be minimal demand for new office space in Windsor. Given employment projections (see Figure 32), an additional 150,000 to 200,000 square feet is projected over the next 10 years.

For industrial/flex space, given the town's strength in this sector, employment is projected to grow by over 900 jobs in the next ten years, which could lead to an additional 600,000 to 1 million square feet, depending on the end user.

Advancing Opportunities through Windsor's Comprehensive Plan

There is a demonstrated need for Windsor to create a sense of place for its community through economic activities, which are currently being lost to the areas surrounding Windsor. Although Windsor has been and will continue to experience rapid growth, visualizing goals and creating policies that enhance its regional and local economic identity will provide a diverse range of services for its residents and support community needs. Economic gaps that currently exist include retail and jobs that allow Windsor to live and work in the same community. Policies that address the links between local industry attraction and housing affordability should be considered to fill these gaps.

¹² It is noted that some of Windsor's business parks are for retail and recreation uses.



4. LAND USE AND COMMUNITY CHARACTER

Overview

This chapter provides insight into the relationship between land use and community character and how their interactions have shaped the development of present-day Windsor. Community ideas and visions for the future are captured in the community perceptions. The Future Land Use Map (FLUM) is a visualization of the desired mix, character, and location of future land uses.

Current Plans and Policies

The 2016 Comprehensive Plan separates Land Use policies into three distinct categories: Growth and Development, Residential Areas, and Commercial and Industrial Areas.

Most Growth and Development policies are focused on providing services and supporting growth in areas that are already within the Town's capacity, utilizing strategies such as infill development. Within Residential Areas, Windsor has prioritized creating connected, diverse neighborhoods through multi-modal connectivity and various housing types, including affordable housing and mixed-use. Additionally, conservation-design is integrated into any new development. For Commercial and Industrial areas, most policies aim to create a lively Downtown area and invest in commercial development that helps define Windsor's character.

Community Perception

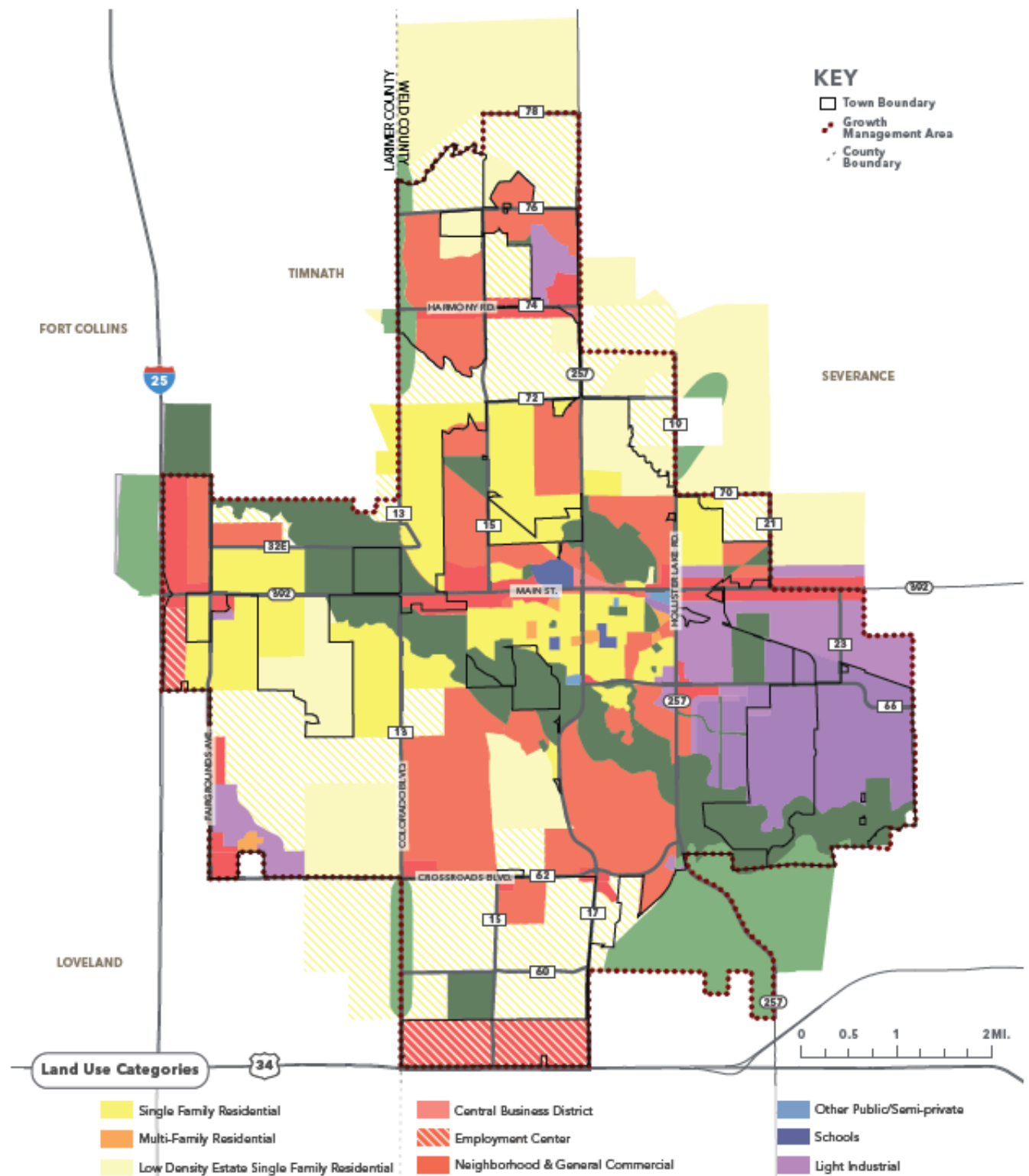
Community perceptions are focused on several key themes that were captured in Phase 1 Engagement. The main concern of respondents was cohesion and creating a more "complete" community rather than a "bedroom" community. Activities that would support a sense of place are a performing arts center, historic preservation, local events (farmer's markets, public art, etc.), trail development, and small business growth. Respondents also felt that the Town could establish scenic areas and gateways that helped define the "small-town" character of Windsor, especially Highway 257 and 7th St. and New Liberty Rd. Overall, there is a desire to support the growth of the Town in a sustainable way. Planning decisions should add to Windsor's small-town charm and enhance quality-of-life for residents, increasing its recognition as a family-friendly community.

Current Conditions and Trends

Current Comprehensive Plan Future Land Use Map (FLUM)

The FLUM in the Comprehensive Plan serves as a guide for the Town's future land use and development decisions. The map, shown on the following page, generally follows parcels lines to categorize specific land uses, some of which align with the underlying built form. Other areas, however, have not been developed or fully built out and the land use categories are intended to serve as a guide and conceptual framework for the future.

Map of Current Comprehensive Plan Future Land Use

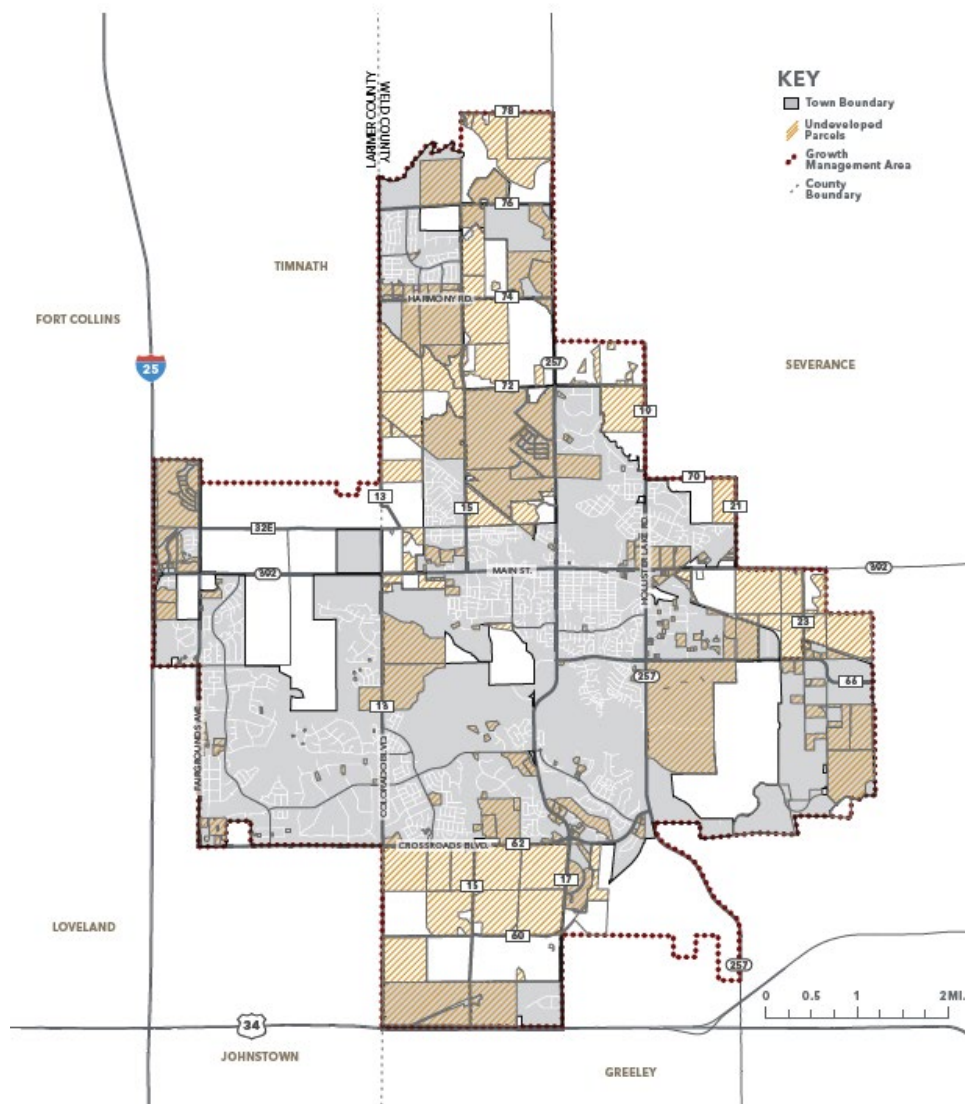


Undeveloped Parcels

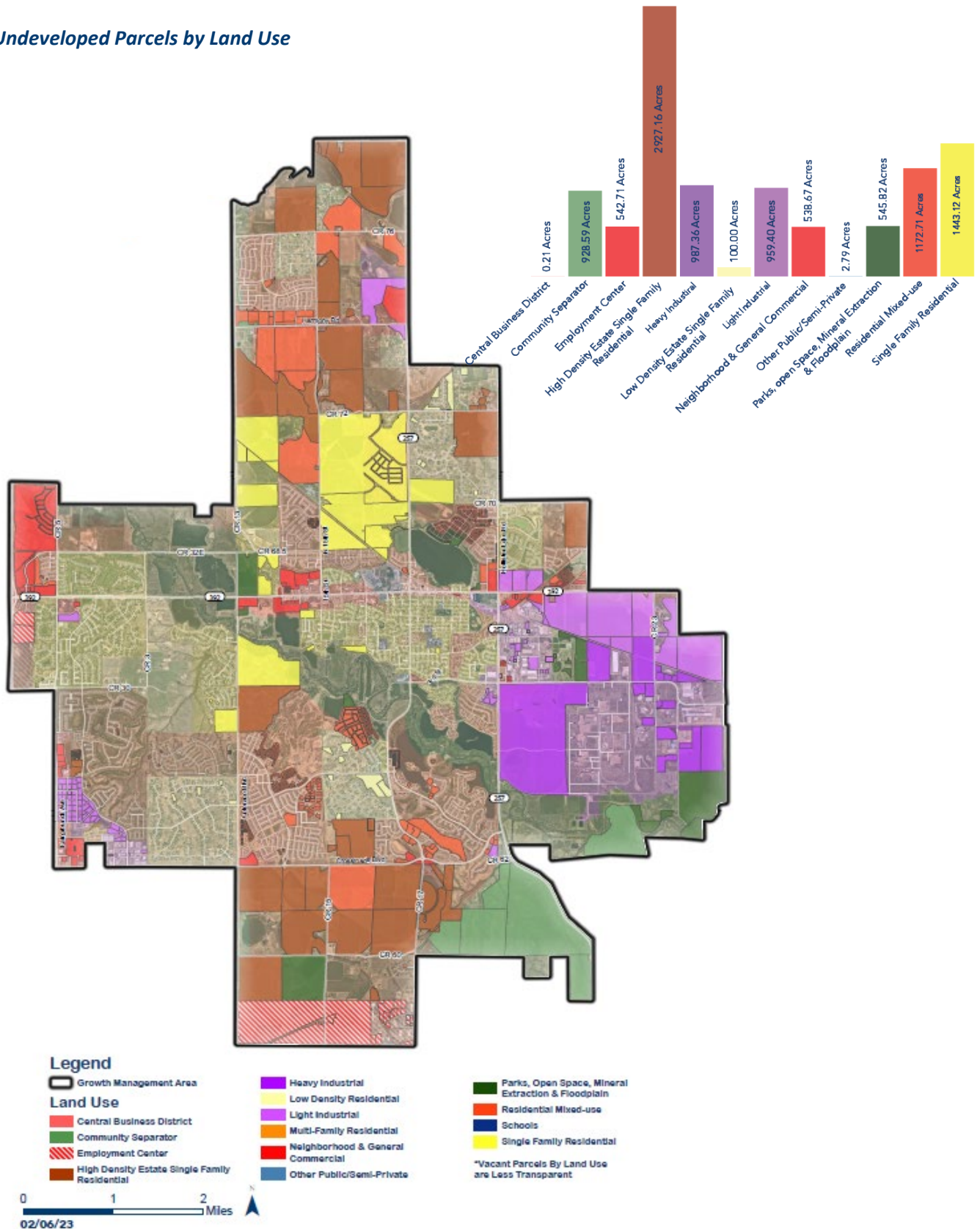
While Windsor has grown significantly in recent decades, there is still opportunity for new development across the Town as indicated in the Undeveloped Parcels map below and the Undeveloped Parcels by Land Use Map on the following page.

The large parcels on the Town's eastern boundaries, as shown on the following page, are designated as heavy and light industrial areas, making up a significant portion of the approximately 1,950 acres of undeveloped, industrial land across Windsor. Furthermore, approximately 542 acres of land identified for employment centers remains undeveloped along with approximately 538 acres of neighborhood and general commercial.

Given the high acreage of land designated for single-family housing across the Town, it is unsurprising that over 4,400 acres of undeveloped residentially designated land remains with an additional 1,172 acres of undeveloped land designated as residential mixed-use. The below on the following page and bar chart illustrates undeveloped parcels by land use in more detail.



Undeveloped Parcels by Land Use

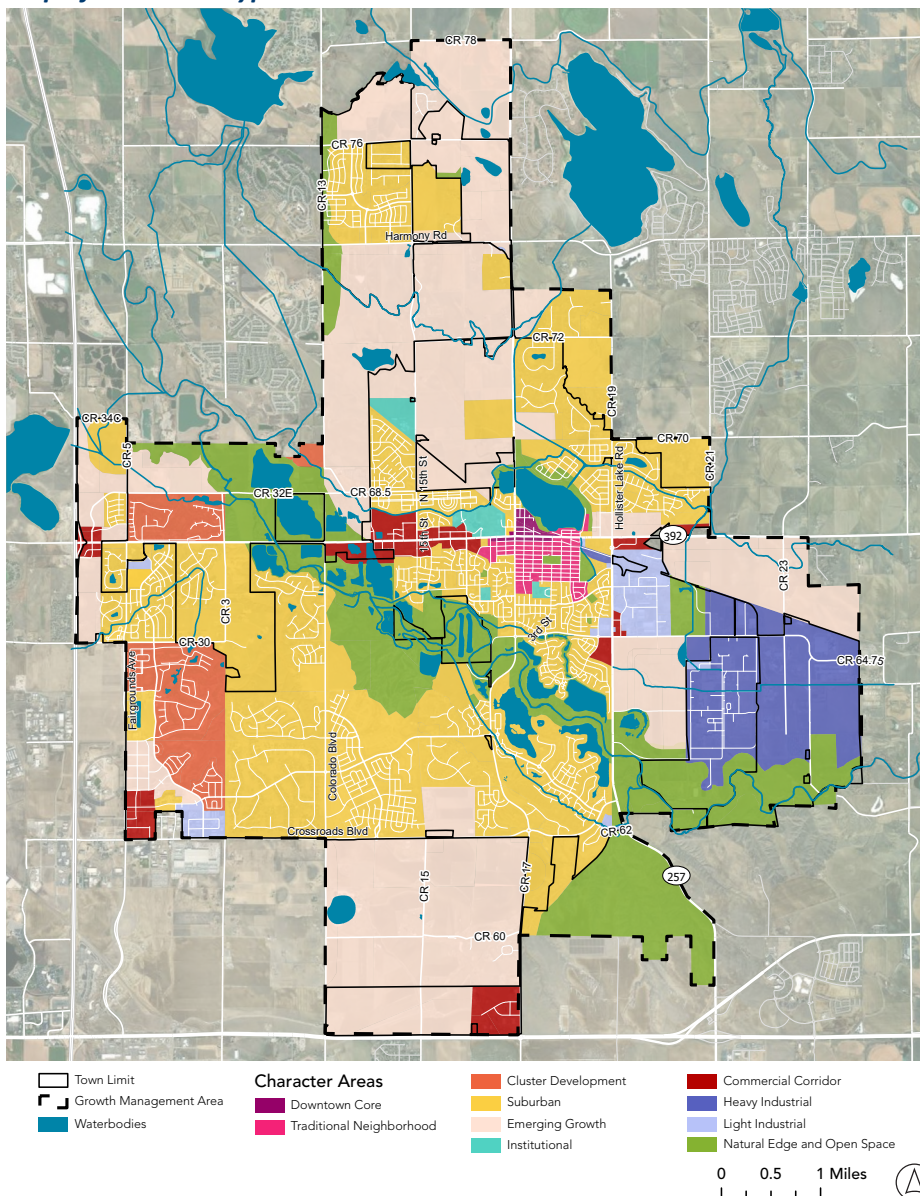


Character Area Analysis

Windsor has experienced rapid growth in the last three decades that has transformed the 19th century agricultural and railroad town. From the Main Street and historic homes near Downtown, to newer subdivisions, the town encompasses a wide variety of special character areas.

This character analysis has identified nine different character types, the classification is based on their spatial attributes, street pattern, zoning, and land use. Spatial attributes include the height, sizes of buildings and lot, also the relationship between the buildings and street. The street pattern greatly influences connectivity, and major modes of transportation.

Map of Character Types



Downtown Core

The downtown core of Windsor is near Windsor Lake. The Great Western Railway of Colorado runs through Downtown diagonally, creating a triangular space with 7th Street and Main Street. The downtown core has the highest concentration of restaurants, shops, and various services in town.



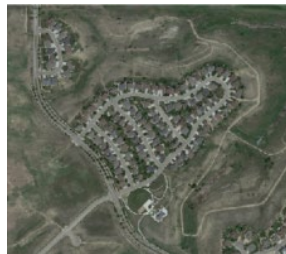
Traditional Neighborhood

Traditional neighborhoods surround Downtown and were mostly developed before 1970. These neighborhoods have smaller blocks and well-connected street networks. The land use is mostly single-family housing with amenities such as corner stores, schools, and religious institutions and are integrated with residential areas with services and jobs in the downtown core only a short walk away.



Cluster Development

This character area encompasses neighborhoods that arrange homes and developments in clusters to conserve open space, parks, or sensitive environmental areas. These neighborhoods typically have more public spaces and connected streets.



Suburban

The suburban character type is the most common development pattern in the Town of Windsor. This type of development mostly consists of detached single-family homes, often as part of a planned subdivision and garages often face the street.



Emerging Growth

This character type refers to lands that are currently vacant or used for agricultural purposes. Current zoning allows for development with higher intensity and future growth is expected in these areas.



Institutional

The institutional character type covers civic and educational spaces such as the Windsor High School, police buildings, fire stations, Town Hall, and Windsor Community Recreation Center.



Corridor Commercial

Corridor commercial areas refer to retail and office developments that prioritize vehicular access and are usually located around major roads and corridors. The areas along Highway 392 outside of downtown currently have the highest concentration of corridor commercial developments.



Heavy Industrial

Most of the heavy Industrial areas are in the eastern side of the town. The buildings and structures in this character area tend to occupy a bigger footprint and often have convenient access to major roadways and railroads.



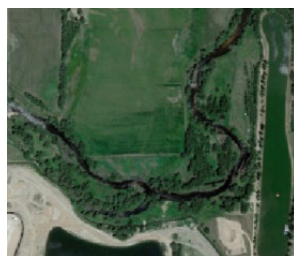
Light Industrial

Light industrial uses produce smaller consumer goods and include warehousing and research and development. These areas have less environmental impact than heavy industry. Factories tend to cluster together to form bigger light industrial zones and are usually separated from residential areas.



Natural Edge and Open Space

The natural edge and open space are lands conserved for parks, outdoor recreational, and ecological services. The riparian buffer along the Poudre River plays an important role in protecting biodiversity and water quality.



Advancing Opportunities through Windsor's Comprehensive Plan

Windsor has many opportunities to develop areas that contribute to its desired character. Many of the 2016 Comprehensive Plan's policies are still applicable to the Town's aspirations and should continue to be pursued. Overall, future policy should address the creation of connected commercial and residential areas, especially Downtown. As Windsor grows, land use decisions and goals should focus on integrating the Town's residential uses with other types of land uses that would benefit each community. Windsor can leverage access to natural areas or commercial areas to help define residential districts that contribute to the overall community character.

5. TRANSPORTATION

Overview

Built on a traditional, rural county grid, Windsor is located southeast of Fort Collins, northwest of Greeley, and northeast of Loveland. As part of a network of communities with strong job hubs, Windsor has a growing multimodal transportation network, which provides effective options to travel both locally and regionally. However, as the town population has grown significantly over the past decade, planning for an efficient, comfortable, and convenient multimodal transportation network is becoming increasingly important. This transportation section highlights existing transportation-related infrastructure and programs, community perceptions of transportation needs, current conditions and trends, and opportunities for the Comprehensive Plan Update to further improve transportation in the Town of Windsor.

Current Plans and Policies

This section summarizes existing transportation plans and policies including those in the 2020 *Transportation Master Plan (TMP)*, *Downtown Parking Study*, and current Safe Routes to School program.

2020 Transportation Master Plan (TMP)

This document is Windsor's first Transportation Master Plan. It assesses Windsor's current conditions and outlines a guide for the community as it looks forward. Through the evaluation of existing conditions and extensive public outreach, the TMP sets the following vision statement: *Windsor's transportation system will serve all ages and abilities through a connected, multimodal network that is safe, equitable, efficient, comfortable, and intuitive.* The TMP also outlines the following prioritized recommendations—many of which the town has been implementing—to fulfill the vision:

- Pedestrian and bicycle infrastructure improvements to enhance safety and connectivity
- Updating and prioritizing the 2017 Roadway Improvement Plan
- Supporting the Regional Greeley-Evans transit service
- Expanding and formalizing the Safe Routes to School Program
- Maintenance of vehicular, bicycle, and pedestrian facilities; prioritizing repaving and debris/snow removal
- Exploration of emerging mobility options, such as shared mobility, mobility as a service, and electric and autonomous vehicles
- Identification of internal and external funding sources to implement prioritized projects
- Annual tracking of TMP goals through performance metrics

Downtown Windsor Parking Plan

Adopted in July 2022, the Downtown Parking Plan outlines parking management strategies and recommendations to maximize the use of existing parking supply, better balance supply and demand, and reduce future parking demand. Strategies include increasing curbside capacity and implementing time limits for curbside parking, providing satellite parking and shuttles for events and peak periods, improving pedestrian/bicycle infrastructure and bicycle parking, establishing new off-street parking facilities and improving existing lots, installing additional wayfinding signage for parking, and revising the

Downtown parking code. Additionally, the plan recommends the creation of a parking management district to fund public realm improvements. As of November 2022, the Town of Windsor has identified over 361+ new downtown parking spaces.

Safe Routes to School (SRTS) Program

Although Windsor has already implemented several SRTS projects, the program is not formalized. Formalizing this program opens it up to more funding sources, as almost all funding for SRTS is distributed at the state level by CDOT. Additionally, the TMP identifies four high priority schools where more formalized SRTS programs could be implemented based on crash data, bicycle/pedestrian networks near schools, and survey results.

Community Perceptions

This section summarizes community input on transportation-related topics from two outreach efforts: the *2020 Transportation Master Plan*, which had over 3,300 total points of engagement, and the *Phase One Engagement* of the current comprehensive plan update, which included a questionnaire and community interviews.

Overall, the public's concerns focus on issues such as congestion, safety, pedestrian and cyclist infrastructure, trail accessibility, infrastructure capacity, and parking availability. Addressing these concerns would involve implementing measures to alleviate congestion, enhance safety for all road users, improve pedestrian and cyclist crossings, expand trail connectivity, upgrade infrastructure, and provide adequate downtown parking solutions. Public input highlights the desire to reduce traffic, improve safety, enhance walkability and bike facilities, promote sustainability, and foster connectivity within and beyond Windsor. Community feedback also underscores the interest in staying informed about regional transportation initiatives and creating transportation systems that support both local and regional travel needs.

Current Conditions and Trends

This section details the current conditions and trends related to transportation in Windsor, including an evaluation of transportation costs, commuting patterns, and multimodal transportation options.

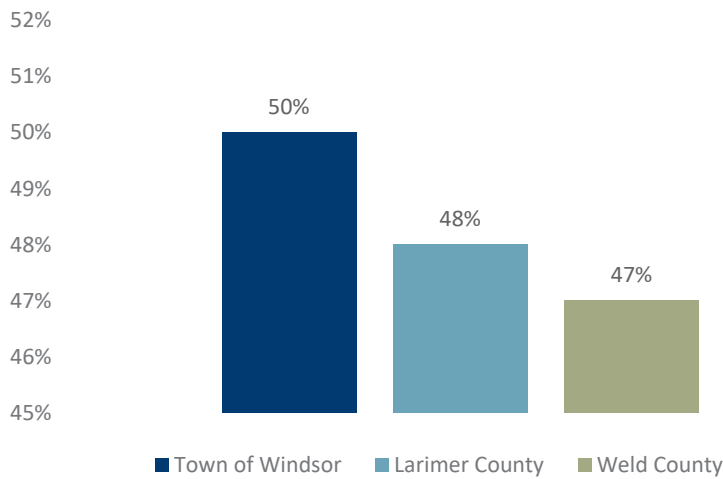
Transportation Costs

The Housing and Transportation Affordability Index (H+T Index), developed by the Center for Neighborhood Technology, uses 2020 regional data to understand the cost of housing and transportation for a typical household¹³ and defines affordability as a combined housing and transportation cost of no more than 45% of household income. The index reports that a typical household in Windsor¹⁴ spends 50% of their income on housing and transportation. Therefore, housing and transportation in Windsor is considered unaffordable for many residents and is slightly less affordable than the rest of Larimer and Weld Counties, which have H+T indexes of 48% and 47%, respectively, as shown in **Figure 34**.

¹³ <https://htaindex.cnt.org/map/>

¹⁴ The H+T Index is modeled for the regional typical household and uses data from 2020 (for all comparable communities).

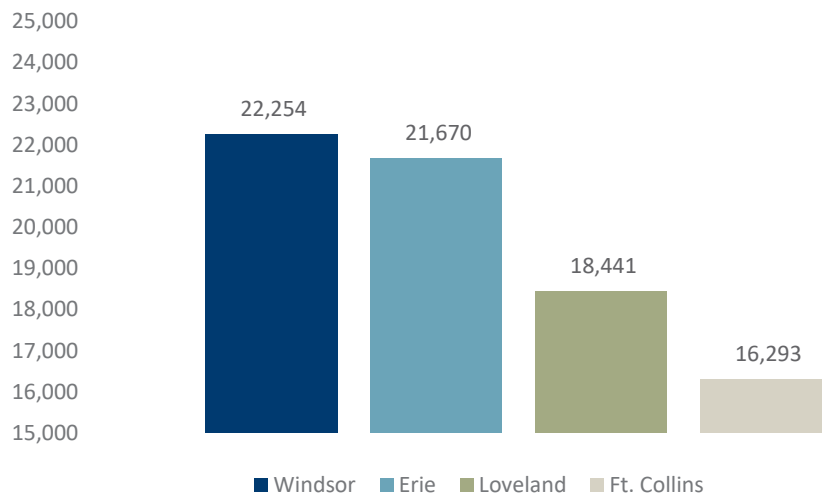
Figure 34: Housing and Transportation Affordability Index Comparison



Source: Housing and Transportation Affordability Index

Windsor households also have the highest vehicle miles traveled (VMT) compared to neighboring communities (Error! Reference source not found.), and therefore high greenhouse gas emissions, with an average of 9.37 tons per household (H+T Index, 2020). These numbers could be different in a post-COVID world where a larger number of people work from home.

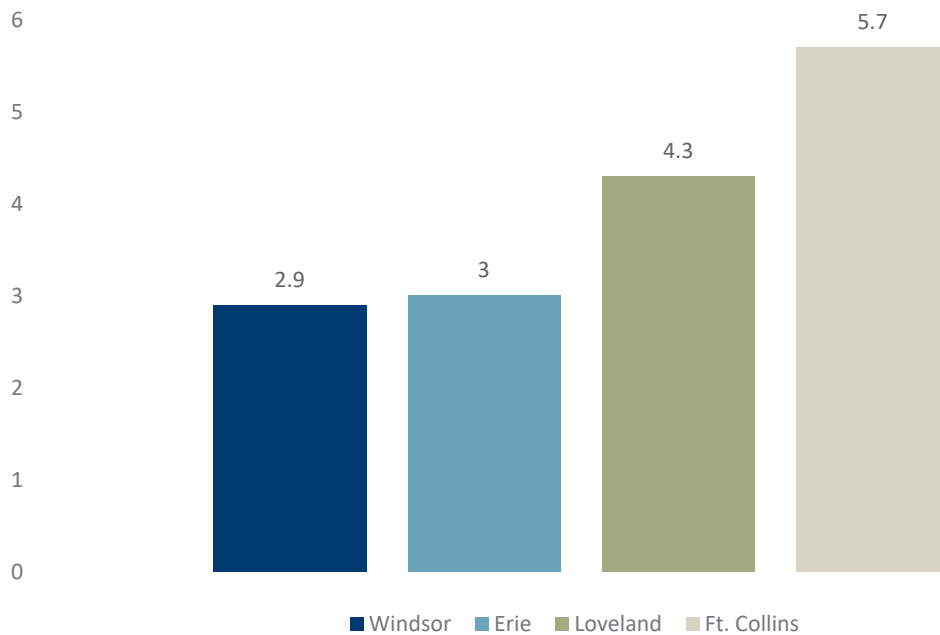
Figure 35: Vehicle Miles Traveled Comparison



Source: Housing and Transportation Affordability Index

Finally, the index provides a job access score based on access to jobs and the variety of employment types in the area. On a scale of 0 to 10 (0 representing the lowest job access and mix, 10 representing the highest job access and mix), Windsor's score of 2.9 is lower than peer, neighboring communities of Erie, Loveland, and Ft. Collins (**Figure 36**).

Figure 36: Job Access Score Comparison

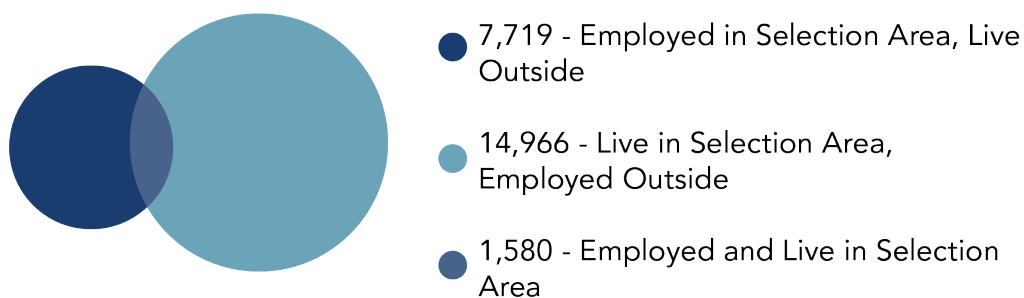


Source: Housing and Transportation Affordability Index

Commuting Patterns

Most Windsor residents are employed outside of the town (61.7%) (**Figure 37**). Further, a high percentage of people who work in Windsor live outside of Windsor. Only a small portion of the population (6.5%) both live and work within Windsor. The jobs-housing balance score is 0.96, which indicates that Windsor has more residential land uses than employment land uses. This is one of the causes of the high VMT in Windsor; the less jobs that residential communities have access to, the more people must travel for work, resulting in increased transportation and environmental costs.

Figure 37: Commuting Patterns in and out of Windsor (2021)



Source: LEHD, U.S Census

The largest portion of Windsor residents (49%) travel less than ten miles to work, and most residents travel less than 25 miles. About 11% of Windsor residents travel more than 50 miles to work. Most Windsor residents work in Fort Collins, Greeley, Loveland, and other communities along I-25.

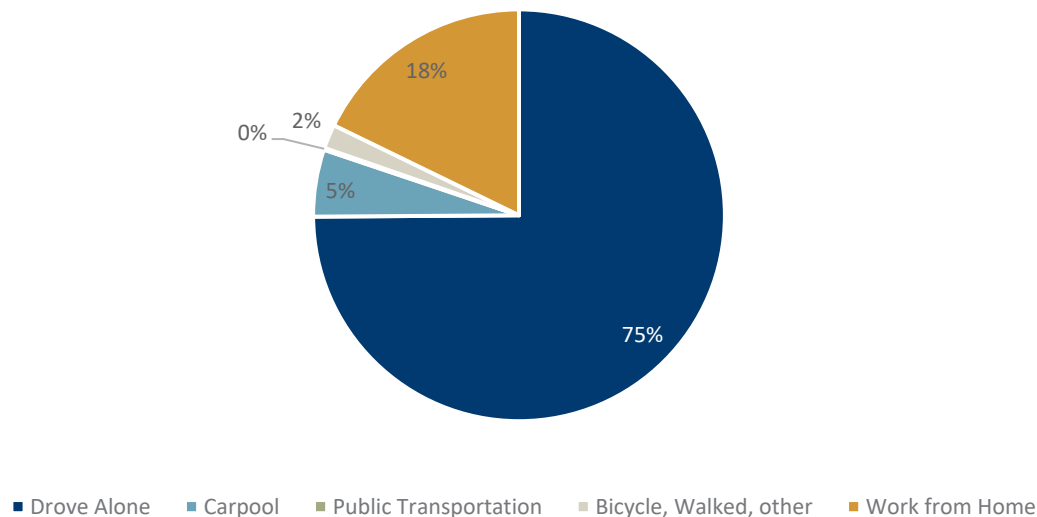
Most Windsor residents (75%) drive alone as their means of getting to work, but notably, a large portion of the population (18%) work from home (Error! Reference source not found.). There is limited data on Windsor-specific public transit usage, given its small sample size and new service.

Table 1: Mode of Transportation to Work (2022)

Mode	Population	Percent of Population
Drove Alone	12,869	74.9%
Carpool	905	5.3%
Public Transportation	25	.1%
Bicycle, Walked, other	326	1.3%
Work from Home	3,058	17.8%

Source: U.S Census, ACS K200801: Means of Transportation to Work: 2022: ACS 5-year estimates

Mode of Transportation to Work (2022)



Multimodal Transportation Options

This section describes the existing multimodal transportation options in Windsor-- transit, walking, and biking.

Greeley Evans Transit (GET) is a dedicated commuter bus line connecting Greeley, Windsor, and Fort Collins and the only public transit provider in Windsor. The Poudre Express travels between Fort Collins and Greeley and is the only GET route with stops in Windsor. The service launched in early 2020, and it currently runs seven round trips with service between 5:30 AM and 6:57 PM. The TMP recommends

educational campaigns to message to potential users of the Poudre Express. The TMP further recommends conducting public outreach to assess feasibility of an on-demand transit service and investing in high quality bus stop amenities and infrastructure that accommodates all modes of transportation connecting with transit.

Windsor has an extensive existing trail network with a few on-street bicycle facilities. The 2020 TMP guides the completion of this network, stating that although the multimodal network itself is extensive, it lacks direct and convenient connections to key destinations and primarily serves recreational biking and walking. The walk and bike scores, according to walkscore.com, are 25 and 39, respectively. Both scores signify that Windsor is car-dependent and lacks infrastructure that is supportive of people biking and walking. To address this, the TMP proposes completion of the low-stress bicycle network and implementation of a bicycle wayfinding program. It also proposes a pedestrian program with dedicated funding to build out Windsor's sidewalk network and upgrade deficient sidewalks by 2040. Finally, the TMP recommends that the town adopt an ordinance that regulates block length, dead ends, and cul-de-sacs to improve walkability and connectivity. Since the adoption of the TMP, the Town has incorporated language in their Land Use Code to reduce the length of blocks, improve street connectivity, and to reduce the occurrence of cul-de-sacs in new development.

Filling in gaps in infrastructure can lead to a more economically vital town with a high quality of life, as more people may have access to, from, and within the Town of Windsor. By filling in gaps in bicycle and pedestrian network and increase land use density and mix, Windsor can improve walkability and bikeability for transportation. As discussed previously, Windsor's VMT is high, yet at the same time, there is a large portion of the population that works from home. A multimodal network can also support people who are seeking to travel within the Town of Windsor for non-commute trips.

Advancing Opportunities through Windsor's Comprehensive Plan

There are key opportunities that the Comprehensive Plan can recommend moving Windsor towards the 2020 TMP's vision-- a transportation system that serves all ages and abilities through a connected, multimodal network that is safe, equitable, efficient, comfortable, and intuitive.

Codify TMP Recommendations as Policies

Given the recent investment in the development of the 2020 *Transportation Master Plan*, **the Comprehensive Plan should prioritize codifying the TMP recommendations as policies, where appropriate.**

Coordinate Transportation and Land-Use

Land use has a direct impact on transportation costs and needs. As mentioned previously, the job-housing balance favors housing over jobs in Windsor, resulting in a high demand for transportation. If **land use more directly supports employment centers**, more people can live and work in Windsor, resulting in shorter trip lengths. This would balance out the jobs-housing balance, and therefore decrease household transportation costs, decrease environmental impacts, and increase residents' quality of life, as they can live, work, and play within Windsor. There are specific locations within the Town that if developed may also open regional transportation options. In particular, opportunities exist at the i-25 Commercial Activity Center, which could help connect the Town to the Bustang, and open future transit options for the community.

Further, developing policies, programs, and practices to promote the **orientation of development around the transportation network** can result in better connections and less reliance on a personal vehicle when traveling throughout Windsor. For example, dense development around transit stops can make transit a more viable option by reducing the first/last mile gap. Connecting key bicycle, pedestrian, and transit networks to parks, commercial centers, and employment centers will greatly shorten trips and encourage use of alternative modes of transportation.

Improve Transit Service

Increase Transit Frequency

The existing GET service is a beneficial connection, especially with so many Windsor residents working in Greeley or Fort Collins. There are two main ways the Comprehensive Plan should consider expanding this service:

- Increase the frequency of the route- This will improve the flexibility for riders and reduce wait time.
- Evaluate if stops are optimally located, based on Windsor travel patterns and increase the number of destinations that can be reached via transit- An analysis of travel patterns through LEHD on the Map (Error! Reference source not found.) display Loveland and other communities along I-25 as employment centers for Windsor residents. A transit system which aligns with the origins and destinations will encourage multimodal transportation.

Improve Transit Coverage

Transit coverage could be enhanced through a microtransit service. Microtransit is a form of demand-response transit using a smartphone app to match trip requests in real-time. It typically uses small vans or shuttle buses and can operate as a dynamic route with established time points or be point-to-point within a defined area. Microtransit can also allow riders to have the vehicle stop at any point along a route (flag stops).

Microtransit could be beneficial in transporting people within Windsor for short trips such as to the grocery store or community centers without having to rely on a personal vehicle. It can also act as a first/last mile connection between existing Poudre Express regional transit stops and riders' destinations, encouraging the use of public transportation.

Increase Bicycle and Pedestrian Infrastructure

The following recommendations from the 2020 *Transportation Master Plan* provide opportunities to add connections in the multimodal network.

- Complete 1,000 feet of missing sidewalk gaps a year
- Implement at least one enhanced pedestrian crossing per year
- Complete the low-stress bicycle network
- Implement bicycle/pedestrian cut-thrus to connect dead ends and cul-de-sacs

The implementation of these recommendations can significantly help in the following ways:

- Investing in locations with high rates of bicycle and pedestrian-involved crashes will improve real and perceived safety.
- Constructing accessible and connected multimodal facilities will make it convenient for residents, employees, and visitors to utilize alternative forms of transportation.
- Connecting bicycle and pedestrian networks with key destinations such as recreation, commercial, and employment will promote walking and biking for transportation to supplement the high rate of recreational trips.



6. WATER EFFICIENCY

Overview

Understanding current water-related issues and conditions will be critical to guiding Windsor into the future in a responsible and forward-thinking manner. Water supplies that serve municipalities in the Front Range are limited and are increasingly stretched to meet the demands of growing communities. Windsor is no exception and has long relied solely on the Colorado Big Thompson (CBT) project for all of its raw water.

Overall, the key issues revolve around water availability, efficiency, and infrastructure, while the opportunities lie in implementing water-saving practices, investing in storage solutions, and improving water management policies and treatment methods.

Current Policies and Plans in Place

There are several plans and studies that help guide the future development of water supplies and efficiency efforts in Windsor to help ensure adequate long-term supplies meet long-term growth goals and projections. Relevant plans include:

- The Town of Windsor's [2015 Municipal Water Efficiency Plan](#) was developed in accordance with the Water Conservation Act of 2004 and the Colorado Revised Statute section 37-60-126. The plan outlines the goals, strategies, and measures to improve water efficiency and reduce water demand in Windsor.
- [2021 Drought Management Plan](#) guides the Town in assessing future drought conditions and preparing a response program to mitigate impacts to the Town's treated water supply in times of drought. Windsor recognizes that drought planning is crucial as the Town continues to grow and new water supplies become more competitive among municipalities. The Drought Management Plan establishes the following order to prioritize water uses during drought periods and in mitigation efforts. 1. Health and safety 2. Economic impacts 3. Outdoor use.
- The [2009 Potable Water Master Plan](#) recommended several solutions for diversification and correctly identified conservation efforts as a key component of the Town's long term water plan.
- The [2016 Comprehensive Plan](#) suggested enhanced stormwater practices to improve local water quality and encouraged the Town to consider its own water utility to maintain water "independence."
- 2003 Non-Potable Water Ordinance requires secondary water systems for irrigation of new residential development. Construction of non-potable secondary water systems are a condition of annexation and subdivision.

Community Perceptions

Public input from Phase 1 and 2 indicated an interest in water efficiencies. Public comments express concerns about water availability constraints and a desire to improve water efficiency in new developments. Residents are interested in implementing low water use landscape alternatives, such as native plants, to lower water consumption while maintaining attractive landscapes. There is an interest in enforcing more efficient water usage in commercial development and making the use of non-potable water for irrigation a requirement in new subdivisions. The Town Subdivision Ordinance already requires new subdivisions in special (feasible) areas in the Town GMA to construct non-potable secondary water

systems as a condition of development approval. The definition for feasibility may change over time as the Town grows and as the concern for water conservation evolves. For some, the goal is to achieve 100% non-potable water use in parks and private property irrigation. Suggestions were made to identify investment opportunities for water storage and to expand sanitary sewer capacity, particularly up to Harmony Rd., to facilitate further development. Lastly, there is a call to enhance the Town's autonomy through improved water policies and local water treatment.

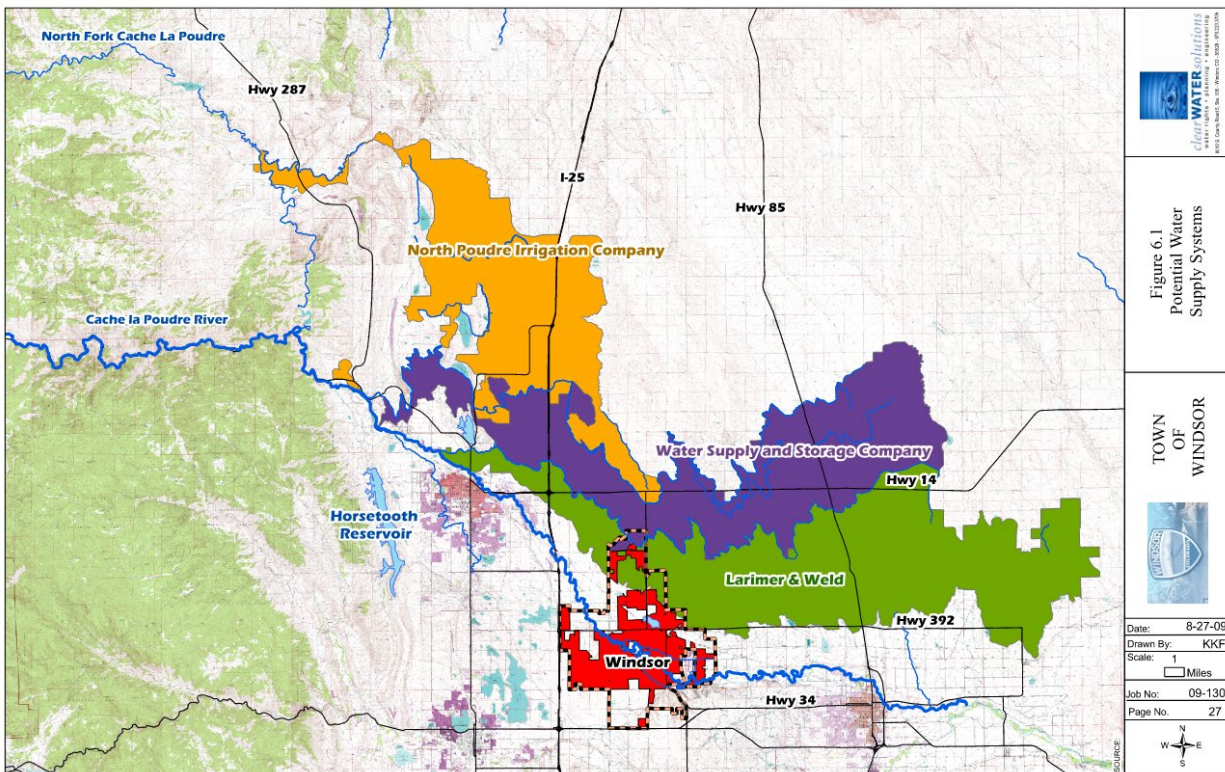
Current Conditions and Trends

Big Picture Water Source Development

Like other Colorado Front Range municipalities, Windsor is faced with the challenges of meeting water demands associated with significant anticipated growth. Water sources that are available to Windsor are shared with other communities in the region.

The Town of Windsor obtains its water rights from two sources: the Colorado Big Thompson (CBT) and the North Poudre Irrigation Company. The CBT project delivers water from the western slope of the Rocky Mountains to the eastern plains through a series of reservoirs, canals, and tunnels. The North Poudre Irrigation Company operates a network of reservoirs and ditches that divert water from the Cache la Poudre River. Windsor also has some groundwater wells that provide backup water supply in case of emergencies.

The Town of Windsor receives its treated potable water from three separate water providers: Fort Collins-Loveland Water District (FCLWD), North Weld County Water District (NWCWD), and the City of Greeley (Greeley). The Town pays different rates to each provider based on their contracts and annual water transfers.



Water is used for various purposes, such as domestic, commercial, industrial, agricultural, and recreational. According to the 2019 Consumer Confidence Report, Windsor delivered about 1.8 billion gallons of potable water to its customers in 2019, with an average daily demand of 4.9 million gallons. The Town also has required non-potable water for irrigation of parks, open spaces, golf courses, and some residential areas. The Town has a water conservation program that offers education, incentives, and regulations to encourage efficient water use among its customers.

The Town faces some challenges in managing its water resources:

- Meeting the increasing demand from population growth
- Ensuring adequate water quality and quantity
- Adapting to climate variability and change
- Protecting watershed health and ecosystem services
- Coordinating with other water providers and stakeholders in the region

Efforts to increase water efficiency are key factors in the long-term management of available water supplies. The Town of Windsor's efforts to maximize water use include installing water efficient appliances, enforcing lawn watering restrictions, using irrigation system rain sensors, detecting and repairing water leaks, and promoting xeriscape gardening.

The benefits of water efficiency for Windsor and its residents include saving money on water bills, preserving the environment and wildlife habitats, enhancing the quality of life and recreation opportunities, and ensuring a secure and reliable water supply for the future.

Windsor is exploring several options to increase its water supply and treatment capacity in the future. Some of these options are:

- Participating in the **Northern Integrated Supply Project (NISP)**, which is a regional project that would create two new reservoirs to supply water to 15 northern Colorado communities. The project would provide Windsor with an additional 3,300 acre-feet of water per year. A record of decision was approved in 2023. Although opposition came from some environmental groups who were concerned about its impacts on the Poudre River ecosystem.
- Building a **regional water treatment plant** with Severance, Eaton, and the Fort Collins-Loveland Water District. The plant would be located east of Interstate 25 and north of Colo. 14. The plant would cost about \$25 million for Windsor's portion and would give Windsor more control over its own water treatment process. However, the plant would require finding enough water to treat to justify the cost.

Water Rights Dedication and Allocation for Various Land Use Types

Integral to a water efficiency plan is the proper allocation of water dedication for various use and property types. Ensuring that dedication amounts and costs reasonably represent site usage allows the Town to maintain a robust water portfolio while not unduly burdening property owners. Windsor currently has a simple, straightforward water dedication policy for residential properties that is relatively well matched to actual water use in Colorado. Water dedication and development is smoothly

implemented when clear, rational water dedication policies, for a variety of land planning options are provided.

Currently, indoor water use dedication is divided into two categories: single family and multi-family. Windsor may consider expanding to specifically identify a number of lot types and residential options. This will provide clarity for developers as they create new or unique housing types to meet future needs and demands.

Exterior, irrigation water use dedication is categorized by potable and non-potable. Current dedication requirements call for 3 acre-feet (AF) per acre of landscape area. This requires a significant over-dedication of water for non-turf grass related materials.

Colorado landscape design, as well as Town of Windsor landscape recommendations, emphasize the use of native, adaptive, and drought tolerant plant materials. There is a current contradiction in the dedication requirement and native plant material focus. The Town will likely be called upon to provide an incentive to use native plant materials through a reduction in required irrigation water dedication.

There is broad ability for the Town to review unique projects and assess irrigation water demand on a per project basis through custom site irrigation water demand. The Town may consider providing a published mechanism for residents and developers to run budgetary water use calculations. It will be important to see clear instructions for industrial, commercial, and various residential types.

Water Rates

The Town charges its customers a monthly base rate and a tiered volumetric rate for potable water use. The Town also owns shares in several ditch companies which it uses for non-potable irrigation of some of the Town parks and open spaces. The non-potable irrigation system is separate from the treated water system and has different rates and billing methods. Some neighborhoods in Windsor have a flat rate per home for non-potable water use, while others charge for usage. For example, Windshire Park Metro District charges a flat rate of \$252 per year for non-potable water use, while Water Valley Metro District charges a monthly base rate of \$15 and a volumetric rate of \$0.75 per 1,000 gallons. Non-potable water rates cover the costs of water rights, expected usage, operational costs, and reserves for system repairs.

The Town has a tiered system of pricing with a clear threshold description in place.

Time-of-use pricing is a mechanism for driving water efficiency that is not commonly used for water pricing but may be a strategy for further investigation. According to the Organization for Economic Co-Operation and Development (OECD), putting the right price on water will encourage people to waste less, pollute less, and invest more in water infrastructure.

Design Requirements & Incentives

The Town currently offers incentives for installing efficient irrigation systems and offers a High-Efficiency Irrigation Rebate which allows residents to upgrade an existing irrigation system with high efficiency spray nozzles, rain sensors and/or smart controllers and receive up to \$500.

Additionally, the Town of Windsor is partnering with Resource Central to offer a \$25 discount to Windsor Utility customers on Garden In A Box kits. These pre-designed kits are tailored to Colorado soil

and include simple plant-by-number maps. Residents can visit ResourceCentral.org/Gardens to order a water-wise Garden in A Box.

Residents may take advantage of a grant program which supports efforts to improve water efficiency sponsored by Northern Water. This is a collaborative water-efficient landscape grant program to promote water-efficient, Colorado climate-friendly landscapes. The program is open to new or redeveloping landscapes at public or private facilities, including cities, enterprises, non-profits, businesses, schools, multi-family complexes and HOA-managed landscapes. The facilities must be located within Northern Water's boundaries.

Technology Use

The Town has taken steps to maximize water conservation using proven practices and technologies, including the following:

- Installation of water-efficient appliances and irrigation systems at town facilities
- Lawn watering restrictions (no watering from 10 am-6 pm daily)
- Use of irrigation system rain sensors and ET based scheduling
- Detection of water leaks and repair
- Establishment of a xeriscape garden to assist residents to understand and implement water saving landscapes and related technologies

The benefits of promoting water conserving technologies and practices include reducing infrastructures costs and ensuring that it can meet future needs, reducing water waste and pollution, and allowing for future town development and growth.

Installation Requirements

The Town of Windsor has established standards and specifications for irrigation system installation, which are part of its construction standards and specifications for water and sewer systems. These standards generally comply with typical industry guidelines. The standards include the following general guidelines:

- The non-potable distribution system in all areas shall be designed to have a maximum static head of 100 psi and a minimum static head of 60 psi.
- The irrigation system shall be designed to provide adequate pressure and flow for the intended use, and shall include pressure reducing valves, backflow prevention devices, flow meters, isolation valves, and other appurtenances as required.
- The irrigation system shall be installed in accordance with the manufacturer's recommendations and the town's specifications. The contractor shall provide a warranty for the materials and workmanship of the irrigation system for one year after acceptance by the Town.
- The irrigation system shall be tested for leaks and proper operation before acceptance by the town. The contractor shall provide a test report to the town engineer showing the results of the pressure and flow tests.

- The irrigation system shall be operated and maintained by the property owner or a designated entity. The owner or entity shall comply with the Town's water conservation program and watering restrictions.

Long Term Monitoring, Management, and Enforcement

Water conservation and management practices in Northern Colorado are important for ensuring the efficient and sustainable use of water resources in the region. Some of the practices include:

- Using best management practices (BMPs) to reduce water consumption and protect water resources and the natural environment. BMPs are recommended voluntary practices for residential, business, agricultural, commercial, and industrial applications. They include design, installation, and maintenance/operation tools and practices that support water efficiency and quality within various sectors.
- Participating in regional water projects that aim to increase water supply and storage for multiple communities. For example, the Northern Integrated Supply Project (NISP) is a regional project that would create two new reservoirs to supply water to 15 northern Colorado communities, including Windsor. The project would provide additional water for municipal and agricultural uses, as well as environmental and recreational benefits.
- Implementing water conservation programs that offer education, incentives, and regulations to encourage efficient water use among customers. For example, Windsor has a water conservation program that provides rebates for installing water-efficient appliances, fixtures, and landscapes; offers free irrigation audits and workshops; and enforces watering restrictions and drought response plans.
- Collaborating with other water providers and stakeholders in the region to coordinate water planning and management. For example, Windsor is exploring the option of building a regional water treatment plant with Severance, Eaton, and the Fort Collins-Loveland Water District. The plant would give Windsor more control over its own water treatment process and reduce its reliance on other sources.

Advancing Opportunities through Windsor's Comprehensive Plan

The Comprehensive Plan Update can strengthen existing water efficiency policies and introduce new strategies to efficiently use and manage the Town's water supply in the future. By incorporating these opportunities below into the Comprehensive Plan, Windsor can effectively utilize the Northern Integrated Water Supply Project, accommodate diverse residential options, assess irrigation water demand on a case-by-case basis, provide tools for water use calculations, and establish monitoring and enforcement mechanisms to ensure long-term water sustainability.

1. **Northern Integrated Water Supply Project (NISP):** The Town of Windsor's involvement in NISP presents an opportunity to secure 3,300 acre-feet of raw water, supporting the Town's growth. The Comprehensive Plan can include strategies to effectively utilize this water supply and integrate it into future development plans.
2. **Expansion of Indoor Water Use Categories:** The current division of indoor water use dedication into single-family and multi-family categories can be expanded to include additional lot types

and residential options. This expansion would provide clarity for developers as they create new or unique housing types to meet future demands.

3. **Custom Site Irrigation Water Demand Assessment:** The Comprehensive Plan can outline a mechanism for the Town to review unique projects and assess irrigation water demand on a per-project basis. This approach would enable tailored evaluation and ensure efficient water use in different development scenarios.
4. **Published Mechanism for Water Use Calculations:** The Town may consider providing a published mechanism for residents and developers to run budgetary water use calculations. This tool would assist in planning and decision-making, offering clarity on water use requirements for industrial, commercial, and various residential types.
5. **Monitoring and Enforcement of Long-Term Water Use:** The Plan can incorporate measures for monitoring and enforcing adherence to long-term water use allocations. This proactive approach goes beyond passive incentives, such as tiered water rate structures, and ensures sustainable water management practices in the community.

7. INFRASTRUCTURE SYSTEMS

Overview

While today's water, wastewater, stormwater, and broadband infrastructure is currently meeting demand, it is based on old models that would require updating. Given that much of Windsor's development has been recently built, much of its infrastructure has not required major renovation or replacement. However, as the Town continues to age, it must continue to include the full life cycle cost (i.e., maintenance and repair) of infrastructure systems in their budgets. This is of particular importance for the broadband efforts the Town is currently undertaking to provide access to service in underserved areas. Today's stormwater, sewer, and water rates do include life cycle costs and they undergo a fee study every 5 years.

Current Plans and Policies

The Town's [Potable Water Master Plan](#) was adopted in 2009, but with a growing population and regional water projects in the works, the document must be updated to consider other realities and opportunities.

The Town has a [Master Drainage Plan \(Addendum 2018\)](#) and [Storm Drainage Criteria \(2020\)](#) that is referenced to create Capital Improvement Plans (CIPs) and to incorporate into new development.

The Town of Windsor and City of Greeley partnered to conduct a Broadband Feasibility Study to determine the need, feasibility, and recommendations regarding broadband Internet services for Windsor and Greeley residents. The study helped identify several recommendations for improving broadband availability and speeds—identifying potential levels of investment for consideration and options available for increased levels of service.

Community Perceptions

Public input from Phase 1 and 2 indicated an interest in efficient and high-quality infrastructure. There is a concern that growth is outpacing the investment in infrastructure. The community feedback shows support for capitalizing on existing infrastructure, improving what we have, and filling in growth around that infrastructure. Generally, community members are not aware of the total costs associated with development, but there is a preference that new growth pays for itself and doesn't push the cost onto existing residents. There is also support to put infrastructure in place to continue to accommodate growth and development.

Current Conditions and Trends

Infrastructure Costs

The cost of infrastructure is linked to the spatial distribution and maintenance of each system. The spatially linked costs that Windsor is responsible for are mostly tied to infrastructure systems like roads, water, sewer, and stormwater systems. Significantly, these systems are directly connected to Windsor's development patterns. Certain land use and development types require more expansive infrastructure networks to support them than others. Some land use types generate more tax revenue than others. Matching costs with revenues give a more complete picture of Windsor's fiscal health and can help identify areas of Windsor that cover their costs versus those that do not.

ROADS

- Windsor maintains approximately **601** lane miles of road.
- The annual cost of maintainance is estimated around **\$16.2 million.**

WATER

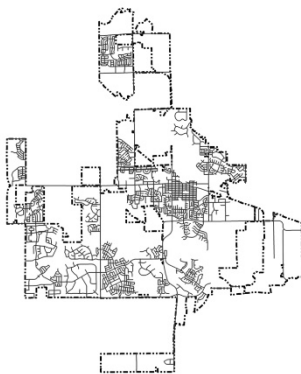
- Windsor maintains approximately **170** miles of water pipe and thousands of other water system components.
- The annual cost of maintainance is estimated around **\$9.5 million.**

SEWER/WASTEWATER

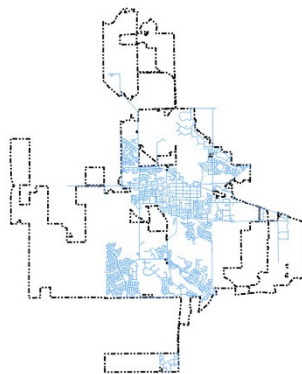
- Windsor maintains approximately **138** miles of sewer pipe and thousands of other sewer system components.
- The annual cost of maintainance is estimated around **\$6.3 million.**

STORMWATER

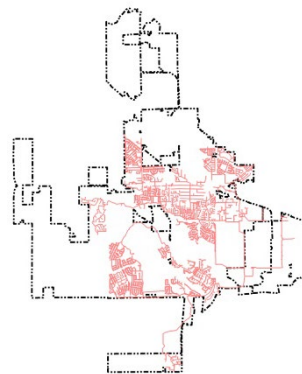
- Windsor maintains approximately **86** miles of stormwater ditches, culverts, and pipes.
- The annual cost of maintainance is estimated around **\$1.6 million.**



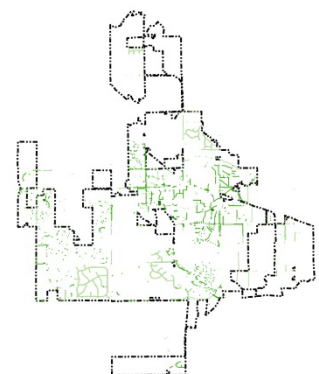
Roads: 601 Lane Miles
Lifecycle Cost: \$808.8M
Annual Cost: \$16.2M



Water: 170 Miles
Lifecycle Cost: \$344.4M
Annual Cost: \$9.5M



Sewer: 138 Miles
Lifecycle Cost: \$448.4M
Annual Cost: \$6.3M



Stormwater: 86 Miles
Lifecycle Cost: \$78.8M
Annual Cost: \$1.6M

Source: Urban3

The four main infrastructure systems that Windsor is responsible for are roads, water, sewer, and stormwater. Water, sewer, and stormwater are different from roads in that they are each financially managed by a dedicated fund. There is a water fund, a sewer fund, and a storm drainage fund. Additionally, since these three systems are classified as utilities, they are able to directly charge consumers who use their services. The charges for services, in addition to other more minor revenue streams, should cover the costs of operating and maintaining these systems.

Roads, however, do not have a dedicated fund that manages the operations and maintenance of the system. Windsor's road system is managed by Public Works and Engineering, which falls under the General Fund, along with many other government departments like Police, Recreation, and Planning. The roads system receives significant funding for improvements and expansion from the Capital Improvement Fund, along with other general government departments when they make larger, long-term investments. These two funds help support the road system to ensure it is well-maintained and meets the needs of the community.

Using spatial data and collaborating with Town Staff, the consulting firm, Urban3, was able to map these systems and estimate their lifecycle cost. It is important to point out the difference between lifecycle cost and replacement cost. Replacement cost only considers the amount needed to rebuild a system but

does not account for the ongoing maintenance needed to keep a system in good repair and functioning effectively as long as possible before replacing it.

The lifecycle costs for each system are described along with maps showing the extent of each system. By distributing these costs spatially and comparing them to the revenues, it is possible to identify the net revenue or cost generated across the town. By comparing areas in Windsor that have different development patterns, we can see how the net revenue or cost varies depending on how land is used.

Water Infrastructure

As discussed in the previous chapter, Windsor obtains its water rights from two sources: the Colorado Big Thompson (CBT) and the North Poudre Irrigation Company. There are three separate water providers serving the Town of Windsor: North Weld County Water District, the City of Greeley, and Fort Collins-Loveland Water District.

Town of Windsor water flows through 170 miles of pipelines and is stored in two water tanks. One holds 2 million gallons and the other holds 3 million gallons. Today, Windsor uses approximately 3.1 million gallons of water each day. Although the Town does not own a water treatment plant, the Town has the delivery system capacity and water rights to service current demand. However, models are based on historic land use maps and therefore, any change in densities in the future land use map may require system upgrades.

Stormwater Infrastructure

The Town's current policy requires development to detain 100-year events and discharge at 10-year historic rates. Windsor has been designated by the Colorado Department of Public Health and Environment (CDPHE) as a Municipal Separate Storm Sewer System (MS4) municipality. This requires the Town to manage runoff from rain and snowmelt in the cleanest way possible. While water from the sanitary sewer is sent to a treatment plant for removal of pollutants, stormwater ends up in the Cache la Poudre River untreated, along with any pollutants it picks up along the way. The Town has multiple resources for different business types (e.g., restaurants, construction, etc.) and for residents to do their part in preventing stormwater pollution.

Sewer/Wastewater Infrastructure

The Town's wastewater treatment system is an environmental and public health necessity. It helps clean the wastewater so that it can be discharged safely for animals and plants downstream. The Town operates and maintains a wastewater treatment facility with a capacity of 2.8 million gallons per day (MGD) and over 90 miles of sewer line. Current flow is 1.9 MGD with a peak hourly flow of 3.60 MGD. Additionally, the Town treats 275,000 gallons per day of Severance Sewage. The current plant capacity is 2.8 MGD with organic capacity at 7,006 BOD/day. The Town's sewer interceptors (large pipelines that carry sewage to the treatment plant) are sized to accept current flows. However, like the water, models were based on the 2006 land use map and density assumptions, so any changes in densities may require recalibration of the sewer system.

Broadband Infrastructure

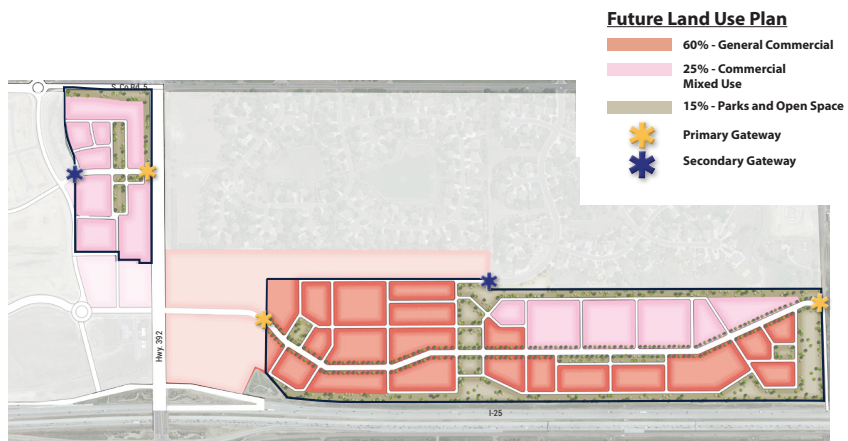
In November 2021, voters approved passage of a measure that allows the Town of Windsor to partner with private businesses to provide affordable and high-speed Internet service throughout the entire community. This will support local industries, business, and remote workers.

Advancing Opportunities through Windsor's Comprehensive Plan

The comprehensive planning process is an appropriate time for the Town to revisit its vision and guidelines for a sustainable growth pattern that favors contiguous development, over leapfrog development. Contiguous development not only ensures infrastructure and cost efficiencies, but it is also conducive to better quality of life, promoting more integrated land use uses and daily activities (working, shopping, recreating, etc.) for the community.

APPENDIX E. CONCEPTUAL DESIGNS FOR FIVE FOCUS AREAS

Corridor Activity Center



Corridor Activity Center, Future Land Use Plan

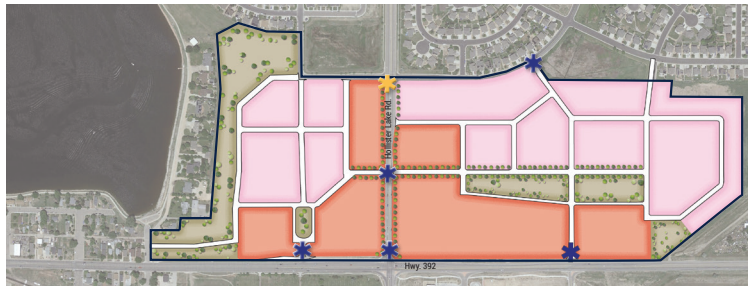


Corridor Activity Center, Conceptual Site Plan

Disclaimer: The Future Land Use Plan and Conceptual Site Plans are representative of the type of development allowed in this area. Actual development will vary.



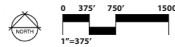
Downtown Windsor Extension and Infill



Future Land Use Plan

- 50% - Mixed Residential
- 40% - Commercial Mixed Use
- 10% - Parks and Open Space
- Primary Gateway
- Secondary Gateway

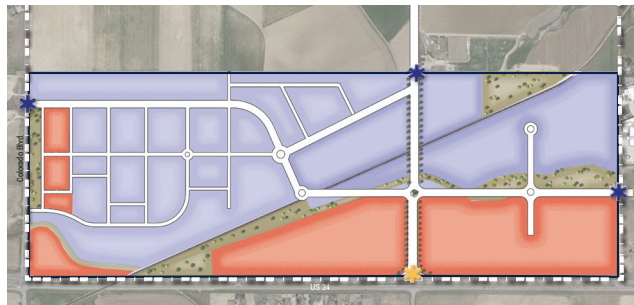
Downtown Windsor Extension and Infill,
Future Land Use Plan



Downtown Windsor Extension and Infill,
Conceptual Site Plan

Disclaimer: The Future Land Use Plan and Conceptual Site Plans are representative of the type of development allowed in this area. Actual development will vary.

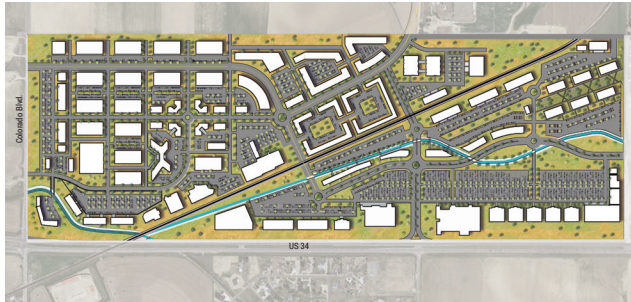
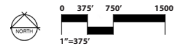
Highway 34 Area



Future Land Use Plan

- 25% - General Commercial
- 60% - Employment/
Flex Industrial
- 15% - Parks and Open Space
- Primary Gateway
- Secondary Gateway

Highway 34 Area,
Future Land Use Plan

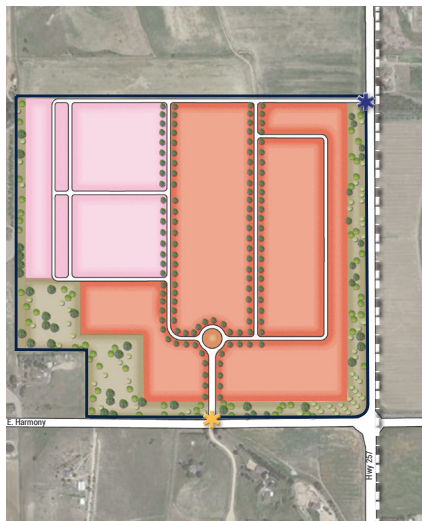


Highway 34 Area,
Conceptual Site Plan

Disclaimer: The Future Land Use Plan and Conceptual Site Plans are representative of the type of development allowed in this area. Actual development will vary.



Harmony and Highway 257 Area



Future Land Use Plan

- 60% - General Commercial
- 30% - Mixed Residential
- 10% - Parks and Open Space
- Primary Gateway
- Secondary Gateway



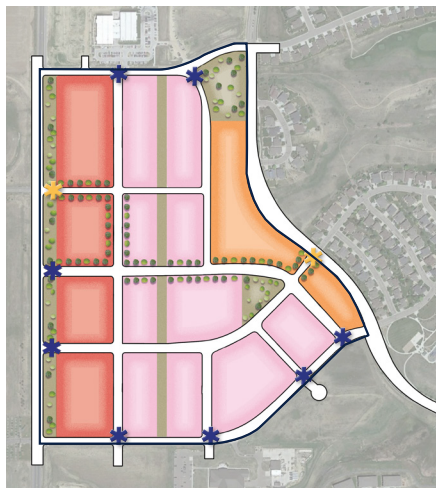
Harmony and Highway
257 Area, Future Land Use Plan

Disclaimer: The Future Land Use Plan and Conceptual Site Plans are representative of the type of development allowed in this area. Actual development will vary.



Harmony and Highway
257 Area, Conceptual Site Plan

Fairgrounds/Penn Place Area



Fairgrounds/Penn Place,
Future Land Use Plan



Fairgrounds/Penn Place,
Conceptual Site Plan

Disclaimer: The Future Land Use Plan and Conceptual Site Plans are representative of the type of development allowed in this area. Actual development will vary.



