



TOWN BOARD SPECIAL MEETING

January 4, 2021 - 6:00 PM

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

<https://windsorgov.zoom.us/j/91627617078> OR join by telephone at (888)

788-0099 or (877) 853-5247 - Webinar ID: 916 2761 7078

AGENDA

A. CALL TO ORDER

1. Roll Call

B. BOARD DISCUSSION ITEMS

1. Review of SH 392 Bypass Studies and Alignments - S. Ballstadt
2. Future Meetings Agenda

C. BOARD ACTION

1. Business Support Efforts
 - Legislative action
 - Staff presentation: Shane Hale, Town Manager

D. ADJOURN

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



MEMORANDUM

Date: January 4, 2021
To: Mayor and Town Board
Via: Shane Hale, Town Manager
From: Scott Ballstadt, Director of Planning
Re: Review of SH 392 Bypass Studies and Alignments
Item #: B.1.

Background / Discussion:

The purpose of this work session is to present a chronological history and overview of studies that have been conducted pertaining to SH 392 and potential bypass alignments around downtown. In particular, the SH 392 Environmental Overview Study (EOS) conducted by CDOT in 2006 was an exhaustive study that analyzed several downtown bypass alternatives between Crossroads Boulevard and Harmony Road. While many of the alternative alignments in the attached slides were found to be prohibitive due to various constraints and subsequent development has blocked the path of other alignments, there remain some segments of the alignments that still present opportunities and those will be presented for discussion.

ATTACHMENTS:

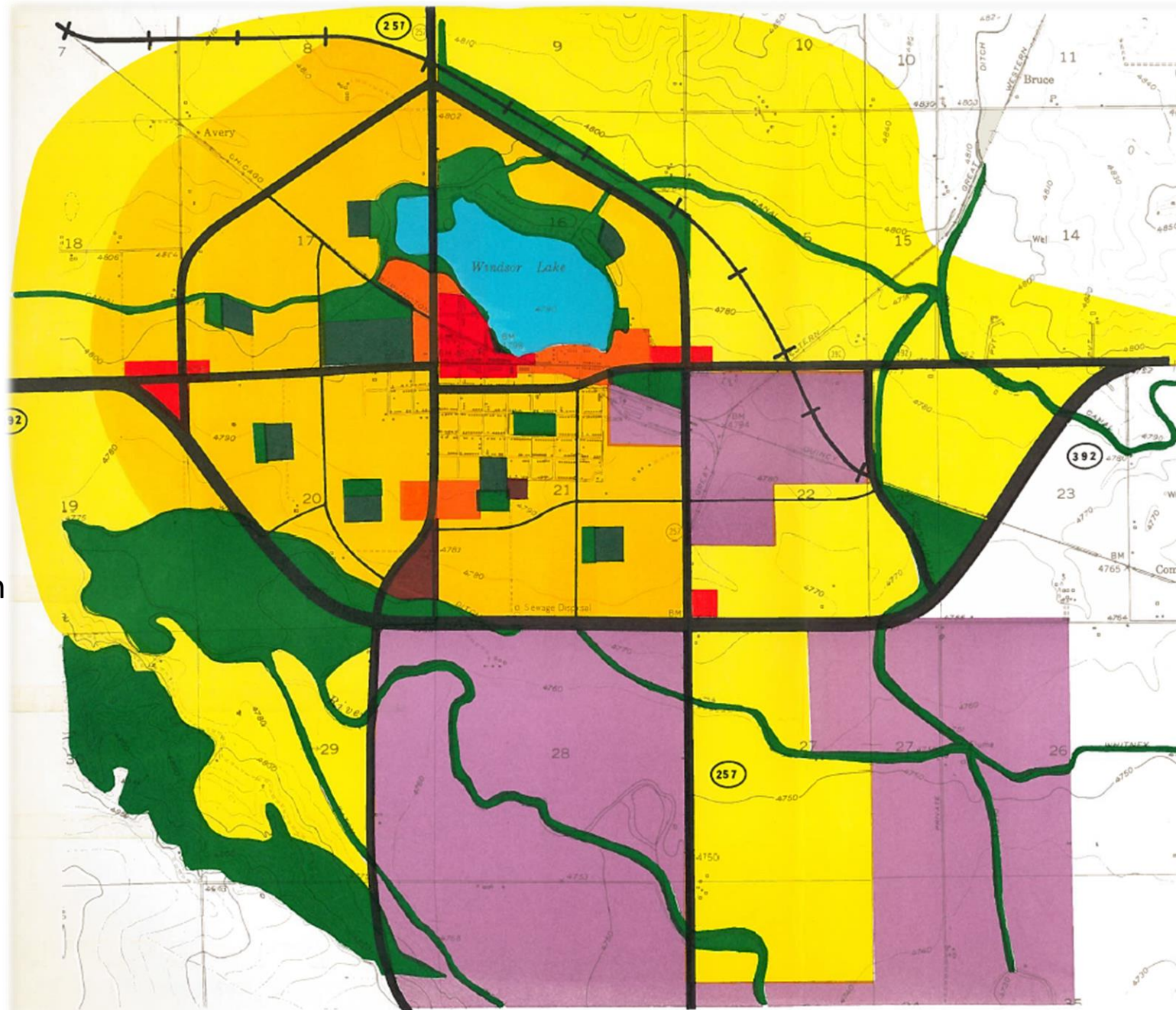
- ▢ Review of SH 392 Bypass Studies slides

Review of SH 392 Bypass Studies & Alignments



Comprehensive Plan (1969)

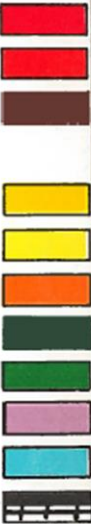
Creating a Bypass route around downtown Windsor has been a topic of discussion since the creation of the Town's first Comprehensive Plan and Land Use Map in 1969 when Kodak came to the area. This land use map included north and south routes, as well as a railroad bypass.



WINDSOR COMPREHENSIVE DEVELOPMENT STUDY

PROPOSED LAND USE

- CENTRAL BUSSINESS DISTRICT
- GENERAL COMMERCIAL
- MEDICAL
- RESIDENTIAL
- SINGLE FAMILY
- AGRICULTURAL SINGLE FAMILY
- MULTI FAMILY
- SCHOOLS
- OPEN SPACE & RECREATION
- INDUSTRIAL
- WATER
- TRANSPORTATION CHANGES



THIS MAP WAS PREPARED FOR THE COLORADO STATE PLANNING OFFICE AND WAS FINANCED, IN PART, THROUGH AN URBAN PLANNING GRANT FROM THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT UNDER THE PROVISIONS OF SECTION 701 OF THE HOUSING ACT OF 1954 AS AMENDED.

SOURCE:
HARMAN, O'DONNELL AND
HENNINGER ASSOCIATES, INC.

B₂



SCALE IN FEET
0 600 1200 2400

JUNE 1969

harmar, o'donnell & henninger associates, inc.

392 Environmental Overview Study (2006)

CDOT initiated the SH 392 EOS to identify transportation solutions along the SH 392 corridor to meet 2030 mobility needs.

The desired outcome of the EOS was to identify a transportation solution that has the support of local and regional planning partners, and which identifies ROW that must be preserved for those improvements. This plan would then be used by planners to set aside ROW as development occurs along the corridor.

The SH 392 EOS study limits are from US 287 on the west to Weld County Road (WCR) 23 on the east. As a high-level planning document, the EOS is not intended to provide detailed design solutions or environmental analysis. The primary objective was to preserve a ROW corridor, generally encompassing the majority of the ROW that will be needed in the future.



**392 ENVIRONMENTAL
OVERVIEW
STUDY**

November 6, 2006



2006 392 ENVIRONMENTAL OVERVIEW STUDY RECOMMENDATIONS

“The forecasted travel demand in 2030 requires that capacity improvements be made to SH 392 to avoid unacceptable congestion and poor LOS. Thus it is recommended that SH 392 laneage be increased to four lanes throughout the entire study area.”

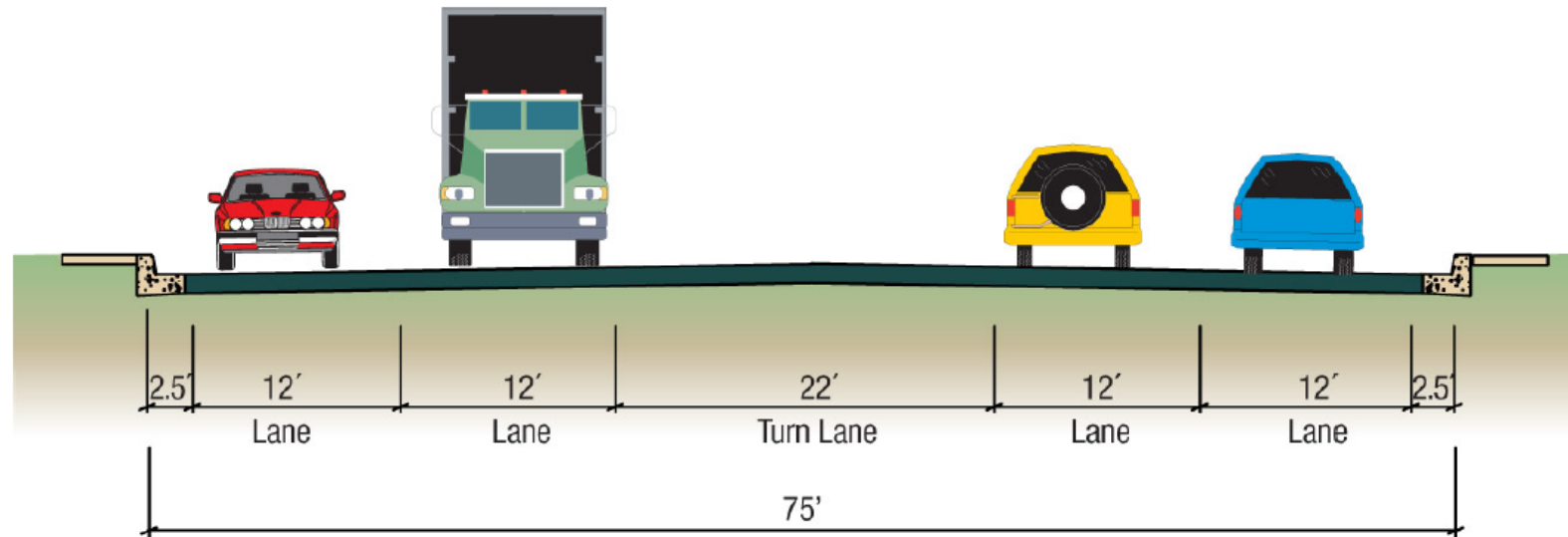
“It is expected that an MOU will be executed as part of this EOS that will formalize each study participant’s commitment to this stated vision and allow them to commit to work towards preserving the corridor as defined. To the extent appropriate, these plans are intended to be used as a guide for requesting reservation and dedication of ROW from developers as plans are submitted to local planning departments for approval. The CDOT Region 4 Access Manager will use these plans as a guide for approval of access permits.”

“In order to provide the required laneage, the parking in downtown Windsor (between 7th and 3rd streets) should be eliminated. Implementing the No-Action Alternative in downtown Windsor is not acceptable because it would create a “bottleneck” in SH 392 in terms of throughput capacity. In order to accommodate 2030 traffic needs, SH 392 needs to be four lanes continuously through Windsor. The alternative that could allow a no-action scenario to work downtown, Alternative M1-R, did not have the support necessary from the Town of Windsor to select that alternative. Implementing this action would also require removal of “bulb-outs” at intersections, and some of the existing street width could be converted to additional sidewalk width for enhanced streetscaping. Figure 6.3 shows a possible concept.”

392 Environmental Overview Study

Potential Typical Section of Downtown Windsor

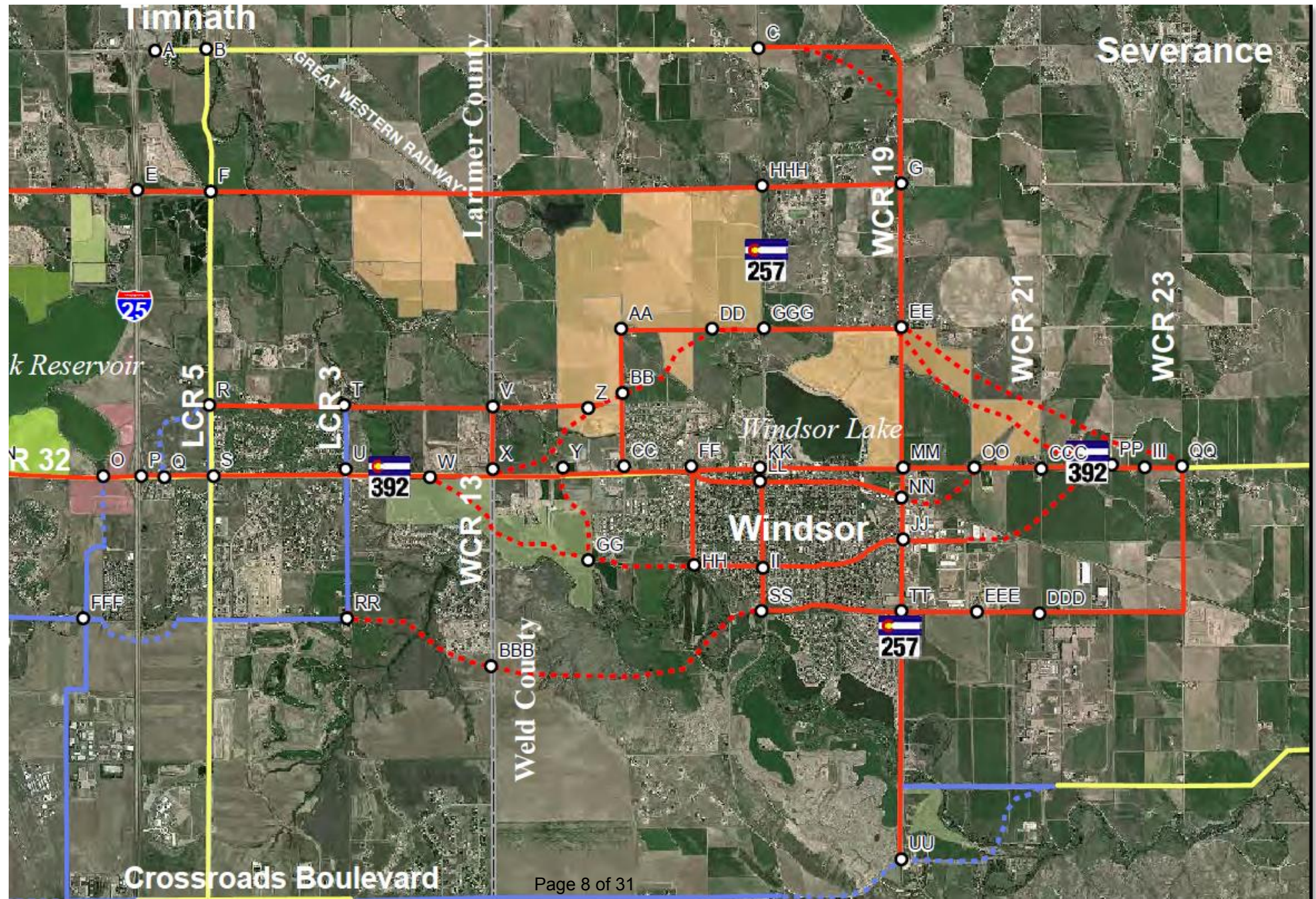
Figure 6.3
Potential Typical Section of Downtown Windsor



No Parking - 4 Through Lanes

Alternatives Considered

The Initial Highway Alternatives Considered included alignments ranging from Crossroads Boulevard to Harmony Road and numerous alternatives in between.



Alternatives Considered

The design of alternatives was performed at a level consistent with a high-level planning study and engineering work was limited to basic design concepts. The design was performed so as to identify feasible corridors and concepts rather than specific design elements.





Southern Alternatives

Several southern alternatives were considered (depicted as U, V, W, X, Y & Z). These routes relied upon a new RR crossing and faced other challenges with floodplain, Poudre River crossing and the topography of the bluffs.

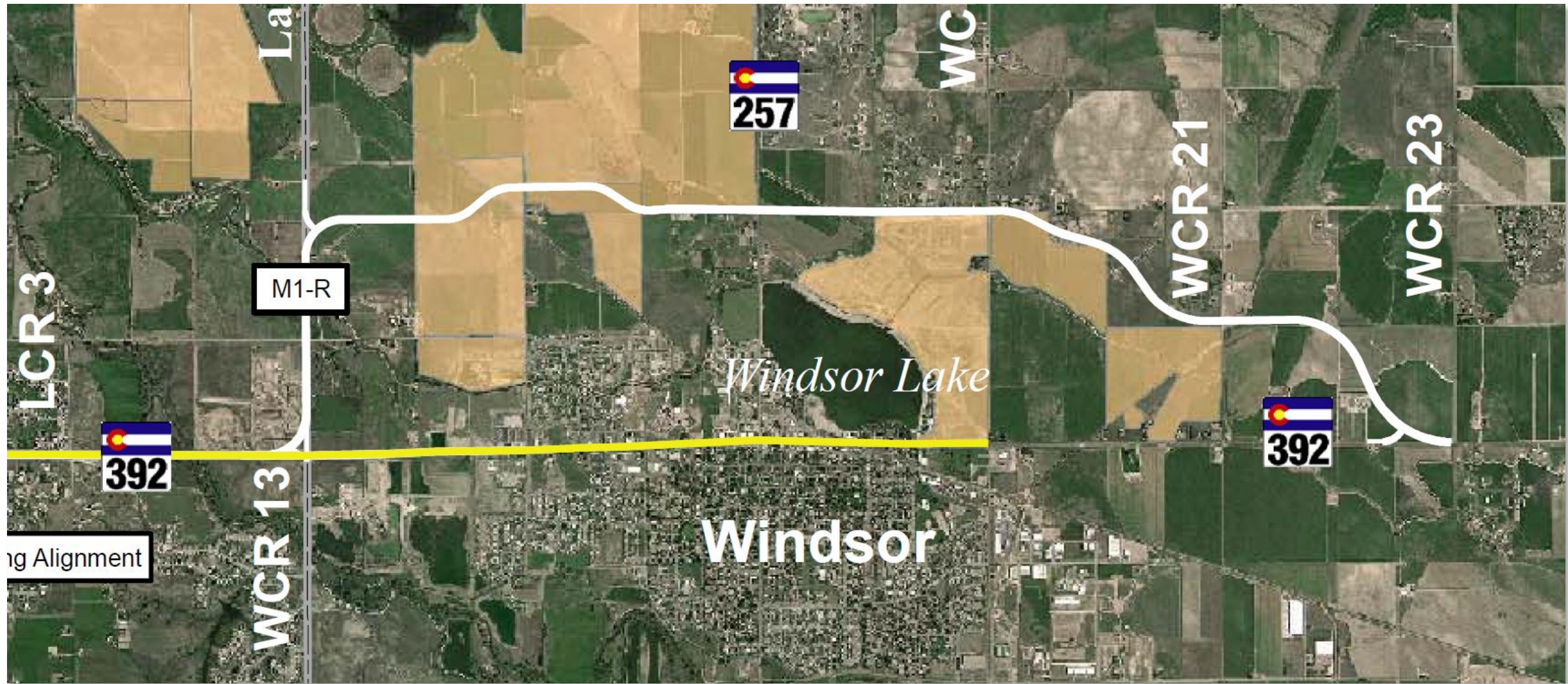
Development of the Poudre Heights, Raindance, Highpointe Estates and other neighborhoods has since precluded much of the western portion of the southern routes.



Northern Alternatives

Several northern alternatives were also considered (depicted as L, M, N, R & S). These routes utilized the future WCR 70 alignment and diverted north of Windsor Lake.

Development of the Village East and Winter Farm neighborhoods on the east and Windshire Park on the west ends of this alternative has since precluded much of the northern routes at either end. However, the 2-mile stretch of WCR 70 from WCR 15 to WCR 19 still exists as a future east-west alternative and is identified as such in the Town's Comprehensive Plan and Transportation Master Plan.



6.1 EOS Recommended Alternative: “Alternative M1-R was developed as the best possible alternative around the Town of Windsor that would provide four lanes of capacity and yet retain the parking in downtown Windsor. Even though it was thought to be the best available location for an alternative from the perspective of available undeveloped property, it would not be ideal from a traffic perspective.”



6.1 EOS Recommended Alternative: “It would only divert approximately 15 percent of the traffic from existing SH 392, since the largest residential area and large regional employer (Kodak) are both located south of existing SH 392, and the alignment was routed north of the existing road and Lake Windsor. As a result, traffic originating or destined for those areas in the south part of town would likely still use Main Street rather than going further north to access Alternative M1-R, and adding distance to the trip.”

2006 EOS Town Board Action

Given the various issues and costs associated with the bypass routes, the Town Board passed Resolution No. 2007-32 to specifically end further consideration of the bypass and instead look at other options.

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

1. The Board acknowledges the planning value of both the CDOT EOS and the Town commissioned State Highway 392 Alternatives Review prepared by Felsburg, Holt & Ullevig.
2. Following consideration and analysis of the data contained in both the EOS and the State Highway 392 Alternative Review, the Town Board finds and determines that the best information now available dictates that the CDOT EOS plan for a 392 bypass north of Main Street should not receive further consideration, and that the Town's emphasis should be placed on the other implementation strategies.

Upon motion duly made, seconded and carried, the foregoing Resolution was adopted this 14th day of May, 2007.

TOWN OF WINDSOR

“O” Street Arterial Corridor Study

With the passage of Town Board Resolution 2007-32 and direction to pursue other options, the Town partnered with Weld County and City of Greeley to conduct the “O” Street Arterial Corridor Study and pursue connection of O Street with Crossroads Boulevard in Windsor. The study was completed and accepted in 2008.



“O” Street Arterial Corridor Study

Prepared for:

Weld County
Public Works Department
P.O. Box 758
1111 “H” Street
Greeley, Colorado 80631

Prepared by:

Felsburg Holt & Ullevig
6300 South Syracuse Way, Suite 600
Centennial, CO 80111
303-721-1440

Principal: Christopher J. Fasching, P.E
Project Manager: Jeffery W. Dankenbring, P.E.

FHU Reference No. 08-079-01
October 2008



RESOLUTION

RE: ACCEPT “O” STREET ARTERIAL CORRIDOR STUDY

WHEREAS, the Board of County Commissioners of Weld County, Colorado, pursuant to Colorado statute and the Weld County Home Rule Charter, is vested with the authority of administering the affairs of Weld County, Colorado, and

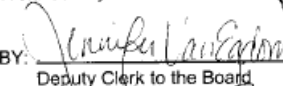
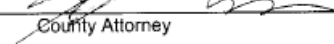
WHEREAS, previously, the Board of County Commissioners commissioned a study to determine alternative alignments for said roadway as it extends from the intersection of 83rd Avenue to State Highway 257, and

WHEREAS, the “O Street Arterial Corridor Study,” dated October, 2008, identifies and recommends a “Preferred Alternative” for “O” Street, and

WHEREAS, accepting this recommendation will allow Weld County and/or affected municipalities to preserve needed rights-of-way for the recommended arterial so as to allow construction when the optimal alignment is needed, and allows for implementation in an orderly fashion with the goal of minimizing impacts to adjacent properties in the future.

NOW, THEREFORE, BE IT RESOLVED by the Board of County Commissioners of Weld County, Colorado, that the “Preferred Alternative,” as shown and recommended in the “O Street Arterial Corridor Study,” dated October, 2008, be, and hereby is, accepted to be used by Weld County for future transportation planning for the alignment of said roadway.

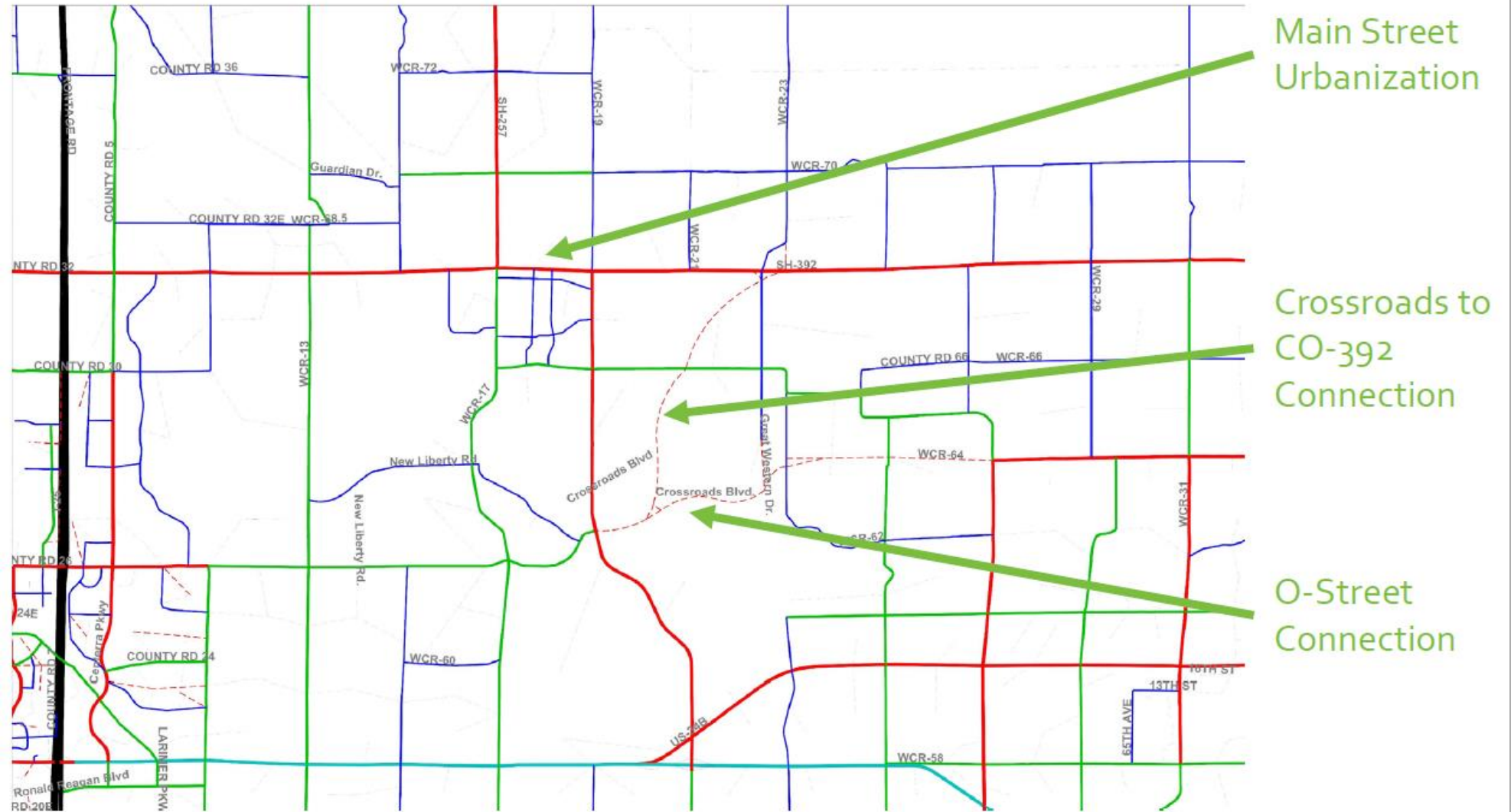
The above and foregoing Resolution was, on motion duly made and seconded, adopted by the following vote on the 8th day of December, A.D., 2008.

ATTEST:  **BOARD OF COUNTY COMMISSIONERS**
Weld County Clerk to the Board **WILLIAM H. JERKE, Chair** (AYE)
BY:  **Robert D. Wasden, Pro-Tem** (AYE)
Deputy Clerk to the Board **William F. Garcia** (NAY)
APPROVED AS TO FORM:  **David E. Long** (AYE)
County Attorney  **Douglas Rademacher** (NAY)

2019 CDOT SH 257 & SH 392 Network Feasibility Study

This 2019 CDOT study analyzed three build alternatives to determine their impact to the transportation network.

Figure 3. Build Alternatives – Shown in NFRMPO Transportation Planning Model



Alternatives Analysis	Build Alternatives	Summary of Impact
Three build alternatives were evaluated to determine their impact to the transportation network. <u>CO 392 to Crossroads Connection</u> considered a new roadway that would connect the intersections of CO 392/CR 23 and CO 257/Crossroads Blvd. <u>Main Street Urbanization</u> simulated traffic calming treatments to reduce speeds and discourage through trips <u>O-Street Connection</u> evaluated the impact of the proposed O-Street extension.	CO 392 to Crossroads Connection	Draws trips from parallel north/south roads (i.e. CO 257, Great Western Drive, CR 23 and CR 25), minimal impact to Main Street
	Main Street Urbanization	Diverts traffic from Main Street to parallel local roads
	O-Street Connection	Draws trips from Eastman Park Dr & US 34 Business, Increases volume on Crossroads Blvd, minimal impact to Main Street

CO 257 and CO 392 Network Feasibility Study | 2019 Final Report

2019 CDOT SH 257 & SH 392 Network Feasibility Study

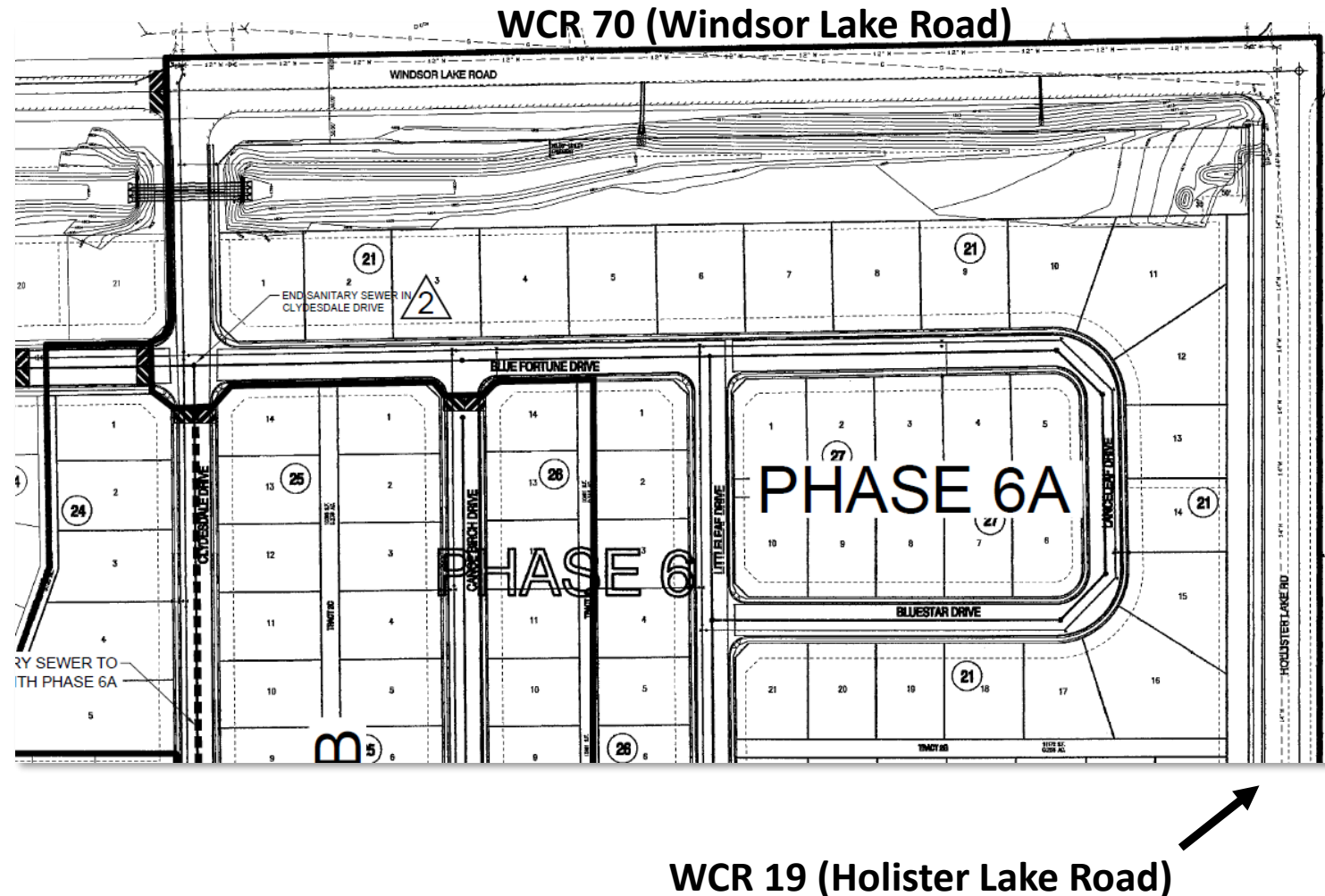
The Main Street Urbanization traffic calming concept could enhance downtown walkability and aesthetics, and it would likely discourage truck traffic through downtown; however, it would also decrease levels of service for all traffic.

Although the study indicated the O Street Connection would have minimal impact to Main Street, the study did include as Recommendation #2: “Due to the increased mobility and congestion relief that O-Street would provide, Greeley, Windsor and Weld County should continue their investment into the O-Street extension.”

Remaining Opportunities from Past Studies:

Although much of the eastern and western segments of the 2006 bypass alignment have since been developed as the Winter Farm, Village East and Windshire Park neighborhoods, the central two-mile segment that follows the WCR 70 alignment is still feasible and is included in the Town's Comprehensive Plan and Transportation Master Plan.

Staff is currently working with the developer of the Greenspire Subdivision (see right) to complete the south half of the easternmost portion of the two-mile segment adjacent to Greenspire, although the road section would need to be updated to meet CDOT standards if converted to a true state highway.

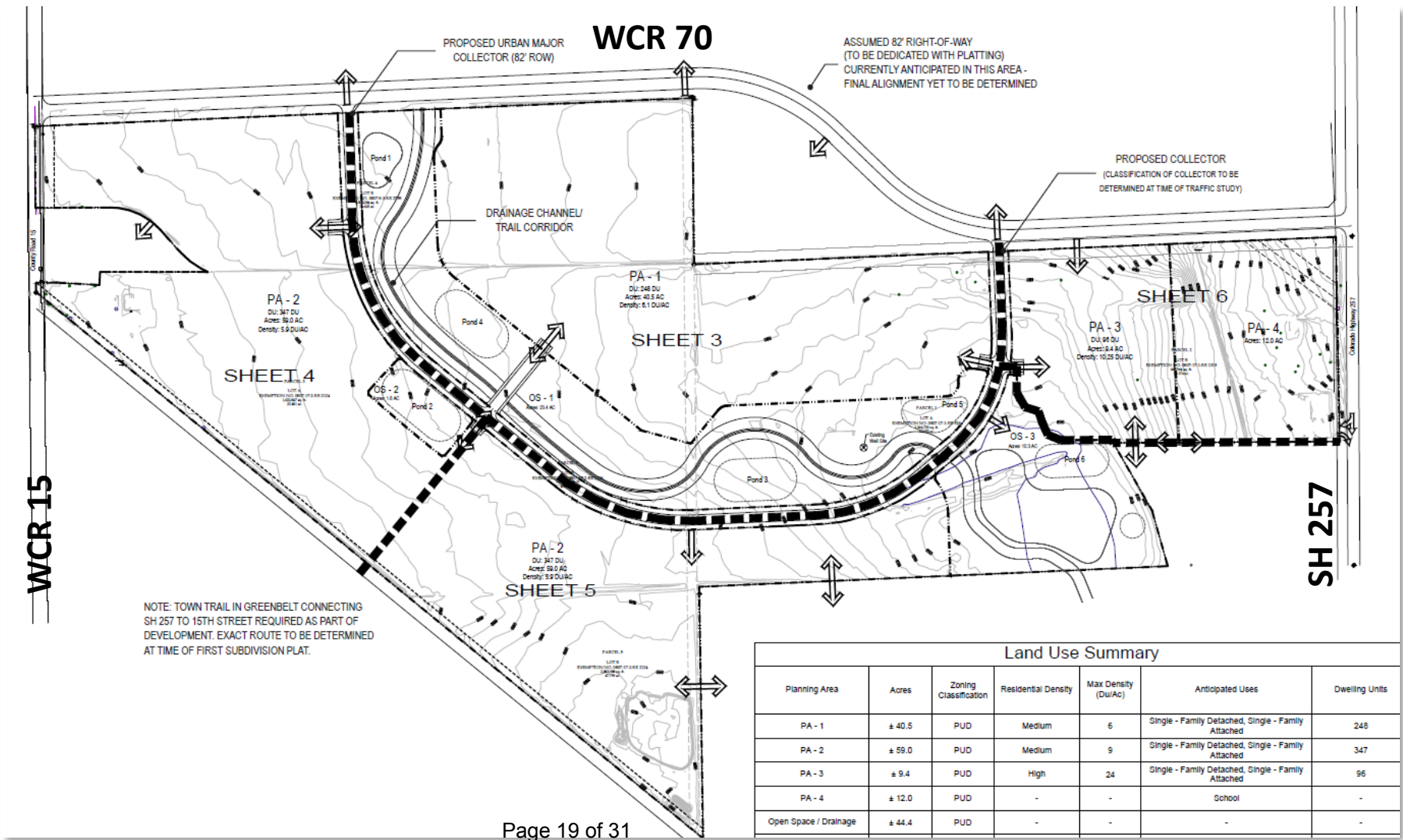


Remaining Opportunities from Past Studies:

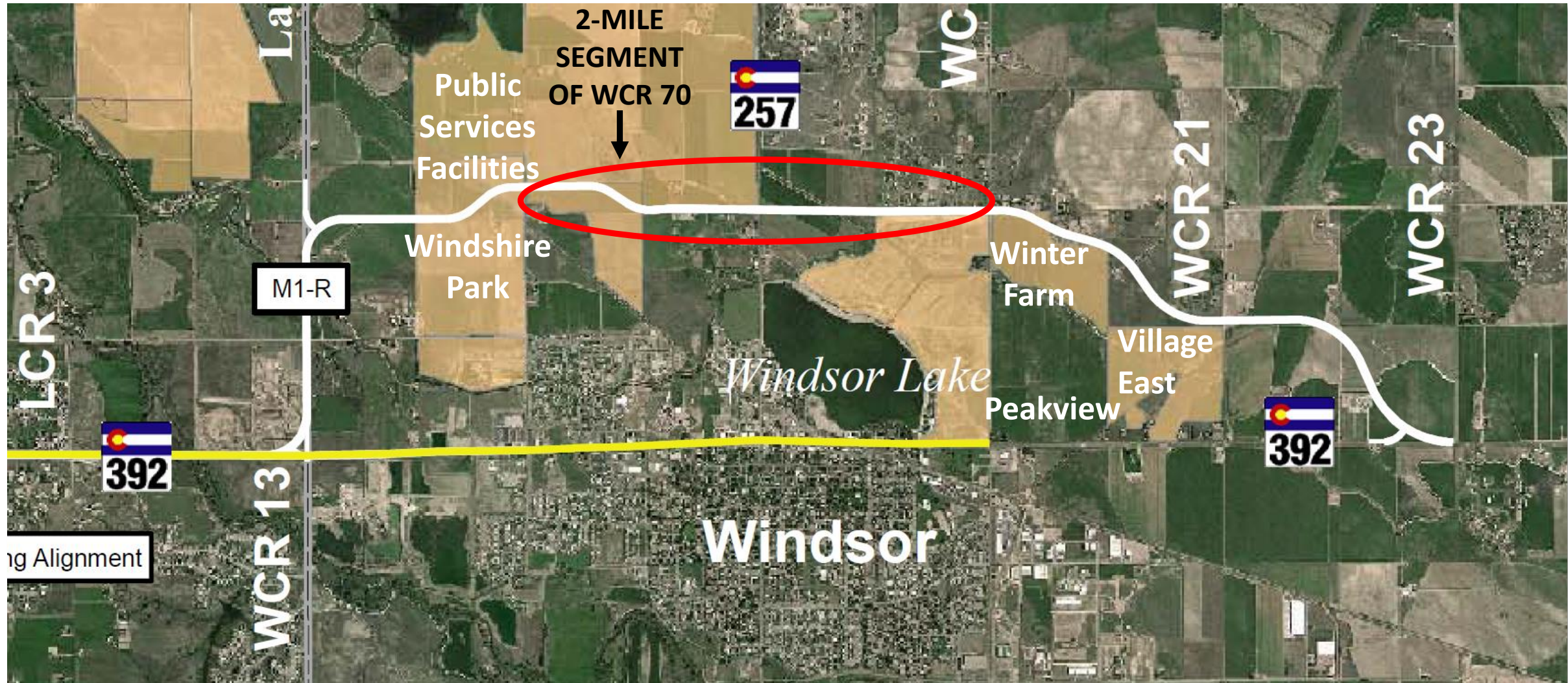
The Tacinca Annexation Master Plan and the recently approved Overland Annexation Master Plan (below) include the future WCR 70 alignment west of SH 257.

The future WCR 70 alignment east of SH 257 would require the Town to proactively study, design and acquire right-of-way or otherwise wait for future development plans on the Breniman property north of Windsor Lake.

While the two-mile segment of WCR 70 may not act specifically as a “truck route”, it will provide a parallel corridor for traffic north of Main Street to avoid downtown.

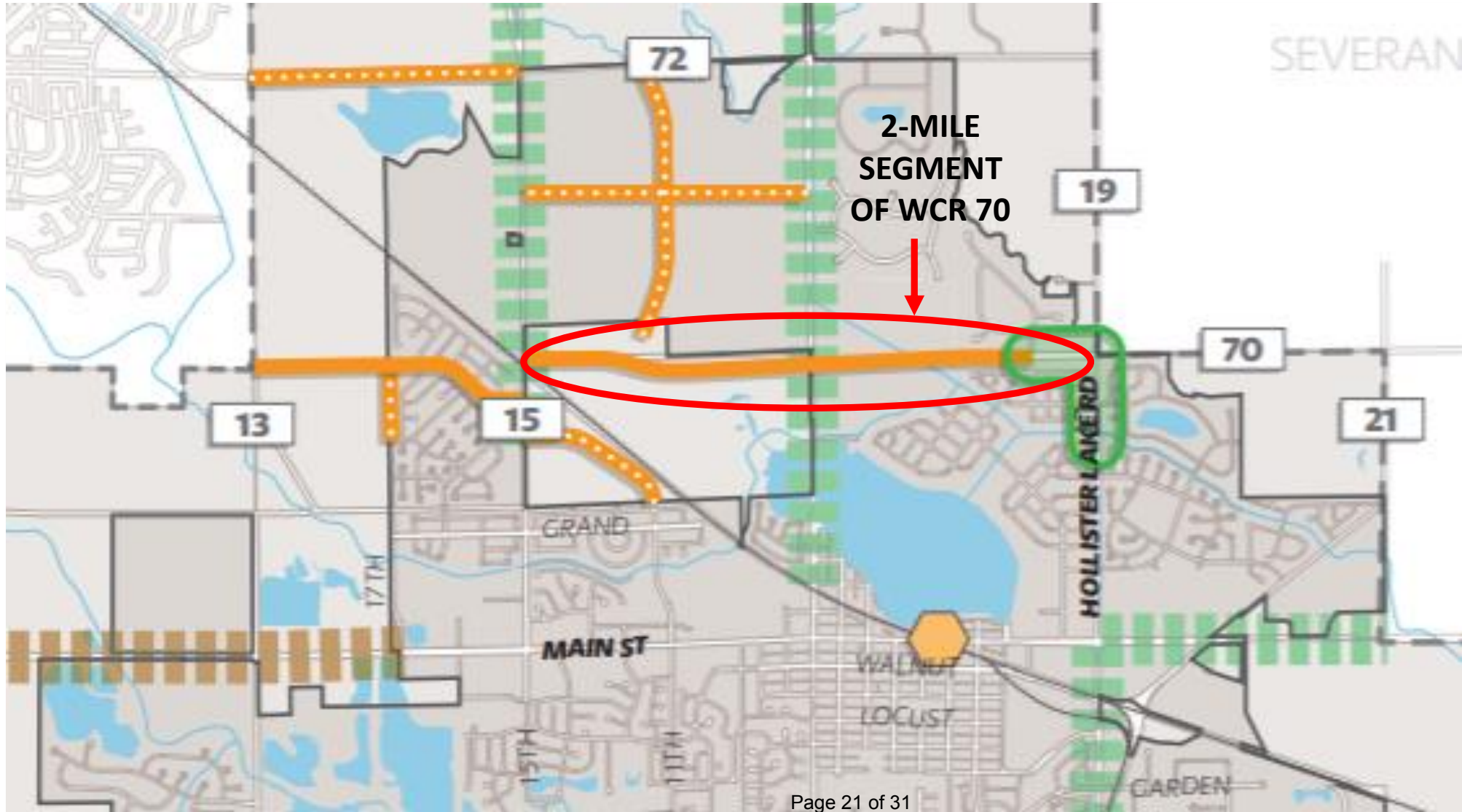


392 EOS Recommended Alternative Opportunity – WCR 70



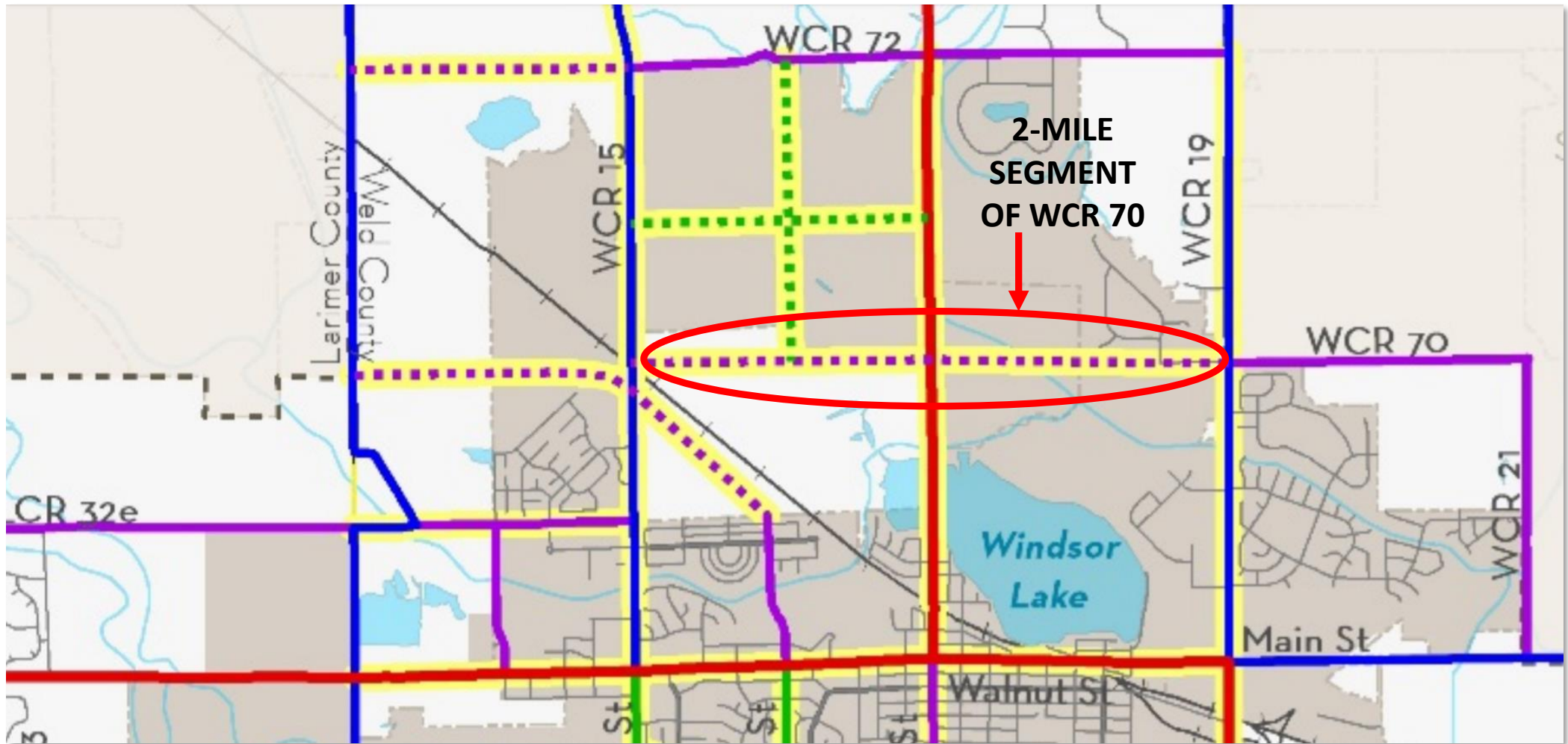
2016 Comprehensive Plan – Future Roadway Plan

WCR 70 – New Roadway



2017 Roadway Improvement Plan

WCR 70 - Major Collector – Urban Cross Section



2020 Transportation Master Plan

WCR 70 - Major Collector – Urban Cross Section

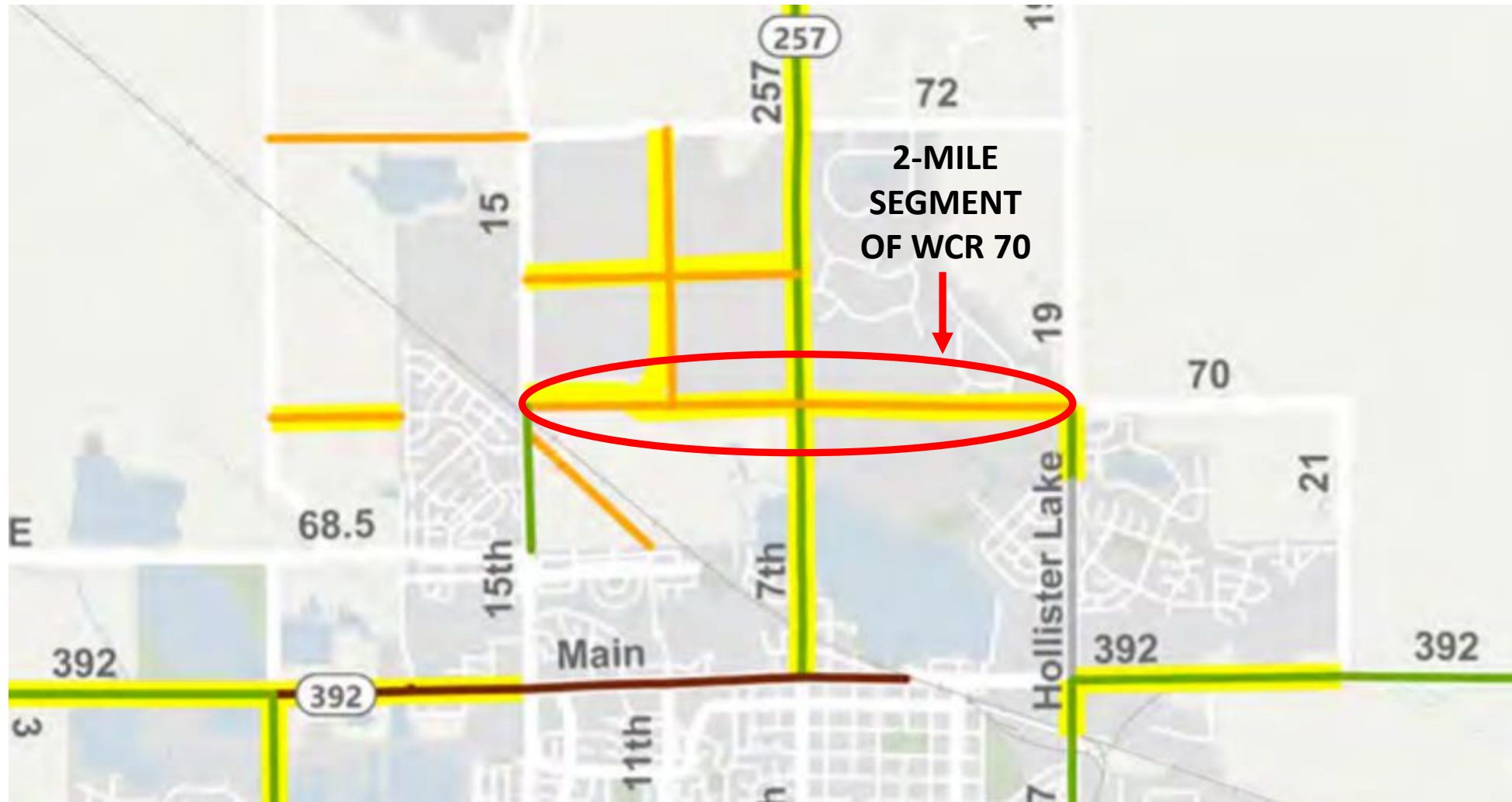
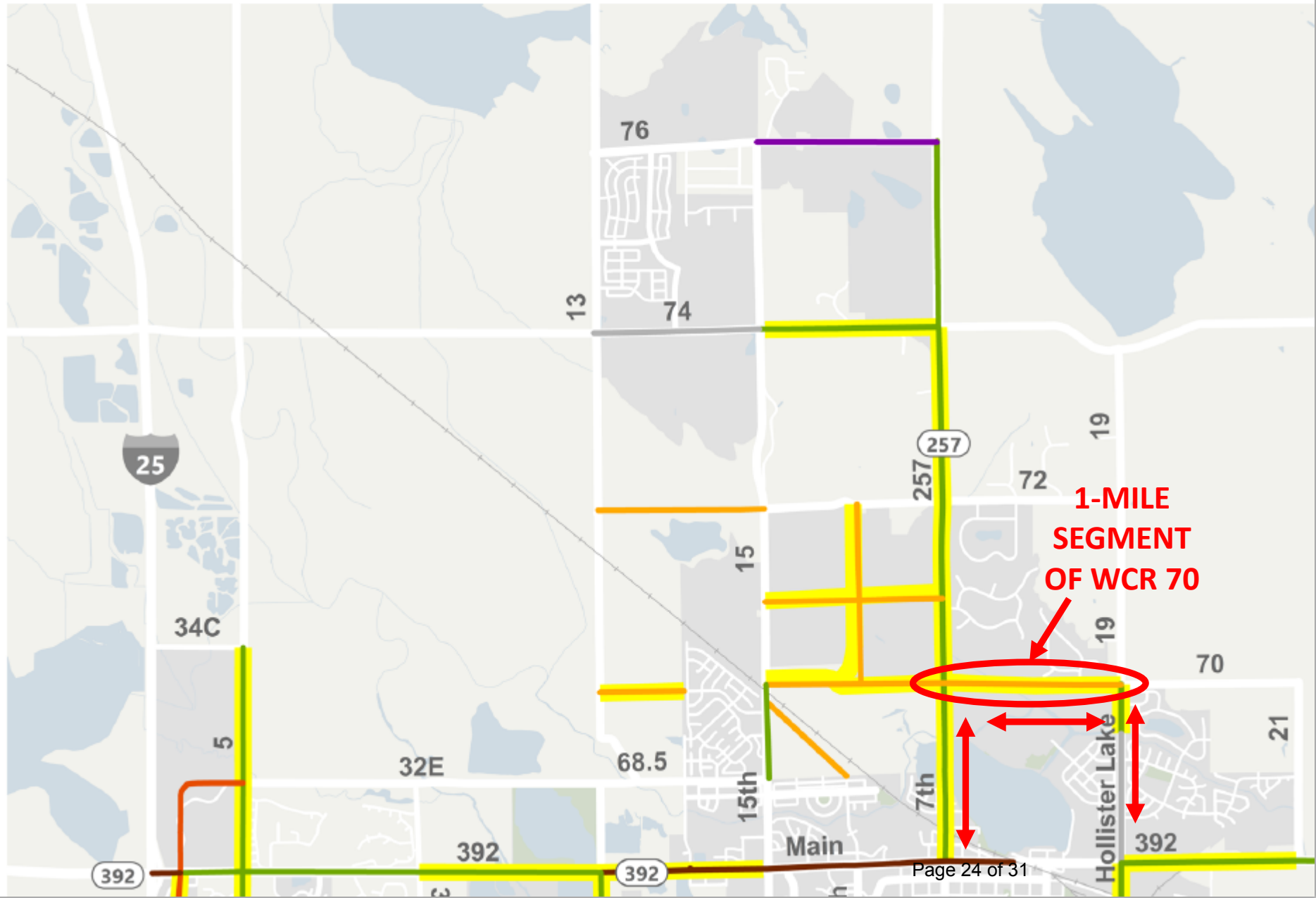


Figure 45: Recommended roadway projects



SH 392 “Box” Bypass

If SH 257 were successfully re-aligned to WCR 19 in partnership with CDOT, Weld County and Severance, a feasible alternative east-west alignment for SH 392 would still be needed to “bypass” downtown.

Figure 45 from 2020 TMP



MEMORANDUM

Date: January 4, 2021
To: Mayor and Town Board
Via: Shane Hale, Town Manager
From: Karen Frawley, Town Clerk
Re: Future Meeting Agenda
Item #: B.2.

ATTACHMENTS:

- ▢ Future Meetings Agenda



FUTURE TOWN BOARD MEETINGS

January 11, 2021 5:30 p.m.	Town Board Work Session Board-Manager-Attorney Monthly Meeting SafeBuilt Presentation of Annual Report and Audit Urban3 Follow Up
January 11, 2021 7:00 p.m.	Town Board Regular Meeting
January 18, 2021 6:00 p.m.	Town Board Work Session Impact Fees (Road Impact, Parks, Drainage, Water, etc.) Poudre River Trail Corridor Strategic Plan Update
January 25, 2021 5:30 p.m.	Town Board Work Session 7 th Street Multimodal & Walnut Street Bikeway Plans
January 25, 2021 7:00 p.m.	Town Board Regular Meeting
February 1, 2021 6:00 p.m.	Town Board Work Session Snow Plan
February 8, 2021 6:00 p.m.	Town Board Work Session Board-Manager-Attorney Monthly Meeting
February 8, 2021 7:00 p.m.	Town Board Regular Meeting
February 15, 2021 6:00 p.m.	Town Board Work Session Eastman Park Drive Corridor Plan
February 22, 2021 6:00 p.m.	Town Board Work Session Jacoby Farm Halfway House Grant Update
February 22, 2021 7:00 p.m.	Town Board Regular Meeting

Future Work Session Topics

- Joint Meeting with Town of Windsor, Town of Severance, Fire District and School District – Tentative for Fall of 2020
- PBB
- Facility Master Plan Check in (January)
- Telecom Code (February)
- Comprehensive Plan Review

- Broadband and Allo
- Regional Water Treatment Plant Site
- Wastewater Treatment Plant Expansion Discussion
- Park Fee Study
- Public Art Commission Proposal
- Proportional services and amenities for planned population (February 2021)
- Economic development/retail needs based on population levels
- Code Amendments for Reimbursements



MEMORANDUM

Date: January 4, 2021
To: Mayor and Town Board
Via: Shane Hale, Town Manager
From: Shane Hale, Town Manager
Re: Business Support Efforts
Item #: C.1.

ATTACHMENTS:

- ▢ Business Support



MEMORANDUM

Date: January 4, 2021
To: Mayor Rennemeyer and Town Board
From: Shane Hale, Town Manager
Re: Business Support Efforts

Background

This memo is by and large a repeat of the e-mail that I sent the Board last week regarding current business support efforts. As of the drafting of this memo, Staff is still uncertain what official action the Board will need to take in order to advance these forward. The purpose of this discussion is to gauge the Board's support for both efforts.

SB 20B-001, The COVID-19 Relief Small and Minority Business Arts Organizations Bill was passed during the legislative special session. The bill provides funding as follows to support entities impacted by capacity restrictions imposed to address the COVID-19 pandemic. As it applies to this conversation, \$37 million was allocated for direct relief payments to small businesses located in a county that is subject to, and in compliance with, severe capacity restrictions pursuant to a public health order—in other words, counties that are currently Red on the Governors dial.

Under this program, payments are allocated to the counties for distribution to eligible small businesses—these businesses include restaurants, bars, movie theaters, and fitness and recreational sports centers.

Weld County has already publicly stated that it will not be applying for this program, although it has allotted money in a grant program for economic development that should help to offset the state's program. For its part, Larimer County is actively pursuing it. Fortunately, this bill allows eligible municipalities to individually and collectively serve as an eligible recipient for distribution of funds in counties where: A county is determined to be ineligible based on the county's failure to meet the compliance criteria; or If a county is unable to administer the relief program.

In general, the bill is structured to apportion and flow the money in a manner that resembles the way CARES Act dollars were distributed to local governments earlier in the year, meaning that the money will flow first through counties and then to municipalities. The county will be authorized to flow the dollars to distressed businesses utilizing "any new or existing processes available in the local government, including processes available through intergovernmental agreements with other eligible local governments or political subdivisions." Local government **applications** for a slice of the \$37 million is due Jan. 8, 2021.

Discussion

To be blunt, it isn't a lot of money for the businesses—at the top end it's a \$7,000 grant, with the smallest allotment at \$3,500. There is quite a bit of red tape for us to cut through, an application process to develop, etc. However, after a lot of thought, I think that we owe it to our businesses to put in every effort that we can to keep them afloat.

Accordingly, I think that it's in our best interests to put in the effort and hopefully get some much needed cashflow to our businesses. Since Larimer County is also participating and will be receiving Windsor's per capita share in Larimer, I have spoken to Linda Hoffman the possibility of Larimer County turning that portion over to the Town through an IGA so we create less confusion for our businesses. There is still some work to do here to make sure that we can account for the money in a way that would make the state happy, works for the Larimer finance director, etc.

The online application has been completed by Staff, although not submitted. The documentation that the state requires is pretty De minimis to apply—accepting anything from official Board action to an e-mail from the Town Manager.

Accordingly, I'm requesting a simple motion from the Board to meet this requirement.

Motion

I move to direct the Town Manager to submit an application for the SB 20B-001 Small Business Relief program.

5-Star Program

Background

When the state recently moved all Larimer and Weld Counties back into Red on the dial and closed the restaurants, the Governor was pressed by the Larimer County BOCC among others to allow counties to offer an opportunity just like they were allowed to do in Mesa County, where earlier this year they offered the 5-star program, where restaurants, gyms, etc., could operate at a level below the county (less restrictive), if they were pre-certified by the county because they met higher standards of safety. For example, they have their tables 10' apart, have signage for mask usage, have good cleaning protocols, screen staff, good hvac/filtration system, have a reservation system/don't allow congregating, etc. The state was willing to pursue this, and recently launched the program with the intent of it being a county-run program.

Discussion

The Greeley Chamber apparently approached the Weld Commissioners about their willingness to apply for the program—the Weld BOCC wasn't interested. Similar to the SB1 issue above, this means that our businesses on the Larimer side have a path to reopen, while the Weld folks only open their doors at the risk of the state liquor authority closing them back down. This will ultimately be a decision that the Town Board needs to make, but right now we are researching/pursuing three different routes for the Town.

- a. Enter into an IGA with Larimer County, as earlier this week they launched their Level Up program: I have met with Linda Hoffman a couple of times to see if the County could legally extend this program into the Weld side of Town. As this is an agreement between the county health department and the governor's office, there are a lot of questions as to whether this would be possible. The short answer is that if the state will allow it, the Larimer BOCC is more than willing to work with us to make it happen.
- b. Enter into a partnership with Greeley-Evans: Following the BOCC's decision not to pursue the program, the Greeley-Evans Chamber went to work with the communities, and they have been in contact with the state about its willingness to allow cities to administer the program if their county is unwilling or unable to do so. As far as I understand, thus far no municipality has been approved to administer this program as it really was designed and intended to be implemented at the county level. Windsor staff met with Greeley staff multiple times last week about their willingness to amend their plan to include Windsor—Greeley seems very willing to work with us on this.

The Greeley application was submitted on December 30th and isn't likely to be approved until the week of January 4th (assuming that the state will approve it). The idea would be that once approved, Greeley would amend its application to include the Town, and we would have a few hurdles to clear including: sign off from local hospitals, official action by this Board, letter from Chief Klimek, establishing

- c. Launch our own program: This is the least attractive option; the applications run about 25 pages long, and there is a lot of detail contained including setting up committees, having a health professional on the committee, designated budgets, plans for every detail, etc. Given the size of the Town and our resources available, it would be much quicker and more efficient to partner with one of the larger organizations that has this infrastructure built. Nevertheless, Staff has been digging the application apart and determining what we need to put together if this is our only option.

A big challenge with all of these paths is that seemingly everyone at the state that we need to speak to is on vacation this week. We have reached out and haven't heard back from anyone, so I'm not certain which basket to put our eggs into. Once Staff has received this direction from the State, this item will come back as a regular item of business for Board action unless the Board indicates tonight that it does not want Staff to pursue the program.