



TOWN BOARD WORK SESSION

September 22, 2025 - 5:30 PM

1st Floor Conference Room, 301 Walnut Street, Windsor, CO 80550

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

AGENDA

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

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

WORK SESSION AGENDA ITEMS

1. New Hire Meet the Board
2. Reserved Powers - Standardized Petition Process - Geoff Wilson, Attorney; K. Frawley, Town Clerk
3. Electric Vehicle and Golf Car Regulations discussion - J. Paul, Police Commander
4. Future Meetings Agenda

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



MEMORANDUM

Date: September 22, 2025
To: Mayor and Town Board
From: Kevin Cornelison, HR Manager
Re: New Hire Meet the Board
Item #: 1.

Background / Discussion:

Employee Name	Position Title	Department Head	Date of Hire
Hugh Justice	IT Analyst I	Eric Lucas	2/18/2025
Gina Lujan	Utility Billing Coordinator II	Dean Moyer	2/24/2025
Michael Hersh	Facilities Services Supervisor	Tara Fotsch	2/18/2025
Amy Hodge	Recreation Supervisor	Tara Fotsch	3/3/2025
Julie Hoffman	Facilities Specialist	Tara Fotsch	4/14/2025
Sandra Sheffler	Revenue Generalist	Dean Moyer	3/17/2025

Financial Impact:

Relationship to Strategic Plan:

Recommendation:

CC:

Attachments:



MEMORANDUM

Date: September 22, 2025
To: Mayor and Town Board
From: Karen Frawley, Town Clerk
Re: Reserved Powers - Standardized Petition Process - Geoff Wilson, Attorney; K. Frawley, Town Clerk
Item #: 2.

Background / Discussion:

Introduction:

When Colorado voters were conferring most legislative powers to State and local governments in the Colorado Constitution, they "reserved" for themselves certain powers. At the municipal level, voters reserved the power to (a) initiate ordinances, (b) to reconsider ordinances through referendum, (c) to recall elected officials, and (d) to initiate home rule charter amendments. Each of these "reserved powers" is exercised through a citizen petition process, which, if successful, results in the matter being presented to voters at an election.

The reserved powers are located in various articles of the Colorado Constitution. The manner of exercise of these four powers is located in various locations throughout the Colorado Revised Statutes. The State statutes relating to the reserved powers set forth processes that are similar, but not necessarily the same, and vary widely in degrees of detail. At the local level (and Windsor is no exception), Charter and ordinance provisions may supplement or supersede State law provisions.

As a consequence, Windsor citizens who wish to exercise their reserved powers, are obliged to locate, navigate and reconcile a wide variety of laws, many of which are located in separate locations, and which are at times inconsistent. Various petition forms and processes may apply. Besides citizens, town staff, especially the Town Clerk and attorney, invariably spend a lot of time finding and determining what law applies. The opportunity for omissions and other inadvertent mistakes abounds. Fortunately, for Windsor, as a Colorado home rule town, it doesn't have to be this way in Windsor.

Purpose:

The purpose of this concept is to simplify the exercise of the reserved powers by Windsor voters, for the benefit of town voters and town staff alike. A principal object is to make it easier for citizens to find the law that applies to whichever reserved power they are interested in, and to present in the Code a standardized petitioning process for all the reserved powers.

This concept is meant to simplify and standardize exercise of these powers. Every effort will be made to reconcile various applicable laws, whether Charter provisions or State law, without *diminishing* any of these powers, as presently reserved by Windsor voters.

In standardizing the petitioning processes, some deadlines are extended or reduced, while generally favoring the more liberal choice.

Major elements of the concept include:

1. Creates a separate Code section for each reserved power; initiative, referendum, recall and initiated charter amendments.
2. Creates a standard petitioning process for all the reserved powers. This section will supersede State law and provide predictability for Windsor voters, obviating the need to watch for changes

in State law. The standardized process also fills in various aspects of the petition process not found in each of the relevant State statutes, addressing omissions that have spawned all sorts of uncertainty over the years.

3. Incorporates all major language from the Charter relating to each of the reserved powers into relevant Code section. This will save citizens and staff from having to jump back and forth between the Code and Charter, and will integrate Charter limits with applicable Code provisions for additional clarity.
4. Provides in the Code section for each reserved power what law applies to that portion of the process *before* and *following* the petitioning phase.
5. Provides that the Town Clerk will provide templates for various forms of petition, which will eliminate a lot of back and forth with petition proponents while the details of the petition form are finalized. The role of the petition proponents as to petition section development is made clear.

Financial Impact:

This project is estimated to take around 25 hours and approximately \$7,500.00.

Relationship to Strategic Plan:

Recommendation:

CC:

Attachments:



MEMORANDUM

Date: September 22, 2025
To: Mayor and Town Board
From:
Re: Electric Vehicle and Golf Car Regulations discussion - J. Paul, Police Commander
Item #: 3.

Background / Discussion:

Financial Impact:

Relationship to Strategic Plan:

Recommendation:

CC:

Attachments:

1. E-vehicle ordinance presentation town board



Traffic Safety Unit



E-Vehicles in Windsor: Draft Ordinance



Recommendations

1. **Toy Vehicles:** To close the CRS gap, prohibit operation on town sidewalks, in addition to the existing state ban on roads. Include an exemption for Children's Low-Speed Electric Toy that reaches a maximum speed of 5 mph.
2. **Off-Highway Vehicles (OHVs):** Prohibit OHVs on roads and sidewalks to enable local enforcement (§ 33-14.5-108 only covers roads).
3. **Electric Unicycles:** Establish definitions and mirror low speed electric vehicle operation rules.
 - Prohibit operation above 25 mph regardless of device capability ([Unicycle in traffic](#))
 - Same LSEV prohibited locations
 - Not allowed on sidewalks
 - Must ride as close as practicable to the right-hand curb or edge of the roadway
 - Minimum operator age and helmet requirement



Recommendations & Feedback

4. **Juvenile Operation:** Create clear guidelines and parental responsibility provisions to prevent illegal operation (i.e. Broomfield § 10-16-040 – Responsibility of Adults for Minors)
 - Proposed: Vehicle Operation Responsibility of Adults for Minors – It shall be unlawful for any parent, guardian, or other adult to knowingly authorize, assist, permit, or encourage any minor to operate any motor vehicle, off-highway vehicle, toy vehicle, electric vehicle, or other recreational vehicle in violation of any provision of the Windsor Municipal Code or applicable state law.
5. **Downtown Dismount Zone:** Designate a sidewalk pedestrian-priority area where riders must dismount or must ride as close as practicable to the right-hand curb or edge of the roadway, on 392 between 7th Street and 3rd Street.
6. **Speed Limit Adjustment:** Consider lowering New Liberty Road to 35 mph; maintain CRS prohibition on golf carts ([Allowances Map](#))





Toy Vehicles

1. Toy Vehicles: To close the CRS gap, prohibit operation on town sidewalks, in addition to the existing state ban on roads. Include an exemption for Children's Low-Speed Electric Toy that reaches a maximum speed of 5 mph.

Toy vehicle defined.

- *Toy vehicle* means any vehicle that has wheels and is not designed for use on public highways, sidewalks or for off-road use.
- Toy vehicle includes, but is not limited to, gas-powered or electric-powered vehicles commonly known as electric unicycles, minibikes, "pocket" bikes, kamikaze boards, go-peds, and stand-up scooters.
- Toy vehicle does not include electric scooters, off-highway vehicles, or snowmobiles.



Toy Vehicles contd.

Operation of Toy Vehicles Prohibited

- It is unlawful to operate any Toy Vehicle upon or within any Town street, alley, roadway, highway, shoulder, median, sidewalk, pedestrian way, multi-use path, bicycle lane or path, trail, park, open space, public right-of-way, or other Town-owned or Town-controlled property.
- No Toy Vehicle routes are designated within the Town. The Town does not authorize Toy Vehicle operation on any street or highway within its jurisdiction.
- It shall be unlawful to operate any toy vehicle on any sidewalks located within the Town, with the exception of children's low-speed electric toy that reaches a maximum speed of 5 miles per hour.
- It shall be unlawful for any parent, guardian, legal custodian, or any adult to authorize, assist, permit, or encourage any minor to operate any toy vehicle in violation of the provisions of this Article.





Off-Highway Vehicles (OHVs)

2. Off-Highway Vehicles (OHVs):

Prohibit OHVs on roads and sidewalks to enable local enforcement (§ 33-14.5-108 only covers roads).

Off-highway vehicle defined

- Off-highway vehicle means any self-propelled vehicle that is designed to travel on wheels or tracks in contact with the ground, designed primarily for use off of the public highways, and generally and commonly used to transport persons for recreational purposes.



OHV contd.

- Operation prohibited on public ways and property
- It is unlawful to operate an OHV upon or within any Town street, alley, roadway, highway, shoulder, median, sidewalk, pedestrian way, multi-use path, bicycle lane or path, trail, park, open space, public right-of-way, or other Town-owned or Town-controlled property.
- No OHV routes are designated within the Town. The Town does not authorize OHV operation on any street or highway within its jurisdiction.



Electric Unicycles

3. Electric Unicycles: Establish definitions and mirror low speed electric vehicle operation rules.

- Prohibit operation above 25 mph regardless of device capability ([Unicycle in traffic](#))
- Same LSEV prohibited locations
- Not allowed on sidewalks
- Must ride as close as practicable to the right-hand curb or edge of the roadway
- Minimum operator age and helmet requirement

- **Identified Issues:**

- No speedometers
- No state regulations
 - lights/reflectors, signals, protective gear, etc
- Does not fall under any category
 - i.e. Toy vehicles, OHVs, LSEV, etc.



Electric Unicycles contd.

- Classify E-Unicycles in the section of “Toy Vehicles”
- This would prohibit E-Unicycles on any town street, sidewalk, trail, or in any park



Parental Responsibilities

4. Juvenile Operation: Create clear guidelines and parental responsibility provisions to prevent illegal operation (i.e. Broomfield § 10-16-040 – Responsibility of Adults for Minors).

- Vehicle Operation Responsibility of Adults for Minors
- It shall be unlawful for any parent, guardian, or other adult to knowingly authorize, assist, permit, or encourage any minor to operate any motor vehicle, off-highway vehicle, toy vehicle, electric vehicle, or other recreational vehicle in violation of any provision of the Windsor Municipal Code or applicable state law.





Designated Dismount Zone

5. **Downtown Dismount Zone:**

Designate a sidewalk pedestrian-priority area where riders must dismount or must ride as close as practicable to the right-hand curb or edge of the roadway, on 392 between 7th Street and 3rd Street.

- Add to Bicycles, E-Bikes, and Electric Scooters section
- Prohibited by official traffic control device, signs designating a dismount zone
 - **Ability to place dismount zone signs where needed in town**



New Liberty Speed Limit

6. **Speed Limit Adjustment:**

Consider lowering New Liberty Road to 35 mph; maintain CRS prohibition on golf carts

- Currently working with TOW traffic engineering for speed study
- Also updating town ordinance to golf cart and LSEV regulations:
 - Making ordinance reflect that LSEVs are “dual purpose” allowing them the same abilities as golf carts
 - Prohibiting golf carts and LSEVs from Poudre Trail
 - Allowing golf carts and LSEVs on designated paths around golf courses/neighborhoods





FUTURE TOWN BOARD MEETINGS

September 29, 2025	Canceled – 5 th Monday
October 4, 2025 (Saturday) 8:00 a.m.	Town Board Work Session (Community Development Building) Budget: Operating Requests
October 6, 2025	Canceled – 1 st Monday
October 13, 2025 5:30 p.m.	Town Board Work Session Board/Manager/Attorney Monthly Meeting Front Range Energy – Carbon Storage Solutions Subsurface - Easement Acquisition – Uwyo Connection Right-of-Way Regulation Discussion
October 13, 2025 7:00 p.m.	Town Board Regular Meeting
October 20, 2025 5:30 p.m.	Town Board Work Session Budget: Utility Rates for 2026
October 27, 2025 5:30 p.m.	Town Board Work Session Meet the Board – New Hires Colorado EV Charging Code and Landscape Code
October 27, 2025 7:00 p.m.	Town Board Regular Meeting
November 3, 2025	Canceled – 1 st Monday
November 10, 2025 5:30 p.m.	Town Board Work Session Board/Manager/Attorney Monthly Meeting Budget: Wrap-Up/Revisions
November 10, 2025 6:45 p.m.	Kern Board Meeting
November 10, 2025 7:00 p.m.	Town Board Regular Meeting
November 17, 2025 5:30 p.m.	Town Board Work Session Budget: WDA Budget Presentation
November 24, 2025 5:30 p.m.	Town Board Work Session New Hire – Meet the Board Hauler Licensing Discussion

November 24, 2025 7:00 p.m.	Town Board Regular Meeting
December 1, 2025	Canceled – 1 st Monday
December 8, 2025 5:30 p.m.	Town Board Work Session Board/Manager/Attorney Monthly Meeting
December 8, 2025 7:00 p.m.	Town Board Regular Meeting
December 15, 2025 5:30 p.m.	Town Board Work Session
December 22, 2025 5:30 p.m.	Town Board Work Session Meet the Board – New Hires
December 22, 2025 7:00 p.m.	Town Board Regular Meeting
December 29, 2025	Canceled – 5 th Monday

Future Work Session Topics

- Wildland Resiliency Code presentation – 2026
- Camping Ban