



PARKS, RECREATION, AND CULTURE REGULAR MEETING

June 3, 2025 - 6:00 PM
Community Recreation Center, 250 N. 11th Street Windsor, CO
80550

AGENDA

A. CALL TO ORDER

1. Roll Call
2. Review of Agenda by the Board and Addition of Items of New Business to the Agenda for Consideration
3. Liaison Reports
 - Town Board Liaison
 - Weld RE-4 School District
4. Public Invited to be Heard

B. CONSENT CALENDAR

1. Minutes (May 6, 2025)

C. BOARD REVIEW/DISCUSSION

1. Kyger and Windsor Lake Survey
2. 2025 Project Update Tour

D. COMMUNICATIONS

1. Staff
2. Board

E. 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.



Parks Recreation & Culture Regular Meeting

May 6, 2025 - 6:00 PM
Community Recreation Center
250 N.11th Street, Windsor, CO 80550

MINUTES

A. CALL TO ORDER

MS. BOUCHARD CALLED THE MEETING TO ORDER AT 6:00 PM

1. Roll Call

Present: Vanessa Bouchard/Chair
Nick Mask/Co-Chair
Jim Giffin
Jean Labus
Patrick Lightfoot
Michael Nagl

Mark Leach – School Board Liaison
Ken Symsack – Town Board Liaison

Also Present: Bobby Warner – Recreation Manager
Wade Willis – Open Space & Trails Manager
Craig Ellingson – Parks Operations Manager
Kendra Martin – Facilities and Operations Manager
Eric Lucas – Deputy Town Manager
Tiki Lee – Athletics Supervisor
Kristy Zulkoski – Administrative Specialist

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

- Mr. Mask requested to add an update on Future Legends under Board Review/Discussion C.2

MS. LABUS MOVED TO APPROVE THE AGENDA AS AMENDED. MR. GIFFIN SECONDED THE MOTION. ALL MEMBERS PRESENT VOTED AYE. MOTION CARRIED.

3. Liaison Reports

- Town Board Liaison/Ken Symsack
 - Recognized the Windsor High School Wrestling Team by proclamation
 - Colorado Youth Outdoors and National Archery School, did approve the resolution for youth to have the ability to use shotguns and bow and arrows to hunt turkeys at Kodak Open Space, supported by Colorado Parks & Wildlife who will issuing tags
 - Recognition of the Arbor Day Poster and Poetry Contest winners
 - State outlawed selling of puppies and cats from cars and public spaces, second reading on Tuesday for Town

- Weld RE-4 School District/Mark Leach (via e-mail)
 - Took a full tour of Ridgeline Middle School, beautiful building, great gym with several basketball courts and running track
 - Board is updating the events schedule for summer, will be attending the concerts at Boardwalk, Severance Days and Windsor Harvest Festival
 - It's Teacher Appreciation Week, delivered cookies to all schools to show the Board's appreciation
 - CEBT open enrollment for staff
 - Weld RE-4 Secondary Art Show at University of Northern Colorado Campus Commons on May 9th from 5:00 – 7:00 pm, will highlight both high schools
 - Rangeview Elementary is holding their final concert tonight featuring the Trail Singers including 66 students
 - 4th Annual Friday Night Lights for Severance High School is August 22nd, partnership with town of Severance to kick off Severance Days
 - District Wellness Committee has been participating in Spring into Motion, walking challenge
 - Superintendent Scallon sent her newsletter, includes last day of school May 22nd, job opportunities, camps and summer activities through Parks, Recreation & Culture and reading program through Clearview Library
 - Windsor Middle School performing arts put on their spring musical of Mary Poppins K-1st through 3rd
 - Hired Jenny Clark as Director of Special Education, coming from District 6, brings a wealth of knowledge
 - Last BOE meeting celebrated the Windsor High School Boys Basketball and Wrestling Champions, heard from the Severance Student Council who provided highlights, Windsor High School Drama team provided highlights about their trip to New York, highlighted WHS teacher/cadet program – similar to student teaching for those students who are interested in going into the teaching field

4. Public Invited to be Heard

- Nancy Frase – Windsor resident serving on the Planning Commission as an Alternate and on the Ad Hoc Charter Committee
 - Will be discussing next week on how to protect the open space that was just purchased from future boards and take extra steps beyond the ballot measure, open space in the PRC Strategic Plan includes golf courses and FFA educational farming sites, change requirements as far as the process, reviewal and hearings, recommendation hopefully next week
 - Mr. Willis – contacted by Mr. Hale about the request, passed along a PowerPoint with options
 - Mr. Lucas – the Commission is talking about making several recommendations that will then go to the Town Board to decide whether it will be put on ballot for next year's election, making additional hurdles, protections, define no building

B. CONSENT CALENDAR

1. Minutes from April 1, 2025

MR. GIFFIN MOVED TO APPROVE THE APRIL 1, 2025, MINUTES AS RESENTED. MR. SYMSACK SECONDED THE MOTION. ALL MEMBERS

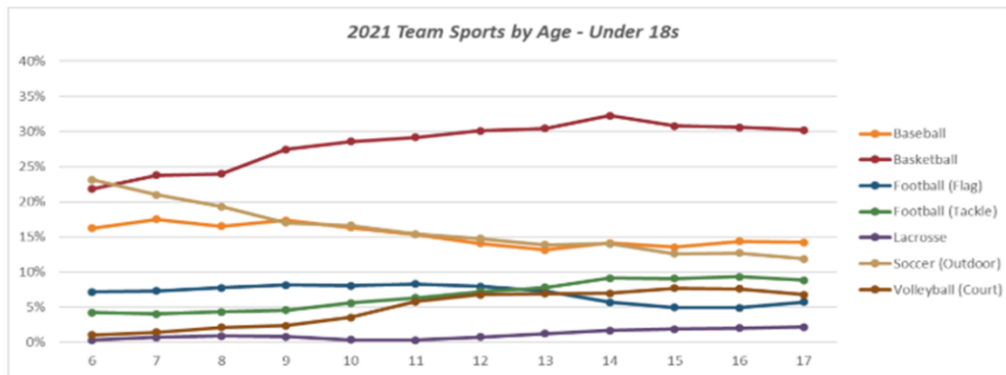
PRESENT VOTED AYE. MOTION CARRIED.

C. BOARD REVIEW/DISCUSSION

1. Athletics Presentation – Numbers & Trends

- Bobby Warner/Recreation Manager & Matthew “Tiki” Lee/Recreation Supervisor
- Sports Participation Trends
 - National Trends
 - Baseball, football and basketball are the most watched
 - Soccer is the most played a lot at a young age – great sport to learn to play other sports due to eye/foot coordination, fairly inexpensive

National Trends



Source: Sports & Fitness Industry Association



- Why adults say they quit sports as a child
 - ❖ They didn't have fun – 45%
 - ❖ They felt like they were not a good a player – 31%
 - ❖ They wanted to focus on grades – 16%
 - ❖ They had a health problem or injury – 16%
 - ❖ They could not afford sports – 16%
 - ❖ They had an issue with team members – 15%
 - ❖ They had interest in other clubs and activities – 14%
 - ❖ Thy had be abused by a coach – 8%
- Participation Trends - State of Play 2024, Project Play
 - ❖ The LA84 Foundation survey found two-thirds of parents (68%) say youth sports are becoming too specialized
 - ❖ Children are returning to pre-COVID sports participation rates
 - ❖ Colorado participation ages 6-17 who played on a team (54.9%)
 - ❖ Flag Football increased 6% and become the fastest growing sport in the US – now a sanctioned sport for girls
 - ❖ Soccer is the sport that kids often play fist but immediately soccer starts losing them as travel teams form
 - ❖ Household income \$100k plus, participation ages 6-17 is 40.7%, \$25k, participation ages 6-17 is 25.1%
- The Price of Youth Sports
 - ❖ Town offers free Skills Challenges for basketball and baseball and other free sports camps

❖ Windsor Reduced Fees Program and Severance Youth Scholarship Program – funded by Windsor Town Board and Weld County United Way

- Applications available at the CRC and online
- Must be a Windsor or Severance Resident and meet income eligibility requirements
- Windsor residents – up to \$300 for youth under 18
- Severance residents – up to \$100 for youth under 18

- Local Trends – Windsor P&R Participation Numbers (2024)
 - Youth Soccer – the most participants, two seasons, 2,067 participants, 222 teams
 - Youth Basketball – boys, girls and pee wee split into fall and winter, 1,090 participants, 122 teams
 - Baseball/Softball – 1,254 participants, 102 teams
 - Football – two seasons, 955 participants, 92 teams
 - Volleyball – 2024 & 2025 a combined 550 participants, 61 teams, now offering fall and spring seasons
 - Tennis – 160 participants
 - Track – 170 participants

Town of Windsor Parks, Recreation & Culture
Athletic participants comparisons 2021-24 and Spring 2025

Youth Sports	2021		2022		2023		2024		2025 Spring only		Notes
	Participants	Teams	Participants	Teams	Participants	Teams	Participants	Teams	Participants	Teams	
Baseball Rec	568	44	608	50	656	54	610	55	636	53	
Baseball Comp	144		180		156	14	216	18	187	17	Turned away five (5) Baseball Comp teams due to facility space
Baseball Comp HS							51	9			CP Aurora Club has been used for HS baseball as a rental and overflow for MHS
Baseball Youth	1078		1037		996	105	1020	122			
Football Youth (Flag & Tackle)	748		928		901	96	995	92	423	44	
Lacrosse Youth	174		0		0	0	0	0			In 2023, Windsor Bulldogs Lacrosse five (5) teams, approx. 105 participants
Soccer Youth	2069		2049		2367	229	2067	222	923	111	After Fall 2023, Windsor Warriors moved to Aurora Legends, Lightning Academy
Softball Comp	195		156		216	19	304	17	132	11	Turned away three (3) Softball Comp teams due to facility space
Softball Rec	184		185		186	16	173	14	192	18	
Tennis Youth	77		97		150	1	160	1			
Track Youth	125		143		174	1	170	1			Lost 28 kids in 2024 track season due to hallway move to SMS because of WHS red carpeting forcing around track
Volleyball Youth	268		296		218	23	291	35	250	26	
Total	5,580	46	5,681	98	6,018	158	6,027	575	2,743	278	

Adult Sports	2021		2022		2023		2024		2025 Spring only		Notes
	Participants	Teams	Participants	Teams	Participants	Teams	Participants	Teams	Participants	Teams	
Basketball Adult	256	13	264	22	264	22	384	33	180	16	
Kickball Adult	98	7	116	9	190	14	154	11			
Softball Adult	504	16	770	55	812	58	812	58	310	15	
Volleyball Adult	72	8	0	0	108	12	72	8	72	8	
Total	930	44	1,150	96	1,374	106	1,422	108	562	39	

Field Used, Youth	2021		2022		2023		2024		2025 Spring only		Notes
	# Fields	# Facilities	# Fields	# Facilities	# Fields	# Facilities	# Fields	# Facilities	# Fields	# Facilities	
Baseball / Softball, Comp	12	5							12	5	
Baseball, Comp HS	7	3							7	3	HS Spring sports
Football Youth (Flag & Tackle)	38	6							38	6	Multiple teams on one field per time slot
Soccer Youth	38	6							38	6	Multiple teams on one field per time slot
Total	85	20							85	20	

Fields Used, Adult Sports	2021		2022		2023		2024		2025 Spring only		Notes
	# Fields	# Facilities	# Fields	# Facilities	# Fields	# Facilities	# Fields	# Facilities	# Fields	# Facilities	
Softball Adult	3	1							3	1	
Total	3	1							3	1	

- Maximized Facility Challenges
 - Baseball/Softball – 12 fields in 5 facilities, in 2025, so far have turned away five baseball and three softball teams
 - Soccer and Flag Football use 50 fields in 12 facilities
 - Adult Sports use many of the same facilities and take a backseat to Youth Sports, in 2024, almost 1,500 participants, 109 teams, increasing more due to post-COVID, population growth, better promotion and offering various times/seasons
- Facility History
 - No new Town of Windsor baseball/softball game fields since

2. Future Legends Update/Discussion

- Eric Lucas/Deputy Town Manager
 - Background to how we got here, will not give away legal strategy or discussion in Executive Sessions, currently in numerous lawsuits
 - In 2018, the Town made the decision to give the Future Legends group 100 acres which was Diamond Valley as an economic development incentive
 - Includes the three baseball fields that were there at a value of about three and half to four million dollars, has to remain that site as a sports related focus through 2038 and build two multi-purpose fields
 - Claw back for Fifty acres, dome was built on that, so the piece land goes away from the claw back
 - Shared Use Agreement which gives Windsor first right of refusal for the three fields and the two multi-purpose fields
 - Intention by Future Legends was not to water anything since everything would be turf, no need for non-potable water, lease agreement created for costs of water in case they need to water grass, worked for awhile
 - In early 2023, we issued Temporary Certificate of Occupancy for the dome, pickleball courts and the collegiate field – electrical, restrooms and other finishes still needed to be done in the dome, has been completed, but there is still an attached restaurant/bar/bathrooms, site lighting, parking lot asphalt, Eastman Road access and open safety hazards have not been completed, TCO's traditionally expire, Windsor has renewed 7-8 times
 - August of 2024, Windsor issued a letter letting them know that we were not longer going to continue to renew the TCO's, going to let them expire in October or get the items done and a Certificate of Occupancy would be given, reminded in early October about the expiration, in that same time frame, US Eagle a lender of \$45 million had gone to court to have a receiver put in place over the dome, when that happened and knowing that the TCO's were going to expire, Future Legends declared bankruptcy in a Nevada court which means all representation has to be licensed in Nevada
 - Bankruptcy court issued a temporary restraining order telling Windsor to keep issuing the TCO's and kept moving the date for about six months, case was dismissed about a month ago, was filed wrong and issued one year denial and Future Legends can't come back to bankruptcy court for a year
 - Immediately, Future Legends then filed a lawsuit a 1983 Claim Civil Rights Lawsuit in Colorado State Court against Windsor claiming that we have violated their civil rights and that a TCO was a property right, they lost
 - Have filed three times, but keep filing wrong
 - Filed another lawsuit yesterday in District Court claiming that Windsor interpreted our code wrong, they believe they should be able to appeal to the Board of Adjustments, Windsor sees it totally different, Windsor has filed a motion to dismiss the case at the State and County levels
 - Throughout the process from bankruptcy court to this past month, Future Legends keeps trying coming back through the Federal Bankruptcy Court saying we want to get their permit, Windsor tried to give it and their checks bounced, they also claimed that Windsor was changing the electrical laws, the State changed the electrical code in the interim, therefore, they had to re-do their

- plans and tried to blame Windsor
 - Was made aware on Monday that Future Legends owed \$6,000 in potable water, Windsor turned off their potable water, just like shut-down for anyone else, in the middle of last season, it was realized they were not paying their non-potable water as well to the tune of \$63,000, decided not to shut off at that time due to our programming still happening out there with the caveat that in the spring of this year, they would owe for last year and this year in advance, around \$123,000 total, non-potable water was then shut off on Monday and didn't hear a thing, on Wednesday the Parks team sees irrigation going on, sent staff out to see why the water was on, shut it off and lock/chain it, they realized they didn't have water
 - Thursday Future Legends locked Windsor out, the Town sent them a letter stating that they are in violation of the Shared Use Agreement, was let back in on Friday
 - Currently, using the three baseball fields, have not been using the multi-purpose fields since 2022 since they were not built incorrectly and unsafe for use and play, Town has put them on notice, but they have opened them back up
 - If they don't pay their water bill, the fields will get to the point where they are not playable and the Town will issue a letter with their notice to get the Shared Use Agreement back right, thirty days to do so, if not, see us suing them for breach of contract
- Ms. Bouchard
 - Option for the Town to buy back with a discount or has anyone approached about purchasing
 - No interest from the Town or others, either the owner will comply, pay and complete the project or another buyer will come in and take it over
- Mr. Mask
 - Sent emails to Mr. Lucas, Mr. Hale and the Town Attorney about the situation
 - Mr. Hale did take the time to respond over the weekend, very thankful for his response, the Town is using all possible avenues to protect the interests of the community and town
 - Biggest concern is when the delays and issues trickle down to our youth and sports offerings
 - Have been anticipating for the loss of field space, paid to put lights in another community to add the ability to have more field space or build some artificial turf fields potentially at LaBue or the North Campus this fall to have them up and running for the spring at least for the interim, don't want to impact space where a future facility could go
 - Being very careful with providing field/athletic space to those groups who use Future Legends due to Tortious Interference

D. COMMUNICATIONS

1. Staff

- Mr. Willis
 - Kyger, for all intent and purpose is complete, finished seeding this week, still some small details, formal grand opening in June, permitted paddling
 - New Open Space Technician Lead position will open soon, will be a significant help for open space & trails management

- Working with the Lake Canal Ditch Company on a lease for recreational access to the pond and trail on the newly acquired land by the new middle school
- Mr. Ellingson
 - Arbor Day Celebrations hosted by Forestry and Tree Board - Town Board recognition for poster and poetry contest winners at Main Park, presentation and tree planting at Grandview and Orchard Hill, seedlings distributed, 63 trees sold at the Tree Sale
 - Davey's Resource Group out of Fort Collins completed a tree inventory for all Town of Windsor properties, 5,540 trees, provided risk assessments – 30 dead or need replacement, Tree Keeper software to individually care and maintain each tree
 - Converting Aaron Cook Field at Chimney Park, going from natural grass to artificial turf, installation next week, complete around Memorial Day or right after
 - Main Park playground replacement is happening, all materials were delivered yesterday, will continue demo tomorrow or Thursday and will be completed before Memorial Day if all goes well
 - Vandalism – Covenant Park playground fire, Chimney Park restroom fire, Main Park restroom renovation, looking at increasing fiber and cameras in all the parks
 - Irrigation systems in majority of parks are up and running, later start for HOA's and golf courses
- Mr. Warner
 - Obtained Certificate of Occupancy for Eaton House and Dickey Farmhouse at Halfway Homestead, start programming this summer
- Ms. Martin
 - Hiring 70 Seasonals for Aquatics
 - Resurfacing project at Chimney Park Pool
 - Determining the best way to block off Riverwalk Experience due to bridge construction on 7th Street
 - Master Plan for Kyger and Windsor Lake
 - Awarded RDG for the Future Facility Study, will tour other rec centers, will host meetings for public comment throughout the summer

2. Board

- No Report

E. ADJOURN

**MR. MASK MOVED TO ADJOURN. MS. LABUS SECONDED THE MOTION.
MEETING WAS ADJOURNED AT 7:57 PM**

Submitted by: Kristy Zulkoski/Administrative Specialist

Name/Board Chair

Date