



PARKS, RECREATION, AND CULTURE REGULAR MEETING

January 6, 2026 - 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 (December 2, 2025)

C. BOARD REVIEW/DISCUSSION

1. 2025 Year In Review

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

December 2, 2025 - 6:00 PM
Community Recreation Center
250 N.11th Street, Windsor, CO 80550

MINUTES

A. MS. BOUCHARD CALLED THE MEETING TO ORDER AT 6:02 PM

1. Roll Call

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

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

Also Present: Tara Fotsch – Parks, Recreation & Culture Director
Craig Ellingson – Parks Operations Manager
Kendra Martin – Operations & Facilities Manager
Bobby Warner – Recreation Manager
Wade Willis – Open Space & Trails Manager
Kristy Zulkoski – Administrative Specialist

Kristina Kachur-Webb – Logan Simpson Design
Andrew Braker – Logan Simpson Design
Annie Engen – Logan Simpson Design

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

- Add Potential Windsor Museum Acquisitions 2025 007-015 under Board Review/Discussion C.3.

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
 - Budget was finalized and approved last Monday
 - Town Manager, Town Attorney, Municipal Judge and Prosecutor were all rehired
 - EV charging station ordinances, removing barriers for businesses to putting in stations per state law
 - Landscaping ordinance

- Right away regulations
 - Finished up Psilocybin mushrooms zoning
 - Garage sales only three days a year, unless HOA is more strict
 - Sex offender set backs
 - Redlight camera ordinance to regulate at 7th and Main, grace period, non-owner driver will not be sited if driving different car
 - Took possession of the two newest murals, Hayden Outdoors and Down Dog, match program, \$5,000 from the Town, \$5,000 from DDA, property owner picks up remaining, Town has easement control for five years
 - Cobb Lake Water Authority Amendment Agreement – waste water treatment plant funding, increase in water bills by 26%, bond taken out and a large water main break at 15th Street and Main unexpected \$6M
 - Discussed the Poudre River Trial Corridor IGA
 - Increased the carbon storage project for the carbon capture at the Great Western Industrial Complex
 - Library District Board appointments
 - Electric scooter and low powered vehicle regulations
- Weld RE-4 School District/Mark Leach
 - Severance High School FFA presented on their national trip
 - Fall play productions by Windsor High School – The Girl who Built Monsters and Severance High School – Joseph and the Amazing Technicolor Dreamcoat
 - Windsor High Football playing for State Championship at CSU's Canvas Stadium this Saturday at 10:00 am vs. Pamona
 - Board will be attending CASB in Colorado Springs December 9th - 14th
 - Offered WSEA an MOU in lieu of a Master Contractor, have until January 1st to sign and agree – asking for duty-free lunches, increases in pay, restrictions on meetings
 - Severance High School Senior passed away last week

4. Public Invited to be Heard

- Juliet Mask (Mr. Mask's daughter) - all parks should have zip lines

B. CONSENT CALENDAR

1. Minutes from October 7, 2025

MR. SYMSACK MOVED TO APPROVE THE OCTOBER 7, 2025 MINUTES AS PRESENTED. MR. MASK SECONDED THE MOTION. ALL MEMBERS PRESENT VOTED AYE. MOTION CARRIED.

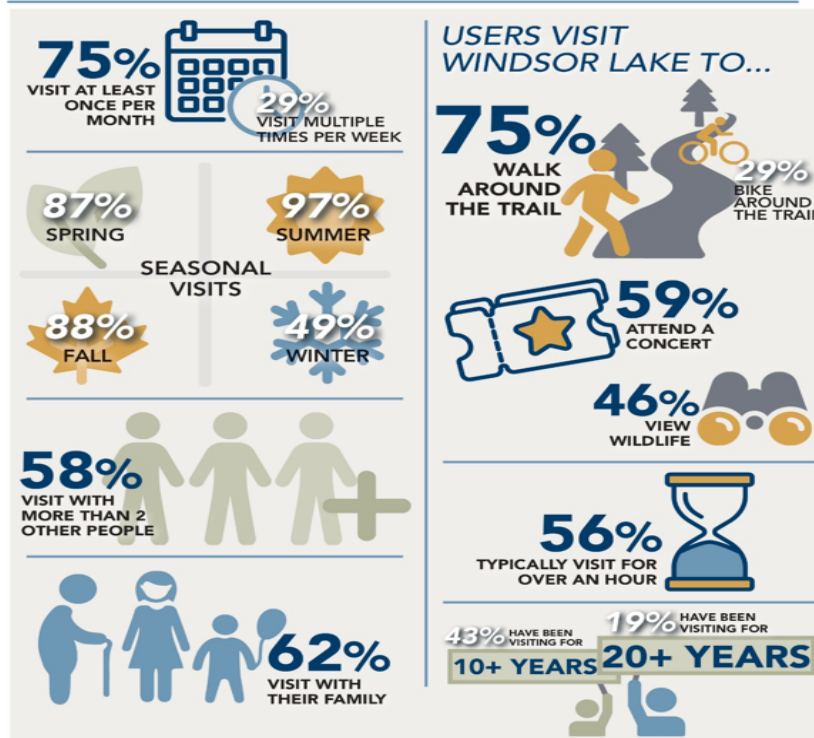
C. BOARD REVIEW/DISCUSSION

1. Windsor Lake & Kyger Management Plans

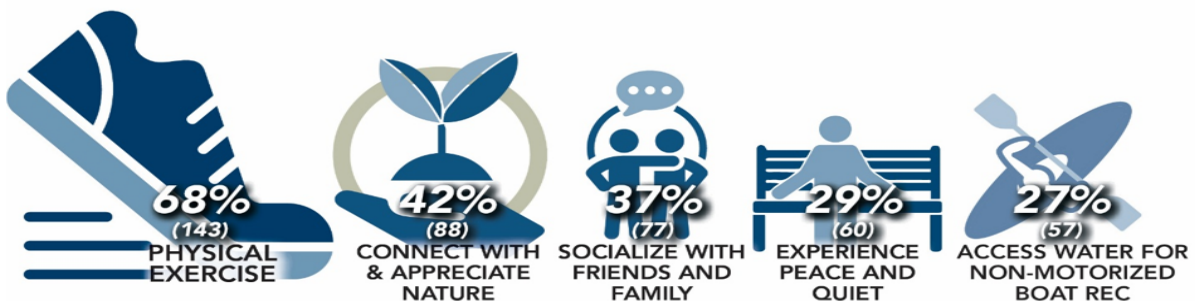
- Recreation and Preservation Strategies
- Two separate documents
- Windsor Lake
 - Process
 - Project Team site visit

- Public questionnaire
- Spot count monitoring
- Peer community interviews
- Update Vision
- Update Goals
- Provide recommendations
- Engagement Results

PATTERNS OF USE AT WINDSOR LAKE



COMMUNITY VALUES WINDSOR LAKE RESPONDENTS



- Updated Vision
 - As the central amenity in the downtown area, Windsor Lake will welcome the entire community to recreate and convene along its shores and on the water. The lake will provide an attractive setting for a diversity of recreational experiences that are compatible with surrounding neighborhoods and the environment
- Goals
 - Visitor experience and safety

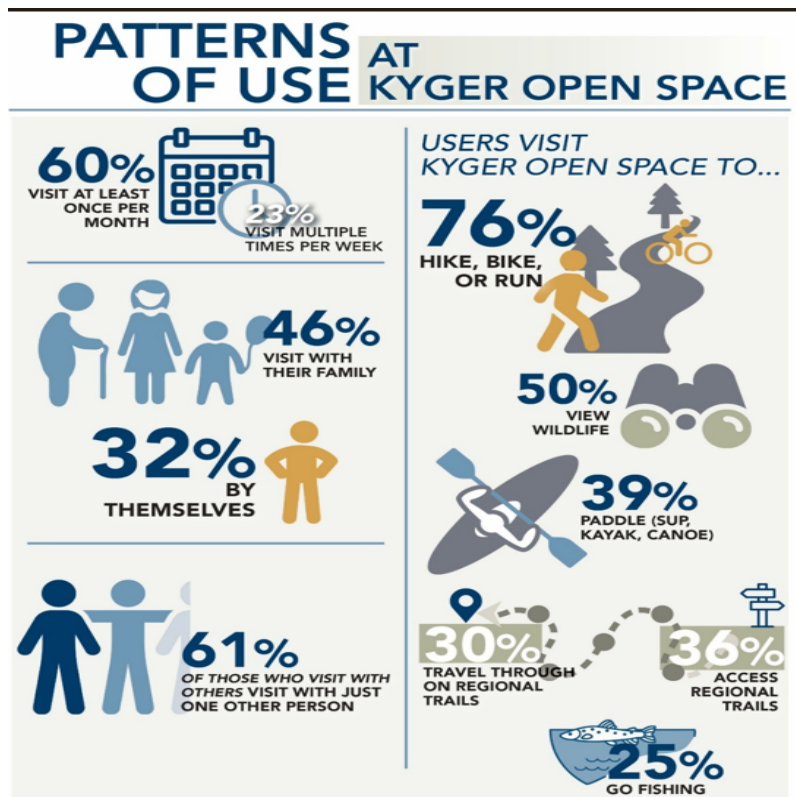
- ❖ Provide a **range of visitor experiences** that ensure safety, use compatibility, and a pleasant experience for a diversity of users while they are on the lake or along the shore
- ❖ Provide appropriate measures to ensure visitors have a **safe experience** while on and off the lake
- ❖ Provide **accessible recreation facilities**, allowing people from diverse backgrounds, ages and abilities to experience the lake and its shoreline for a diversity of uses
- ❖ **Minimize user conflicts** including amongst user groups, dogs and human/dog conflicts
- ❖ Ensure all visitors enjoy a **safe environment** through design, communication, education and patrols
- ❖ Provide opportunities for visitors to **connect with nature** through a diversity of means
- Surrounding Land Use
 - ❖ Encourage **surrounding land uses to be mindful** of impacts to surrounding lake experience
 - ❖ Develop **appropriate uses and site facilities** that minimize impacts to surrounding neighbors and land uses
 - ❖ Adhere to **existing operational agreements** and valid and existing rights
 - ❖ Meet operational needs to provide **water supply**
- Access and Circulation
 - ❖ **Provide safe and efficient access**, circulation, and parking for the diverse user groups, in a manner that minimizes conflicts with recreational users, neighbors and adjacent roadways
 - ❖ Create **strong connections between Windsor Lake and downtown**
 - ❖ Ensure the **Windsor Lake trail system connects** to the existing and proposed trail systems surrounding the lake and downtown
 - ❖ Allow for **ease of access** for a variety of transportation methods
- Education & Interpretation
 - ❖ Utilize a **variety of interpretive means** to educate visitors about the unique natural, cultural, and scenic resources in and around the lake
 - ❖ Create a **culture of safety** through education and programming
- Natural & Cultural Resource Protection
 - ❖ **Protect** natural and cultural resources
 - ❖ Manage water quality for safety of the visitor experience and **minimize algal blooms**
 - ❖ Restore and enhance the **wildlife habitats** along the lakeshores and in the lake
 - ❖ Minimize **wildlife/human interactions**
 - ❖ **Educate** visitors about the importance of Windsor Lake's natural and cultural resources and how they support the heritage and evolution of the area
- Partnerships
 - ❖ Develop and maintain healthy and **robust partnerships**
 - ❖ Continuously **connect with visitors and neighbors** to gather feedback that informs adaptive and responsive management strategies
- Key Management Plan Recommendations
 - Ranger Program

- ❖ Develop a PRC Department ranger program that patrols all open spaces, trailheads, trails and also monitors and manages visitor use and resource protection, provide more ranger patrols in high-use areas, during high-use periods to assist Aquatics staff, check permits with no Aquatics staff on duty, and in areas with special resource protection needs
 - Increase boat permit rates
 - ❖ Increase non-motorized annual permits to \$65-75 for residents and \$75-85 for non-residents to cover both Windsor Lake and Kyger Open Space
 - Aquatic nuisance species
 - ❖ Increase educational material and provide paddle board cleaning stations
 - Cost recovery goals
 - ❖ Consider managing concessions, rentals, and permits between 100-110% cost recovery or comparable with other value-added services
 - Parking management strategy as part of downtown plan
 - ❖ Staff should continuously monitor the number of vehicles-at-one-time in the parking lot especially during peak hours of the day, to see if the lot is consistently at capacity, which could serve as justification for formalizing overflow parking lots
 - Reduced staffing
 - ❖ Reduce staff on weekdays (primarily Monday – Thursday) consistent with lower rental and permit rates, need for enforcement during unstaffed hours should be fulfilled by new ranger staff
 - Investigate private concessions for boat rentals
 - ❖ As costs of doing business increases, staff could investigate the privatizing the rental service, concessions would pay a licensing fee and then a portion of gross revenue
 - Additional non-motorized lake access
 - ❖ Due to likely increased demand from new development on the north side of the lake, creating a formalized access point could accommodate and formalize use to improve safety and reduce resource damage and could potentially alleviate parking pressure in the main lot
 - Motorized boating capacities
 - ❖ The consideration of a future increase in non-motorized visitation due to increased development occurring near the lake should trigger the removal of motorized boating as an allowable use on Windsor Lake
 - ❖ Triggers – more than 40 non-motorized boats at one time and/or increased in non-motorized boat access on the north side
- Ms. Bouchard expressed her desire for no motorized boating
 - Mr. Mask doesn't prefer permits for non-motorized users
 - Ms. Fotsch will bring cost analysis to next meeting

2. Kyger Reservoir Management Plan

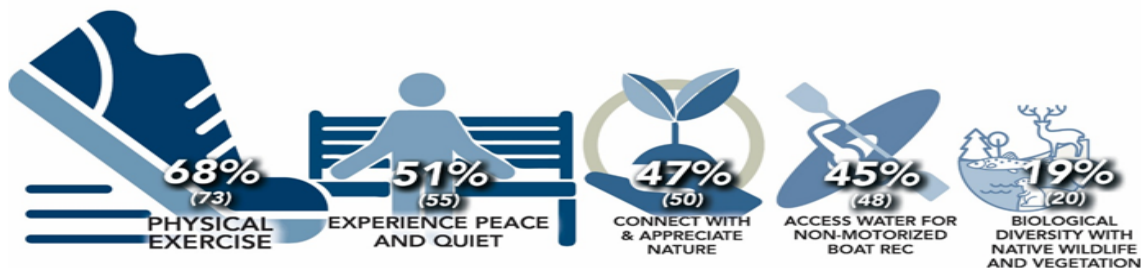
- Kyger Open Space
 - Process
 - Project Team site visit
 - Public questionnaire
 - Peer community interviews
 - Create Vision
 - Create Goals

- Provide Recommendations
- Engagement Results



COMMUNITY VALUES

KYGER OPEN SPACE RESPONDENTS



- Vision
 - Kyger Open Space will be a treasured natural and recreational sanctuary that balances ecological preservation with meaningful outdoor experiences. This open space will protect critical wildlife habitat, support biodiversity and maintain, and maintain the integrity of its water resources, while offering resident and visitors opportunities for low-impact recreation, environmental education, and scenic enjoyment.
- Goals
 - Visitor Experience
 - ❖ Provide and preserve a peaceful, **nature-based** lake environment that supports passive, leisurely, and nonmotorized recreation
 - ❖ Foster opportunities for visitors to connect with the natural landscape in a **serene and sustainable setting**
 - Surrounding Land Use
 - ❖ Manage the open space and surrounding areas as a **nature-**

the reservoir will not open until water levels are met and may close at a varying times as well. Unless staffing changes, the season of use should be consistent with Windsor Lake (Memorial Day Weekend through Labor Day)

- Larimer County Intergovernmental Agreement (IGA)
 - ❖ Update the IAG with Larimer County Department of Natural resources to recognize changes in management needs with the opening of the reservoir to water recreation, clarify roles, responsibilities, season of use, and flooding structure, as well as triggers for updates if Windsor staffing situation should change
 - Season boat ramp staff
 - ❖ Until filled by a ranger role, add additional Aquatics staff to manage permitted uses
 - Fish stocking and habitat creation
 - ❖ Coordinate with CPW to investigate fish stocking opportunities, to begin stocking a body of water, the reservoir must comply with fish stocking regulations, integrate logs and other habitat structures in the lake to provide fish habitat, these structures could also attract waterfowl only conduct stocking of fish if appropriate water levels and water temperatures are maintained
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- Ms. Bouchard inquired why remote-controlled boats are not allowed on most lakes
 - They disrupt wildlife
 - Mr. Mask inquired about the vision statement regarding wildlife/natural preservation and safeguards for protection, would like to stop someone coming in and destroying the habitat
 - No Management or Master Plan dictates anything, but it is a reference for its intention, more extreme would be passing an ordinance
 - Mr. Mask noted that recreation is listed and inquired if there is any data on the soft vs. hard trail
 - No specific numbers currently, previously was tracked at about 50/50 with temporary counter
 - Mr. Mask inquired about the water threshold and need for staff to have to go out to close the area
 - Fluctuations happen very slowly, fast would be about 2" a day
 - Ms. Labus inquired if the pipe is connected to the other reservoir
 - No, it is directly connected to the Poudre
 - Mr. Symsack inquired if the water level is up enough in order for fish stocking
 - Dictated by Colorado Parks & Wildlife if they stock, did receive good news about a week or two ago from sampling, really pleasantly surprised at the diversity and various ranges of ages of fish, no specific direction at when more fish would go in

3. Potential Windsor Museum Acquisitions

- Mr. Mask noted that items were from the Severance family and inquired if the Town of Severance ever kicked off their own collection, what does that look like and would Windsor have to give items over
 - Severance has very minimal historic buildings, we do have the Windsor-Severance Historical Society, but it is very Windsor dominate with facilities and collections, we have had preliminary conversations about what that would look like and could our staff

help with the transition

- Potential Acquisition No. 2025-007 – Donation
 - (2) portraits, framed, colorized of Conrad Laubhan (1886-1967) and Katherine Stromberger Laubhan (1889-1974), immigrated from Russia in 1907, married in 1909 in Windsor, Conrad worked at the Windsor Sugar Factory for seven years, then later took up farming, the couple is buried in Lakeview Cemetery
- Potential Acquisition No. 2025-008 – Donation
 - Dress owned and used by Ehrlich family in their home, circa 1930s/1940s
- Potential Acquisition No. 2025-009 – Donation
 - Yearbook, Windsor High School, 1968
 - Yearbook, Windsor Middle School, 1966, 1969, 1970, 1971
- Potential Acquisition No. 2025-010 – Donation
 - Collection of objects related to the May family of Windsor, includes but is not limited to:
 - Clothing and accessories – 1940s purses, dresses, shirts, women’s suit, handkerchiefs
 - Archival: George A. May certificate for Windsor Postmaster, 1940, signed by F.D. Roosevelt, birth certificate, WHS diploma for Mildred Lue May, class of 1945 and Emilie Anne May, class of 1947, letter from War & Navy Departments, 1944
 - Portraits and photographs of May family
 - Diploma Windsor High School in marron cover embossed in gold, “Windsor High School, Emilie Anne May, Class of 1947”
 - Trinket boxes with small objects – community organization pins, broach, etc.
 - Wallet of Frank May, contents include but not limited to – Frank May calling card, 1911, Colorado Sportsman’s Assn. member card for F.M. May, train pass, The Midland Terminal Railway Co. Florence & Cripple Creek Lodge No. 96 member card, Frank M. May, April 16, 1930, Cripple Creek Lodge No. 96 member card, Frank M. May, November 3, 1927, Train pass, Colorado Springs and Cripple Creek District Ry, Co., Mr. Frank May, 1905, Order of Easter Star, Chapter No 30, member card, Frank M. May, Oct. 8, 1931, Subscription receipt, The Hudson News, Frank M. May, 9-1-1925
- Potential Acquisition No. 2025-011 – Donation
 - Over 150 objects, book, photographs, and archival materials donated by descendants of the Severance family, items include but are not limited to:
 - Furniture, parlor set, four side chairs, two arm chairs, one settee owned and used in home of D.E. Severance, for which Severance is named
 - Trunk owned by David E. Severance, wood side table, set of dishes, owned by D. E. Severance
 - Archival collection of photographs, marriage certificate, warranty deed for property, biography written by David Severance III, diploma, contracts, family Bible, etc.
- Potential Acquisition No. 2025-012 – Staff Acquired
 - Photographs taken by Town of Windsor staff, collection of 1998-1999 Poudre river flooding, and circa 1993 Planning Dept. staff Halloween costume picture
- Potential Acquisition No. 2025-013 – Donation
 - (2) envelopes, postmarked Windsor, Colorado Sept. 1, 1990, with stamp of “Windsor Colorado Centennial, 1890-1990”, “Centennial Station” with 25 cent printed stamp

- Potential Acquisition No. 2025-014 – Staff Acquired
 - Objects recovered from the Halfway Homestead in 2024 and 2025 include but are not limited to:
 - Vanity with mirror and bench, Handmade trunk, 1890's women's dress, flour bag from Windsor Milling Company circa 1889, fragment of women's belt and buckle, five gallon milk can, heating floor grate from Dickey Farmhouse, etc.
 - Headstones found during restoration of the Eaton House in Summer 2025, headstones belong to Geroge and Katherine Hilterman, museum staff researched the couple and pieced together their life together in Windsor and their story became part of the 2025 Twilight Cemetery Tours given by the Museum education team
 - (2) headstones; (1) for Katherine Hilterman (1862-1942), and (1) in two pieces for George Hilterman (183-1949), born in Russia, immigrated to United States, lived in Windsor, buried at Lakeview Cemetery
- Potential Acquisition No. 2025-015 – Donation
 - Lighting fixtures original to the Windsor Theater, constructed in 1930, fixtures are cast brass and in an art-deco style, (2) wall sconces and (2) hanging chandeliers

MS. LABUS MOVED TO APPROVE THE RECOMMENDATION TO ACCEPT THE POTENTIAL ACCESSIONS (2025 007-015) INTO THE MUSEUM'S PERMANENT COLLECTION AS PRESENTED. MR. GIFFIN SECONDED THE MOTION. ALL MEMBERS PRESENT VOTED AYE.

D. COMMUNICATIONS

1. Staff

- Ms. Fotsch
 - Charging forward with feasibility study, brought in the Town of Severance, therefore looking at properties on east side about 100 acres in size, come as a capital partner for 25%/\$25M and operational expenses, will attend Work Session with Severance Town Board and Mayor – will give update in January, possible bond on ballot
 - Working on 30% construction documents for North Campus, costs coming up at \$54M for the park
 - Budget was approved last Monday, will include a reorganization for the Department, posted Facilities Manager and Culture & Engagement Manager, will post for Special Events Supervisor, Event coordinator, and Assistant Director
 - Held two public hearings on Chimney Park lights, biggest concern on Chestnut and in/out of park, looking at a gate to close at a certain time, will help noise with crusher fines, project is moving forward
 - Working with Weld RE-4 to update IGA, will go to Town Board for approval
 - Held meetings with Clearview Library, creating an IGA
 - January meeting – celebration dinner and success of 2025
- Mr. Ellingson
 - Covenant Park playground has been replaced and open after fire, \$262,000
 - Staff helped with early October Fall Clean Up Days and additional Leaf & Branch Clean Up from mid October to mid November
 - Park signage completed in eleven parks so far, name and address will go on the stone
 - Holiday lights were installed by Forestry staff, will remain up until end of January

- Staff is transitioning from normal park operations to snow
- Closing out the year with park improvement projects, playground equipment, surfacing, replacing outdated basketball backboards
- 2026 Arbor Day calendars distributed
- Ms. Martin
 - Almost up to 6,600 members
 - Julia Shelley started yesterday as Recreation Supervisor/Aquatics and Fitness
 - In the middle of reviews for all staff, working on goals for 2026
 - 5% increase for CRC, promoting membership renewal as incentive to lock in the current price
 - Getting ready for holidays, the pool will be very busy
 - Christmas in Windsor was very successful
 - Membership Coordinator hosting Holiday Hoopla this Friday
- Mr. Warner
 - Windsor Wonderland is this Saturday at 4:00 pm, Santa arrives by train at 4:30 pm, choirs, food vendors, tree lighting
 - Wreaths Across America – sponsors are needed
 - School Day Out Camps for Thanksgiving Break and Winter Break
 - Two more weeks of basketball
 - Gearing up for holidays and staff vacations
- Mr. Willis
 - New trail alignment at Highland Ridge, volunteer project to help firm and shape it to make it more fun and interesting and should drain better
 - Maddi Cheek accepted the Rec Supervisor/Programming position
 - Poudre Trail realignment has been completed, concrete moved
 - CR 15 Trail construction has started, completion by early spring, easement considerations
 - New park sign installation has begun
 - Partnership with GIS for River Experience and emergency locations on all trails, every quarter of a mile, signs are in productions, PD is also helping to fund

2. Board

- Ms. Bouchard
 - Love the lights downtown, happy to hear they will be on through January

E. ADJOURN

MR. MASK MOVED TO ADJOURN. MS. LABUS SECONDED THE MOTION. MEETING WAS ADJOURNED AT 7:43 PM

Submitted by: Kristy Zulkoski/Administrative Specialist

Name/Board Chair

Date