



## Planning Commission Regular Meeting

March 18, 2026 - 7:00 PM

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

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### MINUTES

#### A. CALL TO ORDER

##### 1. Roll Call

##### A. CALL TO ORDER

Chairman Reddick called the meeting to order at 7:06 p.m.

##### 1. Roll Call

Present:

Chariman Reddick  
Vice Chair Nader  
Secretary Kinney  
Ben Kirch  
Jordan Spight  
John Neal  
Victor Tallon (alternate)

Absent:

David Hassard  
Nancy Frase (alternate)  
Jason Hallett, Town Board Liaison

Also Present:

Scott Ballstadt, Director of Planning  
Kim Mihm, Deputo Town Attorney  
Sandra Mezzetti, Senior Planner  
Carlin Malone, Planning Manager  
Arben Borincaj, IT Operations Supervisor  
Hugh Justice, IT Analyst I  
Julie Baltazar, Multimedia Coordinator  
Kaitlyn Bernhoft, Deputy Town Clerk  
Penny Mascarenas, Assistant Town Clerk

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

**Planning Commissioner Nader moved to approve the agenda as presented, Planning Commissioner K**  
**Roll call on the vote resulted as follows; Yeas - Timothy Reddick, Nathan Kinney, Victor Tallon, Ben K**  
**Spight, John Neal; Nays - None; Motion Passed**

##### 3. Public Invited to be Heard

Chairman Reddick opened the meeting up for public comment on items not on the agenda to which there were

#### B. CONSENT CALENDAR

##### 1. Approval of the March 4, 2026, Planning Commission Regular Meeting Minutes - K. Bernhoft, Deputy Town C

**Planning Commissioner Kirch moved to approve the consent calendar as presented, Planning Commission approved the motion. Roll call on the vote resulted as follows; Yeas - Timothy Reddick, Nathan Kinney, Victor T. Nader, Jordan Spight, John Neal; Nays - None; Motion Passed.**

### C. BOARD ACTION

1. Public Hearing - Preliminary-Final Major Subdivision - Windsor Industrial Park Subdivision - Nathan Abbott, PR Company, Inc., Applicant Representative on behalf of Dillion Companies LLC, Property Owner/Applicant

#### **Executive Summary**

The applicant's representative, Nathan Abbott, Galloway & Company, has submitted an application on behalf of Dillion Companies LLC, for a combined preliminary-final major subdivision consisting of approximately 46.3 acres of industrial property as Windsor Industrial Park Annexation, for a proposed commercial center with thirteen (13) lots, one tract of land, and one driveway. The subject property is located north of Main Street (State Highway 392), east of Hollister Lake Road, and west of Drive.

At the meeting of March 4, 2026, the Planning Commission considered and voted unanimously (6-0) to forward a recommendation for approval of the Preliminary-Final ("Final") Major Subdivision. However, it was later discovered that the property owner public hearing notification was incorrectly noticed. Therefore, the public hearings were rescheduled for March 16 for the Planning Commission and March 23 for the Town Board. Public hearing notification was completed in accordance with the Municipal Code concerning notification.

A separate land use application for a Large Retail Establishment Major Site Plan for a grocery store anchored at the subject site, has been reviewed concurrently with the Major Subdivision application. The Major Site Plan application was approved from the Town Board and does not require a public hearing. Therefore, the Town Board considered the application at its regular meeting of March 9, 2026. The Mayor welcomed any comments from the public at this meeting and the Town Board unanimously approved Resolution No. 2026-14, a resolution approving a Major Site Plan for a Large Retail Establishment for Windsor Industrial Park Subdivision, on May 9, 2026.

The major subdivision application has been reviewed in accordance with Article II of Chapter 14 of the Municipal Code, Sec. 14-2-60, which outlines the review criteria for a major subdivision application. The application meets the requirements of the Municipal Code, as described within the staff memorandum and supporting documents.

Staff is recommending that the Planning Commission forward a recommendation of approval to the Town Board for the subdivision, as noted below in the recommendation section.

#### **Background**

Annexation and Zoning. The subject property was annexed into the Town in 1987 (Windsor Industrial Park Annexation) with the establishment of zoning of "I" (Industrial) [Ord. 1987-745]. A master plan was not included with the annexation. The zone district name was later changed to I-L and then LI (Light Industrial). Industrial zoning is currently in the (General Commercial) zone district.

In 2000, the property to the north of the subject property was annexed to the Town of Windsor (Winter Farm Annexation) with a single-family and master planned. The master plan included the collector roadway (Sundance Drive) and its south connection from the Winter Farm property to Windsor Industrial Park (Pagosa Drive). This connection is shown in the Transportation Master Plan.

Large Retail Establishments. In 2004, the Town adopted design standards, criteria and procedures of new,

(Ord. No. 2004-1173), amended in 2005, 2006, and 2014, before becoming part of the collective Town's standards, criteria and procedures are within Chapter 15, Article VII, Large Retail Establishments. The purpose of this section of the code requires Town Board approval of a large retail establishment with the accompanying c (Site Plan application).

**Windsor-Severance Cooperative Planning Area Development Plan – Intergovernmental Agreement** and Severance adopted an IGA, as amended in 2014, concerning the future land uses, development, and design standards for the SH 392 corridor. The IGA identifies the subject area within the “Cooperative Planning Area” and the area immediately adjacent to SH 392 within the “Commercial Corridor Area”. Commercial centers, retail establishments, including grocery stores and other complimentary commercial uses are identified as permitted uses. The Major Site Plan under review complies with all use, setbacks and other design standards, as set forth in the IGA.

**Windsor Commercial Corridor Plan (CCP).** In 2010, the Town adopted this commercial corridor plan for properties adjacent to Main Street (SH 392). The subject site is within the “East Main Street” portion of the CCP. Commercial centers, retail establishments, including grocery stores and other complimentary commercial uses are identified as permitted uses. Design standards within the CCP are generally the same as those in the Windsor-Severance IGA, such as building setbacks. The Site Plan under review complies with all use, setbacks and other design standards outlined within this commercial corridor plan.

**2024 Major Subdivision and Major Site Plan submittal.** In 2024, the subject application was submitted for a major subdivision. The plan layout had the large retail building oriented towards the east and parking lot areas adjacent to Sundance Drive. The relocation of a high-pressure gas line that traverses the property. While this layout could have functioned, the Town recognized that there were factors that were more impactful to the neighborhood than if the building could be oriented towards the west. A 2025 modified application was submitted.

Elements of the 2024 proposal's layout:

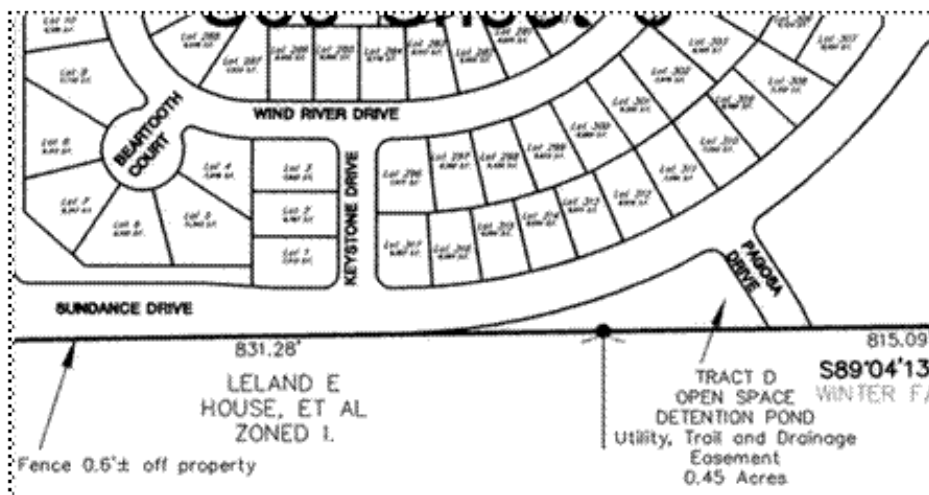
- Due to the physical constraints of the property, Sundance Drive was the primary access point leading to the site. The only (acceptable) signalized intersection was Sundance Drive and Hollister Lake Road.
- The location of the access point on SH 392 was too close to the intersection of SH 392 and Hollister Lake Road. As such, semi-truck deliveries would have entered from SH 392 from the east and exited the site via Sundance Drive to exit the site.
- A double-left turn lane from Sundance Drive onto Hollister Lake Road would have accommodated additional traffic.
- The connectivity to the commercial center to the south (East Pointe) was limited to the intersection of SH 257/Hollister Lake Road.

Staff and the applicant recognized that alternatives needed to be explored towards minimizing traffic impacts on the neighborhood street. Staff, the applicant and adjacent property owner to the east worked towards a layout that would divert semi-truck traffic off and reduce the impacts on Sundance Drive, including the additional property to the east of the subdivision. An updated submittal was made in 2025 and includes the following:

- This layout maintains a neighborhood-scale roadway, more conducive to the adjacent single-family residential neighborhood and shopping center. The previous proposal included parking lots in this area.
- The retail pad site sits lower than the previous layout proposed, reducing the visual impact of the building on the neighborhood street.

- The Pagosa Drive (new collector road) access on SH 392 was accepted by CDOT with conditions.
  1. There will be a new signal at this intersection.
  2. This intersection will align with Pointe Plaza Drive to the south.
  3. Delivery trucks will enter from a signalized intersection at SH 392 and use Pagosa Drive to
- Sundance/Pagosa will have a stop sign (see full-sized graphic).
- Right-in, right-out for pad sites on SH 392.
- ¾ turn on Hollister Lake Rd from shopping center drive. Internal east-west connection.
- Sundance & Hollister Lake Rd signal exists.
- 392 & Hollister Lake signalization exists and will have improvements for flow and safety.

The Winter Farm Annexation and Master Plan (2000) / Winter Farm Subdivision 1<sup>st</sup> Filing (Peakview) Subdivision is located to the north of the subject property, was developed in 2005. A collector roadway stub from Sundance Drive to the Winter Farm Subdivision 1<sup>st</sup> Filing and constructed with Winter Farm in 2005, allowing for a future north-south connection to Windsor Industrial Park Annex property and SH 392.



Windsor Industrial Park Subdivision will tie into Pagosa Drive, providing this collector roadway to SH 392 and Pagosa Drive will be signalized and provide connectivity to the East Pointe commercial subdivision. The applicant and Town staff have worked with the East Pointe developer to develop improvement plans to align this intersection, to be developed by the applicant.

### **Major Subdivision Proposal**

#### **Proposed Major Subdivision Plat Characteristics**

- ~46 acres
- 13 commercial lots (varying lot sizes)
  - Improvement plans for the overall development
  - Lot 1 - Specific improvement plans for the Large Retail Establishment Major Site Plan sub have been approved by Town Board.
  - Lot 7 – Fueling center, under review.
  - Lot 12 – Retail center, under review.

- 20 % open space required
- Tract A: 3.099 acres for drainage, water quality, trail easement and access.
- Primary access points and circulation (also see transportation improvements exhibit):
  1. SH 392 and Pagosa Drive to shopping center access points (two on Pagosa Dr).
    - Signalized intersection – Pagosa Drive/SH 392, including crosswalks and improvements from commercial center to south (East Pointe).
  2. SH 392 improvements – raised median, turn lanes, right-in-/right-out, bicycle lane, 10' multi-use sidewalk, and
    - Regional trail connection on east side of property, with an interim gravel off-site trail connection to the Great Western Trail (unimproved in this area. The trail connection will be paved by the Town adjacent to this property or the Town).
  3. Hollister Lake Rd improvements – raised median, turn lanes; a ¾ turning movement for major roads (between SH 392 and Sundance), maintaining bike lane, 10-foot multi-use sidewalk/trail.
  4. Intersection improvements – Hollister Lake Rd/SH 392 (porkchop, striping)
  5. Internal drives and minimum eight-foot sidewalk connections within Lot 1 and Lot 12.

The commercial lot to the east of Pagosa Drive may need to be further subdivided in the future to serve additional development. There will be connectivity to Pagosa Drive for future development located east of the subject property.

### **Major Subdivision Criteria**

The major subdivision application has been reviewed in accordance with Article II of Chapter 14 of the Municipal Code, and in the executive summary, the application either meets or exceeds the requirements of the Municipal Code, S

1. The proposal complies with the Comprehensive Plan's goals and objectives, the Municipal Code, the Subdivision Ordinance, and all other applicable adopted plans or policies.
2. The proposed development does not result in undue or unnecessary burdens on the existing public infrastructure, and improvements or that arrangements are made to mitigate such impacts.
3. Density is consistent with the subject zone district, Comprehensive Plan Land Use Plan, and the applicable studies.
4. Transportation improvements are consistent with the following: Roadway Improvement Plan, Subdivision Ordinance, Chapter 17, Design Criteria and Construction Specifications, Transportation Master Plan, Trails Master Plan, and Streets Guide.
5. Provision of utilities to serve the development shall be in accordance with Design Criteria and Construction Specifications and any other utility provider requirements.
6. The proposal shall demonstrate compatibility with adjacent uses. Compatibility may be achieved through various methods, including but not limited to lot placement and orientation, transitions in density, screening, and landscaping.
7. A Final Major Subdivision shall be in substantial compliance with the Preliminary Major Subdivision Ordinance, and a combined Preliminary-Final Major Subdivision application.

**1. The proposal complies with the Comprehensive Plan's goals and objectives, the Municipal Code, the Subdivision Ordinance, and all other applicable adopted plans or policies.**

**Comprehensive Plan.** The application is consistent with the Comprehensive Plan, particularly the following:

## **Chapter 5 – Growth & Regional Collaboration**

### **Goal 1: Manage new development to be fiscally responsible and environmentally sensitive.**

Policy 1: When existing infrastructure can support development, prioritize new development, redevelopment, or reuse of existing resources.

*Staff comment:* The proposed subdivision is bordered on three sides by existing development within the town. The town will enhance local services, addressing long-standing concerns from residents about the capacity of the town's existing infrastructure in serving other areas of the town. Studies show that Windsor residents often shop for groceries and retail items in other towns, causing fiscal losses. Development of the shopping center will reduce that leakage and support the town financially.

The subdivision is within a cooperative planning area (CPA) between Windsor and Severance. The proposed subdivision is permitted uses outlined in this intergovernmental agreement (IGA).

According to the 10-year net fiscal benefit analysis from the Town's Economic Development staff, the net benefit from the grocery store (King Soopers) to the Town will be \$22,561,483. The pad sites would add an additional benefit of \$6,417,341 for this period. There was an incentive agreement approved by the Town Board for this development that the incentive payoff for the grocery store (King Soopers) would be completed in two years and eleven months and one month for the pad sites.

The Town's Economic Development staff have provided additional information on the presentation slides and the presentation.

### **Goal 2: Align the pace of new development with investment in infrastructure, amenities, and services.**

Policy 1: Ensure all new development provides adequate consideration of and commitment to usable open space and transportation connections.

Policy 2: Continue coordinating the creation and expansion of schools, libraries, and other community resources to support population growth and new private development.

Policy 3: Proactively anticipate local and regional traffic demands with new development and ensure roadways can accommodate future increase in traffic flow.

*Staff comment:* The subdivision proposes a shopping center with thirteen lots, including a grocery store (King Soopers), a smaller retail site (Lot 12) adjacent to the anchor store, and a fueling center site (Lot 7). The ten remaining lots are to be individually site planned in the future and be consistent with the approved major subdivision. The subdivision is administrative so long as the uses align with the permitted uses in the land use code, commercial corridor, and consistent with Severance.

The investment from the developer and the Town in infrastructure is substantial, including transportation and utilities that will benefit the town and surrounding area.

As stated herein, the subdivision improvements will include modifying and improving regional drainage to include a drainage approach. On-street bicycle lanes, off-street trail and sidewalk connections are planned along the subdivision (Main St and Hollister Lake Road), the new collector roadway (Pagosa Drive), and throughout the property. The Town's Master Trails Plan, will connect to the Great Western Trail (part of the Federal Rails-to-Trails Program) (unimproved) will connect the adjacent residential neighborhood, Village East Subdivision, to this development and provide access to neighborhoods to the northeast.

**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 commercial demand.

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

Staff comment: Windsor and the Town of Severance have an intergovernmental agreement identifying the corridor area as a cooperative planning area, outlining general commercial uses that will serve and benefit the proposed land uses, land use patterns and design are consistent with those identified in this planning area.

**Chapter 5 – Economic Development**

Goal 1: Foster a balanced local economy with a range of employment, service, commercial, and industrial

Policy 1: Diversify commercial, light industrial, and employment uses to insulate the Town’s fiscal base from

*Staff comment:* The subdivision proposes a lot for a large retail establishment grocery/retail anchor (Lot 1), the east of the grocery anchor lot (Lot 12), a fueling site (Lot 7), and ten lots for future commercial. Despite groceries are a necessity. The proximity of the store to residential and employment in the community encourages and/or work in town, as well as those passing through town, to shop in Windsor.

**Goal 3: Cultivate commercial development that provides increased choices and services.**

Policy 1: Support and retain existing businesses, local businesses, and small businesses.

Policy 3: Promote public and private partnerships to enable proactive investments that support the long-term commercial centers and corridors.

Policy 4: Ensure that appropriate transitions/buffers are provided between residential and nonresidential uses

*Staff comment:* King Soopers existing store will remain, and this will be an additional site for the business, the need for improved grocery store services, options and locations. This development of approximately 4 business and offers opportunities for other businesses to locate in this center. Development of this property development of the property to the east of the subject property, which has limited access due to the drainage bridge. The property to the east would tie into Pagosa Drive for access to SH 392.

The proposal includes substantial investment in the Town’s infrastructure, promoting public and private partnerships for long-term vibrancy and viability of commercial centers and corridors.

The subject property was zoned industrial prior to the adjacent neighborhood land being annexed, zoned a residential development provided an east-west collector roadway (Sundance Drive) between the properties of the north-south collector (Pagosa Drive) to tie into a future industrial or commercial property (the subject) and staff have worked towards a commercial development layout that reduces traffic, especially truck traffic, neighborhood street. A 63-foot to 76-foot landscape buffer between Sundance Drive and commercial activity, the building site having a lower elevation than the neighborhood street, will help mitigate impacts. Additional and parking lot areas are located further away from the neighborhood.

**Chapter 5 – Transportation & Mobility**

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

Policy 1: Promote connectivity and efficient travel through roadway extensions, sidewalk construction, and trail expansion projects.

Policy 3: Encourage complete streets and a connected, comprehensive low-stress pedestrian/bicycle network for comfort.

Goal 2: Support multimodal connectivity and safety and reflect the community character of Windsor as a growing town and growth.

Policy 1: Use roadway standards and cross-sections in the construction of the new roadways that consider maintenance needs, and reflect the context in which they are located.

*Staff comment:* The proposed subdivision promotes multimodal connectivity by adding two significant sections of use sidewalk/trail connection along the arterial roadways with an interim off-site gravel connection to the additional collector road connection with detached sidewalk and bicycle lanes, maintaining existing and additional arterial roadways, internal (to the site) sidewalk connections, and providing an accessible, pedestrian-friendly trail system.

Pagosa Drive was designed with the Town's Complete Streets Manual, providing wide, detached walks, bicycle lanes, and connections to the trail system.

## **Chapter 5 – Parks, Recreation, Open Space & Trails**

**Goal 1: Create equitable access to parks, open spaces, and trails to promote community identity and growth.**

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

*Staff comment:* The subdivision proposes a north-south trail along the east side of Hollister Lake Road, an off-site sidewalk/trail along the north side of SH 392 to the eastern edge of the property, then providing an off-site gravel connection to the SH 392 right-of-way to the Great Western Trail. The interim connection leads to an unimproved (dirt) segment of SH 392 to an improved (paved) segment in the Village East neighborhood. This connection promotes connectivity to existing subdivisions, services, schools, parks, and open spaces.

**Municipal Code.** The proposal is consistent with the Town's Municipal Code Major Subdivision criteria, zoning ordinance, memorandum and supporting documents.

**Master Plans.** The proposal is consistent with the Town's Transportation Master Plan and Trails System. The town's master plan was not approved at the time of annexation or rezone in 1987.

## **2. Infrastructure**

Extension of public utilities will be the responsibility of the applicant, subject to reimbursement for improvements to Hollister Lake Road and Main Street associated with traffic beyond that associated with the development. Public sidewalks within the subject development will be built and maintained by the developer or a business association. An off-site sidewalk connection to the Great Western Trail will be built with the development and improved when the adjacent property to the west is developed by the Town.

**3. Density is consistent with the subject zone district, Comprehensive Plan Land Use Plan, and the other studies.**

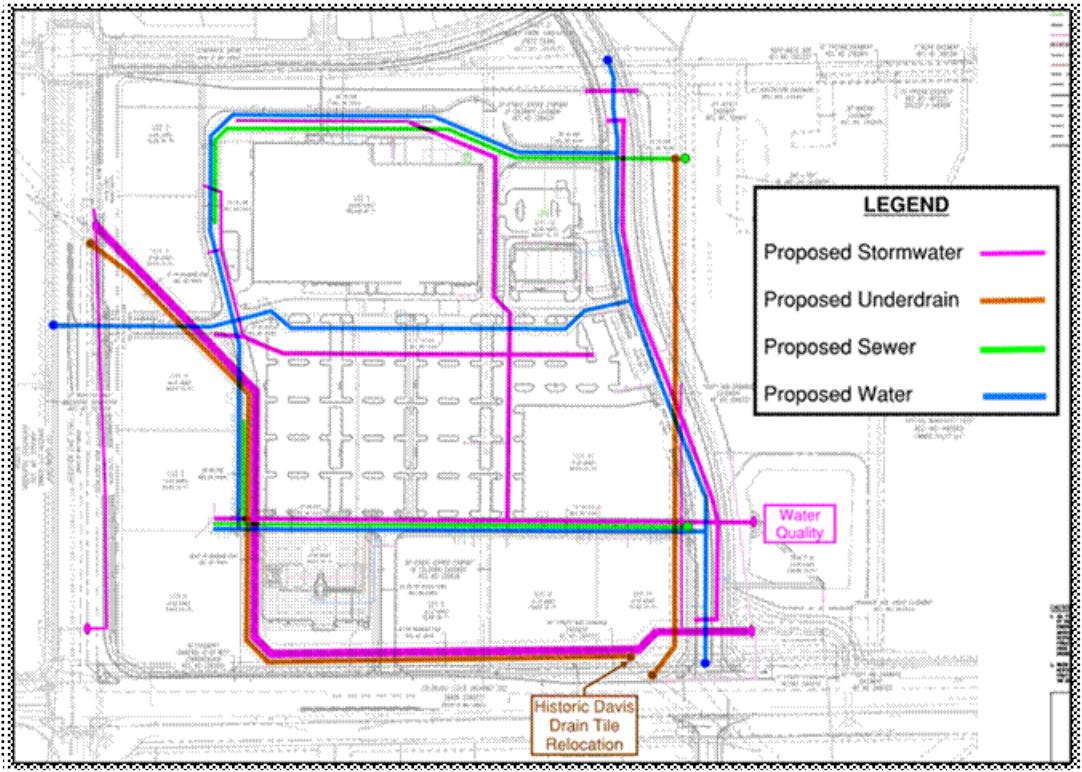
Zoning and Comp Plan Land Use Plan

The property is zoned Limited Industrial and the Town’s 2024 Comprehensive Plan identifies the future land use for the property as “General Commercial” and “Commercial Mixed Use” on the Future Land Use Map. This map is intended to align with existing zoning in Windsor and most suitable to reflect the community’s vision and the density of the proposed shopping center is consistent with the applicable capacity studies, as noted herein.

**Utilities**

There is adequate public infrastructure to serve the proposed development. The development will tie into the existing infrastructure, including water, sewer, and stormwater. Other key utility infrastructure improvements for the site include:

- 1. Historic Davis Drain Tile – Relocation to accommodate the site layout (clay pipe to PVC).
- 2. Preserving and accommodating existing stormwater conveyance and subsurface drain system in the adjacent subdivision.
- 3. See utility exhibit below (full-sized drawing in application materials).



Adequate Water. The applicant will be contributing cash-in-lieu of dedication for raw water for the subdivision. Flood plain. The applicant has received approval of a conditional letter of map revision through FEMA for the subdivision. A final letter of map revision will follow to show their floodplain model. After the letter of map revision is received, the Town will issue a permit. The map revision will not impact surrounding properties and homes.

**4. Transportation Improvements and relationship to Town plans.**

Relation to Major Transportation System

The subject subdivision transportation network and internal connectivity is consistent with the approved T

(2020). The north-south connection from Pagosa Drive is depicted on this Plan. Extension of this road will connect to the existing residential subdivision (Winter Farm/Peakview) and the proposed commercial development to the east on Pagosa Drive (East Pointe commercial development), which will be a new signalized intersection.

### Phasing

The subdivision and associated transportation improvements will be constructed in phases, dependent on the necessary approvals. Windsor staff and the applicant will continue working with CDOT on the initial improvements to SH 392 and adjacent improvements.

The initial improvements to be constructed with the subdivision and accompanying site plan for Lots 1, 7, and 8 are as follows (also see exhibit following these bullet points):

- Sundance Drive.
  - Replace six-foot-wide sidewalk with 8-foot-wide sidewalk.
  - 63 to 76-foot landscape buffer along south side of Sundance Drive, adjacent to large retail center.
  - Mailbox area along Sundance Drive will be relocated to a safer location where the traffic flow is less congested. The applicant, staff, and post office have identified an area adjacent to Northern Lights Park.
- Extend Pagosa Drive to SH 392, a collector roadway, adding north-south connection.
  - Eight-foot detached sidewalk on west side and (future) detached walk on the east side of road, adjacent to the existing lanes on both sides of roadway.
- Median in Hollister Lake Road will be added.
  - On-street six-foot bike lane (to remain), eight-foot detached off-street sidewalk.
- Median in SH 392 will be added.
  - On-street 8-foot bike lane
  - 10-foot detached off-street trail to extend along property boundary to east, off-site interim greenway to connect to Western Trail.
- SH 392/Hollister Lake Road
  - Right turn lane will be modified, along with porkchop.
- Signalized intersection improvements at Main St/ Pagosa, with improvements to south leg of intersection (adding crosswalk, sidewalk connections)
  - Signal will be completed prior to grocery store opening.
- Speed reduction on SH 392 from 45 to 35 mph.

Future transportation improvements will be completed in phases. The applicant and staff are coordinating with CDOT on the widening of SH 392 and SH 392 widening:

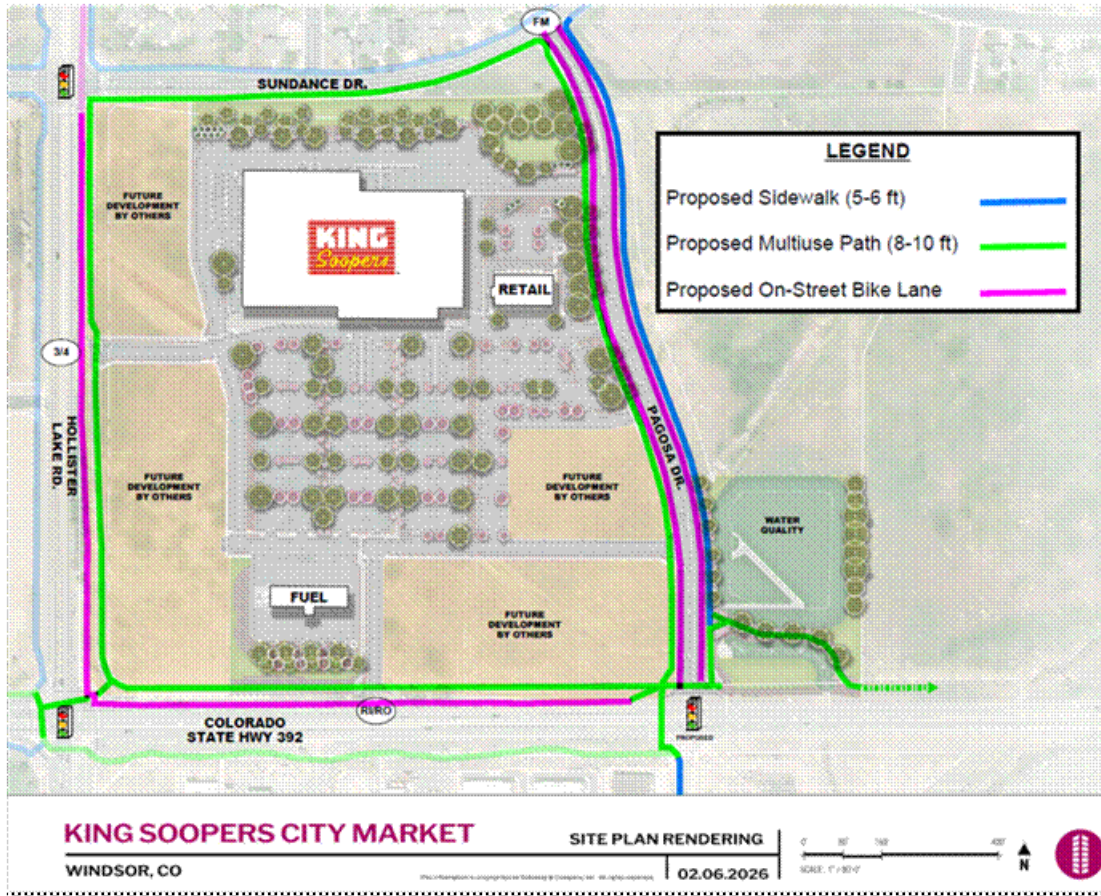
- Currently analyzing the southern leg of this intersection, roundabout and surrounding road network.
- SH 392 will be widened and improvements made to the intersection of Hollister Lake Rd/SH 392.



## Initial Vehicular Circulation Improvements

### Trail System

The ten-foot-wide multi-use sidewalk/trail will parallel SH 392 and Hollister Lake Road, consistent with the Master Plan. In addition, the developer will provide an off-site interim 10-foot-wide gravel trail connection of the property along SH 392 to the Great Western Trail.



Initial Bicycle and Pedestrian Improvements

**5. Provision of utilities to serve the development shall be in accordance with Design Criteria and Code and any other utility provider requirements.**

The subdivision can be adequately served by utilities. The subdivision’s utilities will tie into and expand to and are proposed in accordance with Town Design Criteria and Construction Specifications, and other utility

**6. Compatibility with adjacent uses.**

Adjacent Zoning

The subject subdivision is zoned LI (Limited Industrial). The proposed subdivision includes 13 commercial development, open space, and open space/drainage, to be maintained by a business association. Zoning and properties include the following:

	Zoning	Current Use
North	SF-1 (Single Family Residential-One)	Single family residential – Winter Farm 1 <sup>st</sup> Filing (Peakview)
East	LI (Limited Industrial)	Undeveloped
South	GC (General Commercial)	Commercial center – East Pointe Subdivision
West	GC	Commercial center – Greenspire Subdivision (improved / pad sites under review)

The approved Large Retail Establishment Major Site Plan includes the site-specific characteristics that describe the compatibility between the commercial and residential neighborhood to the north, as well as compatibility with the commercial neighborhood to the west and south. Transportation improvements, as described within this memorandum, have been designed to be compatible with adjacent properties and uses, as well as compatibility with the surrounding community.

**7. Compatibility with preliminary major subdivision.** This criterion is not applicable to this application because the preliminary major subdivision application was combined with the final major subdivision application, as permitted for commercial and industrial subdivisions.

### **Notifications**

Mineral Rights Notification. Notifications to the mineral rights interests were mailed by the applicant, in accordance with the requirements of the Town Municipal Code, requiring a 30-day notification prior to the public hearing for the initial development application (Major Subdivision).

- January 30, 2026 – Affidavit of mailing to mineral rights owners (30-day notification of public hearing)

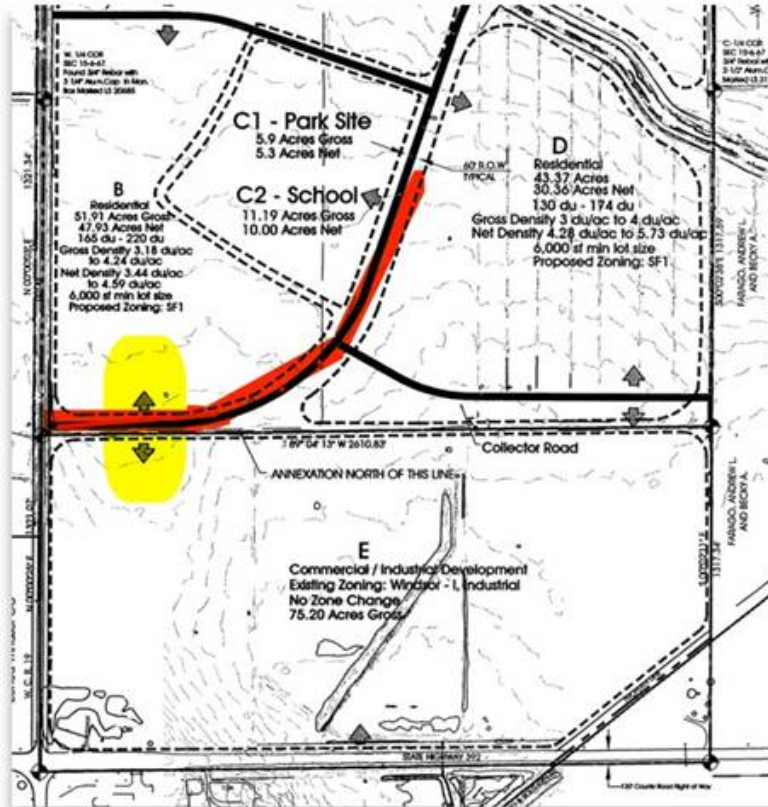
Town Municipal Code. Notifications for the Major Subdivision public hearing were as follows:

- January 30, 2026 – Notice posted to Town’s website
- March 7, 2026 – Legal ad published in the Greeley Tribune newspaper
- March 7, 2026 - Affidavit of mailing to property owners within 500 feet
- February 20, 2026 - Signs posted on the property

Mailings for most surrounding property owners were mailed on January 31, 2026; however, some addresses within the 500’ boundary queried and therefore, the public hearings needed to be reset to March 18 and March 23, 2026. The new hearing dates were also announced at the Town Council meeting on February 9, 2026.

There have been several inquiries regarding the status of the project or requests for more information.

There were three neighbors who spoke at the Planning Commission meeting of March 4, 2026. Two neighbors expressed concerns, and one neighbor spoke in support of the development. Of the two who spoke about traffic concerns, one was ever considered or one could be proposed on Sundance Drive or Pagosa Drive. The Town’s Transportation Master Plan addressed the Commission, stating that the existing stub on Pagosa Drive was designed for the north-south traffic flow shown in the Town’s Transportation Master Plan for over 20 years. It is also shown on the neighborhood’s map that Sundance Dr. and Pagosa Dr. are collector roadways, significant roadways to provide connectivity in town and are not suitable for a cul-de-sac/dead end design. Below is an image from the Transportation Master Plan.



**Public Hearing - Preliminary-Final Major Subdivision - Windsor Industrial Park Subdivision**

Chairman Reddick opened the public hearing for the preliminary-final major subdivision for Windsor Industrial. He noted that the town board liaison was not present, and therefore did not read his statement. Chairman Reddick proceeded directly to close the regular meeting and open the public hearing.

Planning Manager Carlin Malone presented the staff report for the Windsor Industrial Parks subdivision application.

Chairman Reddick then opened the floor for public comments on this agenda item. He explained the procedure, noting that applicants were attending virtually and there were some technical challenges that required special attention. No members of the public came forward to speak on this item.

Secretary Kinney asked questions regarding wildlife in the area, and Carlin Malone confirmed that they had seen Colorado Parks and Wildlife.

Malone clarified that the previous notification issue was not that notification was missed entirely, but that a hard copy was missed, prompting re-notification to all addresses including the additional ones. She also submitted an e-mail to the Planning Commission from a citizen as public comment.

Regarding the existing store, staff explained that it would remain operational during construction of the new facility. An extensive remodel once the new store opened. Nick Tompkins, representing the applicant, confirmed via phone that he would do a substantial remodel of the existing King Soopers store.

Chairman Reddick closed the public hearing.

2. Recommendation to Town Board - Preliminary-Final Major Subdivision for Windsor Industrial Park Subdivision Manager, Galloway & Company, Inc., Applicant Representative on behalf of Dillion Companies LLC, Property

Please refer to public hearing item materials. Please refer to the public hearing item for materials concerning

**Planning Commissioner Nader moved to forward a recommendation of approval to the Town Board for Overland 368 LLC, Planning Commissioner Kirch seconded the motion. Roll call on the vote resulted a Reddick, Victor Tallon, Ben Kirch, Maxwell Nader, Jordan Spight, John Neal; Nays - Nathan Kinney; M**

3. Public Hearing - Preliminary Major Subdivision - Greenspire Subdivision 9th Filing - John Hall, Owner, Lot Holding Barzak, Applicant/Authorized Representative, Ripley Design, Inc.

### **Executive Summary**

The applicant, Mr. Abdul Barzak, Ripley Design Inc., has submitted an application on behalf of the property owner, Lot represented by Mr. John Hall, for a preliminary major subdivision plat for the Greenspire Subdivision 9th Filing, located east of Windsor Lake, and west of Greenspire Drive, in the Town of Windsor.

The proposed subdivision is zoned Residential Mixed Use-Two (RMU-2) and is approximately ten acres. The proposed residential patio homes designed to support senior living, including a pocket park, usable open space, pedestrian-friendly trails, and a trail connection to the Windsor Lake trail system.

Staff is recommending that the Planning Commission approve the preliminary subdivision, as noted below in the record.

### **Background / Previous Approvals**

#### **Annexation and Zoning**

The subject property was annexed into the Town, as part of a larger parcel, in 1985 under the name Kirby Farm Annexation of zoning PD-R. The property was not master planned at the time.

#### **Master Plan**

The property was master-planned and subdivided in 2005 under the name Greenspire Subdivision, with the subject property. The Master Plan acts as a guiding document for the subdivision development. The Master Plan set land use, zoning, initial and future development. The subject property, Tract J, was zoned RMU (Residential Mixed Use) and designated for living uses, allowing 80-100 units.

In 2022, the Municipal Land Use Code was updated, which included the creation of new Residential Mixed Use zoning. Existing properties previously zoned RMU were generally converted to RMU-1. However, the Greenspire Master Plan met the minimum 6,000-square-foot requirement in the RMU-1 district. Tract J, the subject property was instead designated consistent with the approved development pattern and lot-size allowances.

### **Major Subdivision Proposal**

#### **Proposed Major Subdivision Characteristics**

- ~10 acres
- 44 residential lots
  - Single-family detached lots, for patio homes
  - Lot sizes ranging from 4,200 sf to 6,200 sf
- ~3 acres of landscape, open space, and park
  - Includes one pocket park - Metro District - owned and maintained
- Primary access points and circulation:

- Greenspire Drive
- Winter Leaf Drive
- Interior private drive and loop road

### Major Subdivision Criteria

The application has been reviewed in accordance with Article II of Chapter 14 of the Municipal Code, specifically Sec. 14.01.010, which sets forth the review criteria for a major subdivision application. The major subdivision application complies with the following criteria from the Municipal Code:

1. The proposal complies with the Comprehensive Plan's goals and objectives, the Municipal Code, the applicable zoning ordinance, and other applicable adopted plans or policies.
2. The proposed development does not result in undue or unnecessary burdens on the existing public infrastructure, and any necessary improvements or that arrangements are made to mitigate such impacts.
3. Density is consistent with the subject zone district, Comprehensive Plan, Land Use Plan, and the applicable zoning ordinance.
4. Transportation improvements are consistent with the following: Roadway Improvement Plan, Subdivision Ordinance, Design Criteria and Construction Specifications, Transportation Master Plan, Trails Master Plan, and other applicable adopted plans or policies.
5. Provision of utilities to serve the development shall be in accordance with Design Criteria and Construction Specifications and utility provider requirements.
6. The proposal shall demonstrate compatibility with adjacent uses. Compatibility may be achieved through design and landscaping, but not limited to lot placement and orientation, transitions in density, screening, and/or landscape buffers.

### 1. The proposal complies with the Comprehensive Plan's goals and objectives, the Municipal Code, the applicable zoning ordinance, and other applicable adopted plans or policies.

**Comprehensive Plan:** The application is consistent with the Comprehensive Plan, particularly the following:

#### Chapter 5 – Growth & Regional Collaboration

**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 reuse of resources.*

**Staff comment:** Water, sewer, and stormwater infrastructure currently exists within Greenspire Drive. The proposed development includes these utilities, which are adequately sized to accommodate the projected service demands of the development.

**Policy 4:** *Promote efficient water use with proven practices and programs.*

**Staff comment:** Most of the open space and detention areas are proposed to be landscaped with native seed mix and drought-tolerant materials. These landscaping practices support efficient water use by reducing long-term irrigation demands and promoting native vegetation.

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

**Policy 1:** *Ensure all new development provides adequate consideration of and commitment to usable open space.*

**Staff comment:** The development includes one pocket park, usable open space areas, pedestrian-friendly detached streets, interior walking trails, and a trail connection to the Windsor Lake trail system. These elements help support active living and long-term connectivity for residents.

#### Chapter 5 – Housing & Neighborhoods

**Goal 1:** *Diversify housing options to accommodate varying household sizes, lifestyles, and generations.*

**Policy 3:** *Support housing options that meet the accessibility and functional needs of households with seniors and young adults.*

**Policy 4:** *Facilitate aging in place with housing options for the aging population, such as accessory dwelling units and smaller units for downsizing households.*

**Staff comment:** The proposed subdivision includes 44 residential patio homes designed to support senior living. These homes are smaller, typically ranging between approximately 4,000 and 5,000 square feet. These smaller lots reduce outdoor maintenance and make them well-suited for seniors. This housing type supports aging in place and provides a downsizing opportunity.

contributing to a more diverse housing mix within the community.

## **2. Infrastructure.**

Extension of public utilities will tie into existing utilities located in Greenspire Drive. These connections will be the developer's responsibility. Utilities within the subject development will be built by the developer and maintained by the Metro District.

## **3. Density is consistent with the subject zone district, Comprehensive Plan Land Use Plan/Map, the Master Plan, and capacity studies.**

The proposed subdivision density is consistent with the RMU-2 zone district, the approved Master Plan, and supporting studies. Greenspire Major Subdivision proposes 44 residential patio homes, a density that falls well within the development intensity of the subject property, which is 80-100 units.

While the proposal is not consistent with the current Comprehensive Plan Land Use Plan/Map designation of Commercial Mixed-Use, this inconsistency is the result of the 2022 Comprehensive Plan update rather than a change in the long-standing planning. The 2005 Master Plan approved in 2005 designated Tract J, the subject property, for Senior Housing/Assisted Living. At that time, the intent was to accommodate an assisted living facility, potentially in a multi-story building. Assisted living facilities are permitted within the Commercial Mixed-Use Zone District, which is why the Commercial Mixed-Use designation was considered appropriate.

The Greenspire proposal advances the original intent of the Master Plan and maintains continuity with prior planning and zoning for a lower-intensity residential form.

### Utilities:

Water, sewer, and stormwater infrastructure currently exists within Greenspire Drive. The proposed subdivision will connect to these utilities.

### Adequate Water:

The applicant will contribute cash in lieu of dedication for raw water for the subdivision. The project will connect to the existing water main and potable water system.

## **4. Transportation Improvements and Relationship to Town Plans.**

### Relation to Major Transportation System:

The proposed development will connect to the existing roadway network through two access points from Greenspire Drive. The development is served by a private drive. Winter Leaf Drive will be extended west of Greenspire Drive to provide a secondary access point. A 5-foot-wide attached sidewalk currently exists along Greenspire Drive. Additionally, 5-foot-wide detached sidewalks are proposed along the subject subdivision and along the north side of Winter Leaf Drive to enhance pedestrian connectivity and safety.

### Trail System

Two trails are proposed within the development's usable open space areas. The first trail will provide a direct connection from the private drive to the pocket park and on to Greenspire Drive, improving pedestrian access and encouraging recreational use of the park. The second trail meanders through the open space behind homes along the loop road, shown in red below. The proposal also includes a trail connection to the Windsor Lake Trail, shown in purple below.



**5. Provision of utilities to serve the development shall be in accordance with Design Criteria and Construction Specifications and other utility provider requirements.**

The subdivision can be adequately served by utilities. The subdivision’s utilities will tie into and expand the existing infrastructure in accordance with Town Design Criteria and Construction Specifications, and other utility provider requirements.

**6. Compatibility with Adjacent Uses.**

The subject subdivision is zone RMU-2. The proposed subdivision includes 44 residential patio home lots, designating one park and ample common open space. Zoning and uses for abutting properties include the following:

	Zoning	Current Use
North	RMU-1(Residential Mixed Use-One)	Single-family residential - Greenspire Subdivision
East	GC (General Commercial)	Undeveloped commercial parcels
South	GC (General Commercial)	Undeveloped commercial parcel – owned by the Clearview Library District
West	RMU-1(Residential Mixed Use-One) and SF-1 (Single Family Residential-One)	Open Space and single-family residential - Pike Subdivision

**Notifications**

Town Municipal Code: Notifications of the Preliminary Major Subdivision public hearing were as follows:

- March 3, 2026 - Signs posted on the property
- March 4, 2026 - Affidavit of mailing to property owners within 500 feet
- March 6, 2026 – Legal ad published in the Greeley Tribune newspaper
- March 6, 2026 – Notice posted to Town’s website

There have been several requests for information on this major subdivision, and one comment has been received.

Chairman Reddick opened the public hearing for the Greenspire Subdivision 9th Filing preliminary major subdivision.

Senior Planner Sandra Mezzetti presented the staff report. The project proposes a 22-lot residential subdivision with senior living. Applicant representative Abdul Barzak from Ripley Design provided additional details about the project.

Chairman Reddick then opened the floor for public comment. Kristy Zulkoski, a resident of Greenspire whose property is adjacent to the development to the north, came forward with questions about the open space areas behind her home. She wanted to know if the natural area would be maintained as greenspace or left wild, and who would be responsible for maintenance. Mr. Barzak stated that the area she referenced would be maintained by the new homeowners association for the subdivision, along with all other areas of the development.

Chairman Reddick then opened the meeting for Planning Commission questions and comments.

Vice Chair Nader asked for clarification about the open space to the west where the trail will connect to the Windmill. Mr. Barzak explained that while they would conduct restoration work if they disturbed any areas during trail construction, the trail improvements would be limited to their property. Nader also inquired about the utility easement that cuts diagonally across the subdivision affecting approximately 20 feet of each lot. Barzak confirmed that future property owners would not be able to utilize the easement. Easement agreements would clarify allowable uses in those areas.

Commissioner Neal inquired about the size and anticipated price points of the homes in the subdivision, to which Mr. Barzak responded.

Chairman Reddick asked two clarifying questions of staff. First, he confirmed that the application complies with a residential land use code, specifically the preliminary major subdivision requirements in section 14260. Mezzetti confirmed that the application complies with the code. Reddick addressed his concern about the future land use map designation under the comprehensive plan. Mezzetti stated that the plan for Greenspire was completed almost 17 years prior to the comprehensive plan update, and the comprehensive plan is a separate document rather than part of the town code. Chairman Reddick confirmed that the change to residential would not impact the commercial area to the west, and Mezzetti confirmed there would be no impact.

Chairman Reddick closed the public hearing.

4. Approval - Preliminary Major Subdivision - Greenspire Subdivision 9th Filing - John Hall, Owner, Lot Holding Inc. - Abdul Barzak, Applicant/Authorized Representative, Ripley Design, Inc.

Please refer to the information submitted with the public hearing item. Please refer to the public hearing item number for this application.

**Vice Chair Nader moved to approve the preliminary major subdivision Greenspire subdivision ninth filing. Motion seconded the motion. Roll call on the vote resulted as follows; Yeas - Timothy Reddick, Nathan Kinney, Jordan Spight; Nays - none; motion passed.**

#### D. COMMUNICATIONS

1. Communications from Planning Commission  
None
2. Communications from Town Board Liaison

The Town Board Liaison was not present, and therefore had no communications.

3. Communications from Staff

IT staff were thanked for their assistance with the technical challenges during the meeting.

Scott Ballstadt provided an update on annexation activities, noting that the town is attending meetings with other towns regarding annexation processes and hopefully see more collaboration rather than unilateral annexation actions.

Deputy Town Clerk Berhnoft introduced Penny Mascarenas as the new Assistant Town Clerk.

E. ADJOURN

UPON A MOTION DULY MADE, THE MEETING WAS ADJOURNED AT 8:12 P.M.

\_\_\_\_\_  
Name, Title