



TOWN BOARD WORK SESSION

April 20, 2026 - 5:30 PM

Town Board Chambers, 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. EV Ordinance Updates and Golf Cart Accessibility - S. Garrison, Police Chief; O. Herrera, Engineering Director
2. Eastman Natural Area LOMR - Floodplain Impact Update- D. Roth, Civil Engineer
3. Water Meter Replacement Project and Municipal Code Updates - B. Rowe - Public Works Director; D. Moyer, Finance Director
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: April 20, 2026
To: Mayor and Town Board
From: Stephen Garrison, Police Chief
Omar Herrera, Director of Engineering
Re: EV Ordinance Updates and Golf Cart Accessibility - S. Garrison, Police Chief; O. Herrera, Engineering Director
Item #: 1.

Background / Discussion:

The EV Ordinance Update will address growing safety and enforcement concerns related to OHVs, toy-classified electric vehicles, golf carts, and low-speed electric vehicles (LSEV).

The Golf Cart Accessibility discussion will cover the following topics:

- The history of golf cart and LSEV resolutions within the Raindance and Poudre Tech Metro Districts
- Proposed changes to golf cart and LSEV accessibility to improve connectivity within approved golf cart friendly subdivisions
- Proposed signage and striping enhancements to improve safety and clarity for all modes of travel

Financial Impact:

Relationship to Strategic Plan:

Recommendation:

CC:

Attachments:

1. Golf Cart Map - Proposed Updates
2. Golf Cart LSEV OHV presentation town board

Update Requests:

- See all solid "BLUE" lines indicating proposed golf cart accessible trails
- See all "RED" call outs for proposed changes
- All new requested golf cart accessible trails are currently 10' wide and will implement "Green" striping to easily identify allowable trails. If not 10' wide, they will be modified prior to approved striping
- All maintenance/patrol equipment to be allowed on all trails and sidewalks within the boundaries of the metro district properties.



Signs to be posted for both directions of traffic



Proposed Golf Cart Trail Connecting to Farm Field, Ted's, and Future Development (Existing 10' Trail)

New Proposed Crossing (Existing 10' Crossing) Signs to be posted for both directions of traffic



THE COMBINED TRAIL MAP
for the Communities of
RAINDANCE
&
WATER VALLEY



- Golf Cart & Low Speed Electric Vehicle Trail
- No Golf Carts Allowed/LSEV Follow Town Code
- New Proposed Golf Cart Trail Additions
- Remove Existing Golf Cart Trail Access



Proposed Curb Cut/Ramp for New Crossing

Signs to be posted for both directions of traffic



Golf Cart & LSEV Use in the Town of Windsor





Golf Cart vs LSEV

Golf Carts

- No VIN
- Not registered through CO DMV
- Driven on roadways within allowed communities
 - Water Valley, Highland Meadows, Rain Dance
- Driver's License Required
- Children's Car Seat Required

Low Speed Electric Vehicles

- 17-Digit VIN
- Required Equipment
 - Headlights/Taillights, Turn Signals, Seat Belts, etc.
- Registered through CO DMV
- Insurance Required
- Driver's License Required
- Driven on roadways of 35MPH or lower; except
 - Colorado Boulevard
 - Highway 392
 - 7th St
 - Eastman Park Dr
 - Highway 257





Golf Cart vs LSEV

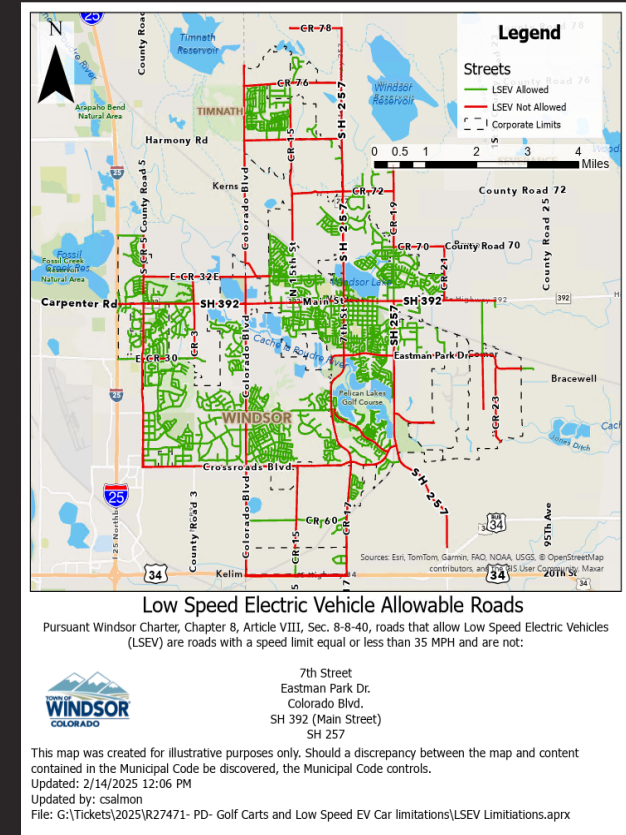


2,560 x 1,920



Education

- Worked with GIS to create updated Golf Cart/LSEV maps
- Worked with Metro District
- Briefing training for Uniformed Patrol Division
- Updated Municipal Ordinance to classify LSEV as “Dual Purpose” vehicles
- Updated Municipal Ordinance for minor passenger restraints
- Windsor Matters
- Info Flyers
- Social Media





Enforcement

- Driving in restricted areas (sidewalks, streets)
 - 9 citations issues since 2024
- Driving Under the Influence of Alcohol or Drugs
 - 5 arrests since 2024
- Traffic Crashes
 - 4 crashes caused by golf carts since 2024
- Unrestrained minor passengers
 - Multiple complaints from residents about children riding on parents' laps
- Unlicensed Juveniles/Minors operating vehicles
 - 6 reports of juveniles damaging property, crashing, or driving recklessly



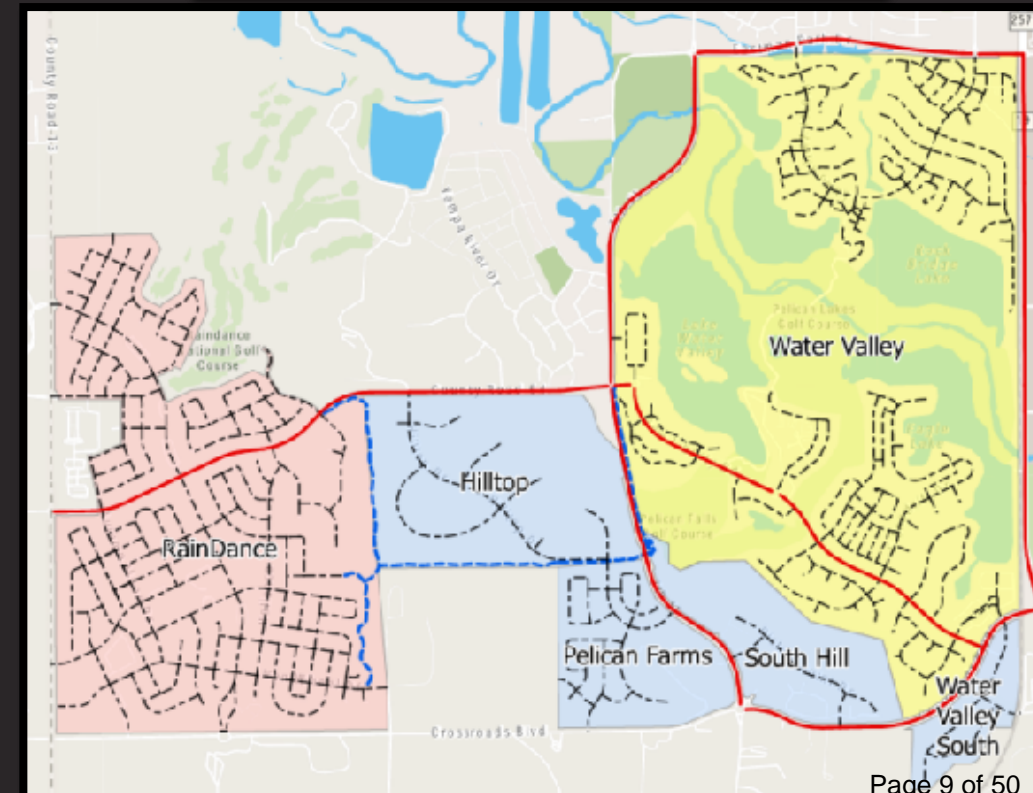
Golf Cart/LSEVs Accessibility

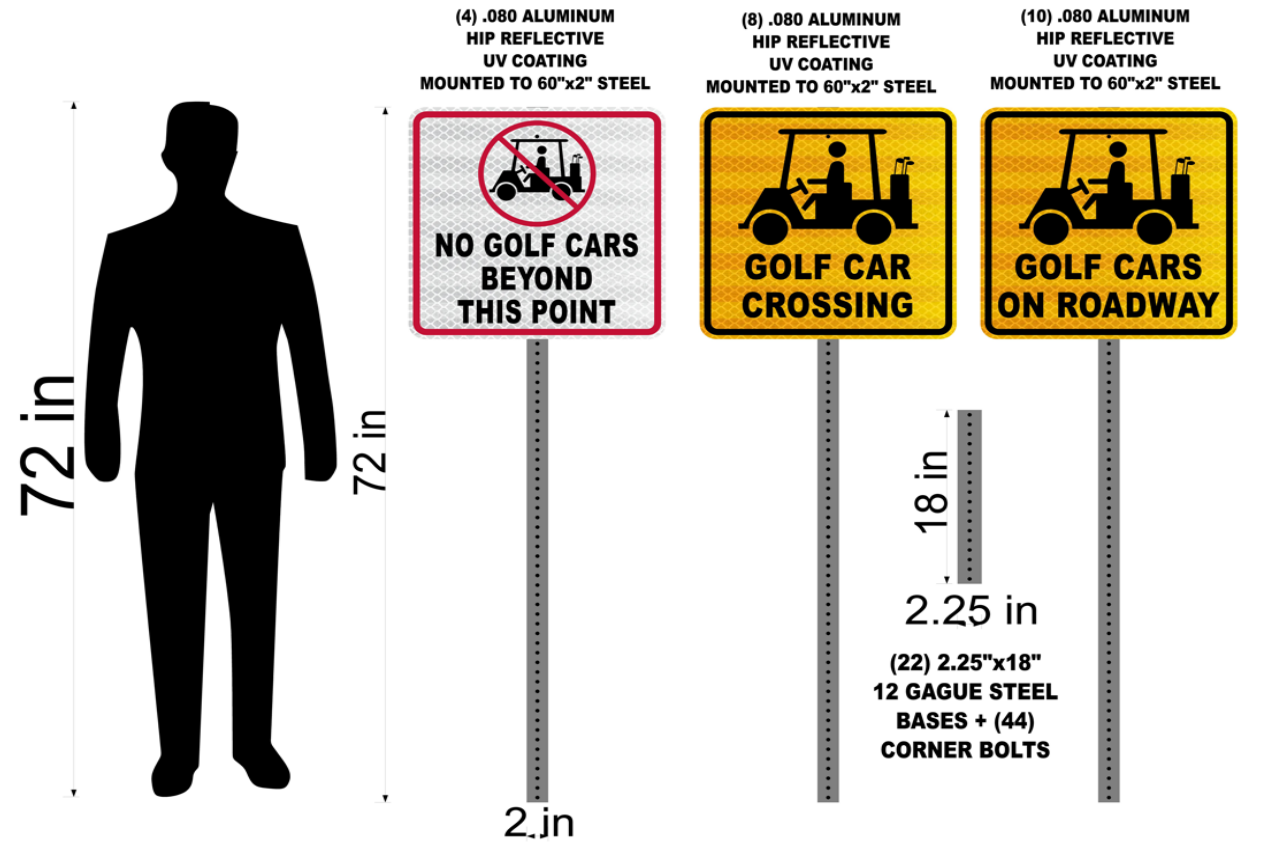
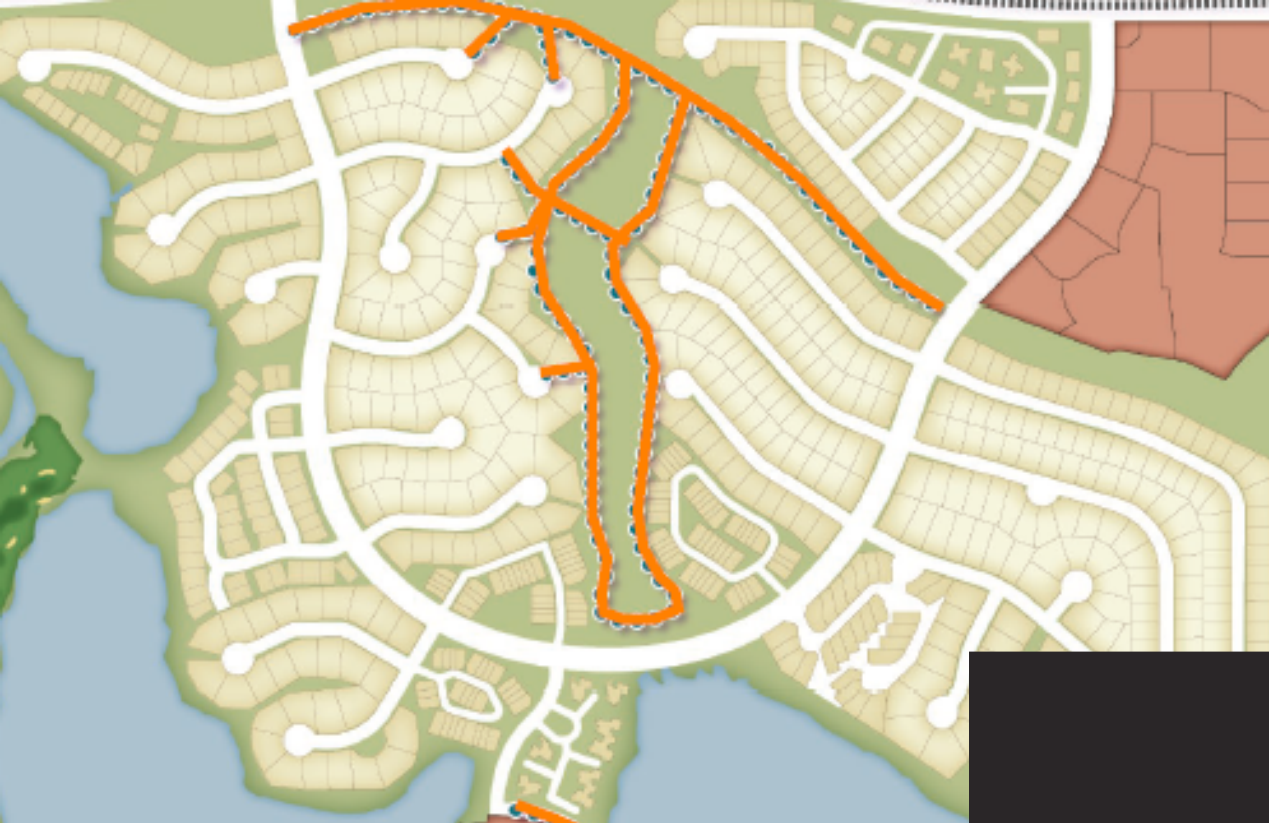
Topics

- History of Resolutions
- Golf Cart/LSEVs Accessibility
 - Collaboration with Metro Districts/Residents

Goals

- Improve Connectivity
 - Open Up Landlocked Areas
 - Improve Access to Neighborhood Amenities
- Improve Clarity For All Users
 - Signage/Striping Enhancements





Update Requests:

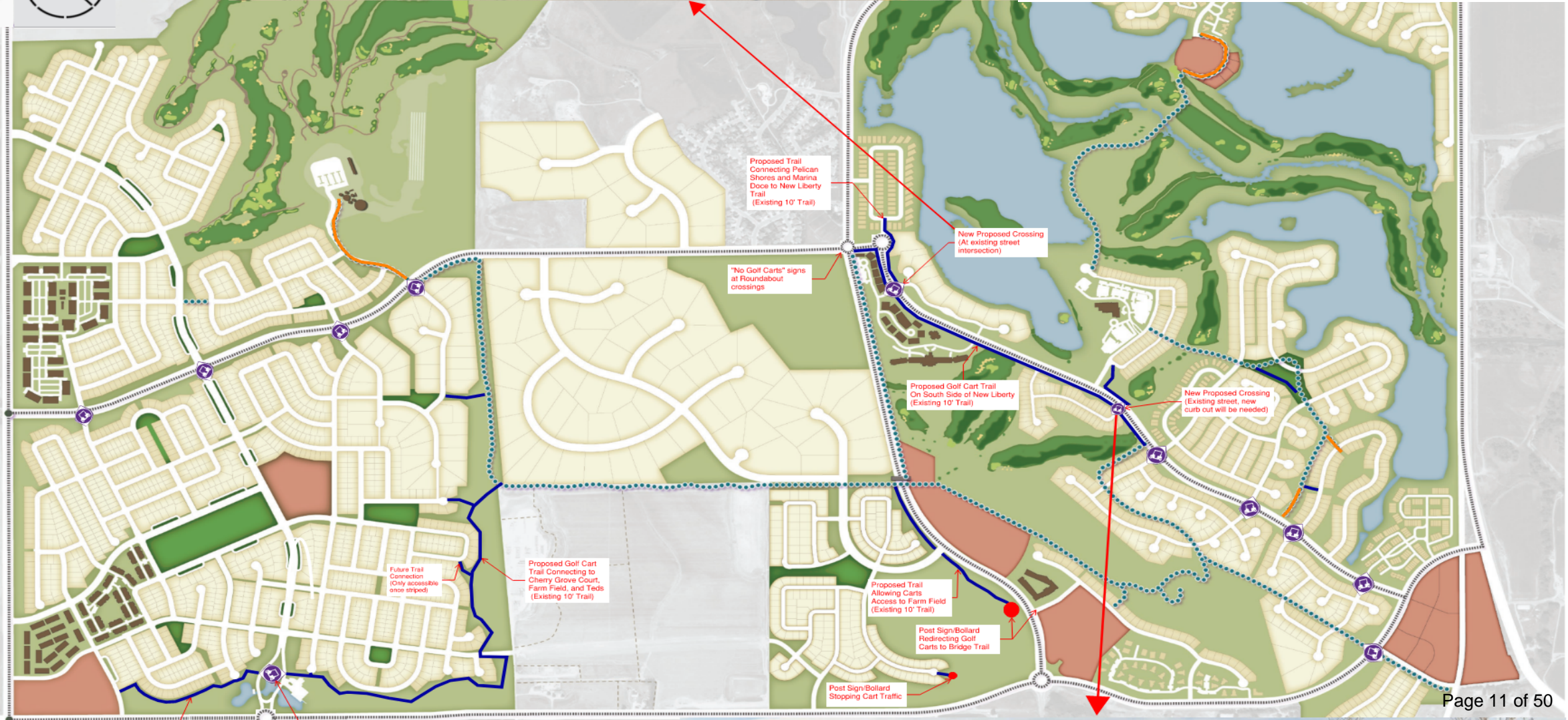
- See all solid "BLUE" lines indicating proposed golf cart accessible trails
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- All new requested golf cart accessible trails are currently 10' wide and will implement "Green" striping to easily identify allowable trails. If not 10' wide, they will be modified prior to approved striping
- All maintenance/patrol equipment to be allowed on all trails and sidewalks within the boundaries of the metro district properties.



Signs to be posted for both directions of traffic



- Golf Cart & Low Speed Electric Vehicle Trail
- No Golf Carts Allowed/LSEV Follow Town Code
- New Proposed Golf Cart Trail Additions
- Remove Existing Golf Cart Trail Access





Class 1 E-bike

Under 750W
Max 20 MPH
Pedal assist only

- ✓ Trails
- ✓ Sidewalks
- ✓ Streets



Class 2 E-bike

Under 750W Max
20 MPH Pedal
assist + throttle

- ✓ Trails
- ✓ Sidewalks
- ✓ Streets



Class 3 E-bike

Under 750W
Max 28 MPH
Pedal assist only

- ✗ Trails
- ✗ Sidewalks
- ✓ Streets

DRIVER
16+



Electric Scooter

Under 100 lbs. Max
20 MPH Handlebar
steering

- ✓ Trails
- ✓ Sidewalks
- ✓ Streets



Low Speed Electric Vehicle (LSEV)

DMV Registered
Max 25 MPH
Class A only

- ✗ Trails
- ✗ Sidewalks
- ! Most streets*

DRIVER
16+



Golf Cart

- ✗ Trails
- ✗ Sidewalks
- ! Streets in designated neighborhoods

DRIVER
16+



Off Highway Vehicle (OHV)

- ✗ Trails
- ✗ Sidewalks
- ✗ Streets

NO
PUBLIC
SPACES



Toy Vehicle

- ✗ Trails
- ✗ Sidewalks
- ✗ Streets

NO
PUBLIC
SPACES

Know the rules before you ride.
Explore the full guidelines at
windsorPD.com/RideRight.



E-Bike/E-Dirtbike Challenges and Enforcement





External Challenges

- Availability
- Marketing and design ambiguity





Local Challenges

- Parental involvement and accountability
- Younger age of offenders (10-15 yrs old)
- Organized nature of events/ride-about
- Eluding law enforcement (even on “legal” bikes)



Enforcement

- Special Enforcement Details
- Educational approach
- Non-traditional and Information-based approaches
- Parental Responsibility ordinance



MEMORANDUM

Date: April 20, 2026
To: Mayor and Town Board
From: Doug Roth, Civil Engineer IV
Re: Eastman Natural Area LOMR - Floodplain Impact Update- D. Roth, Civil Engineer
Item #: 2.

Background / Discussion:

July 2025 Town Board Work Session

At the July 21, 2025 Town Board Work Session, staff presented to the Town Board floodplain mapping issues related to the proposed Eastman Park Natural Area FEMA Letter of Map Revision (LOMR). It was explained that during work on the FEMA Conditional Letter of Map Revision (CLOMR) and the subsequent work on the FEMA LOMR, a floodplain mapping issue was discovered along Pelican Lake in Water Valley.

Current effective floodplain mapping does not correctly depict the 100-year floodplain limit in the vicinity of Pelican Lake in Water Valley. The Eastman Park Natural Area work and associated LOMR does not raise 100-year base flood elevations along Pelican Lake, but the LOMR will trigger a mapping change to fix the error. As part of the LOMR, the floodplain boundary is proposed to extend to shoreline topography which will in turn map two residential homes and one pump station into the 100-yr floodplain.

At the work session, staff discussed the ramifications of the mapping changes to the landowners. The following options were discussed:

- Do nothing other than submit LOMR application,
- Lower 100 yr water surface at Pelican Lake by lowering trail and embankment,
- Assist property Owners with elevation certificates,
- Assist property owners with technical support in their own efforts to design and obtain bids for on site improvements to correct floodplain,
- Assist Metro District with pumphouse flooding mitigation
- Town subsidy for flood insurance premiums

The direction received at the work session was to Investigate feasibility of filling in around homes & provide technical assistance to homeowners. Then homeowners were to obtain bids for the work and bids were to be presented to the Board at a follow-up work session for consideration of Town Board contribution.

Property Owner Progress Following July 21, 2025 Work Session

Town staff conducted a field meeting with the property owners. Staff also surveyed on site to help the residents understand the level of fill needed to be above base flood elevation. Additionally, staff conducted several phone calls and an additional virtual meeting with the residents. The consultant who prepared the LOMR application also assisted with answering resident questions.

The two Teal Ct. residents directly impacted by pending mapping revisions contacted potential contractors. One resident prepared a proposed upgrade to address the floodplain. The resident reported that he contacted a contractor who had completed two projects in the past for the homeowner.

However, calls were unanswered. Town staff also passed on information from two contractors working in the newest filing of Poudre Heights. The resident stated that he had contacted an additional contractor and set up an appointment that resulted in a no show.

The other Teal Ct. resident stated he contacted a contractor to go over the situation and request an estimate for the work. The contractor only provided a verbal quote and stated that the rough grading and fill would run approximately \$25,000 to \$30,000. Furthermore, the contractor identified additional needs beyond just fill. Additional items included a French drain system, deck footings needing modification, structural engineering, fencing removal and replacement, new sod and landscape restoration. The resident expects that with the addition of civil and structural engineering as well as the additional stated work, the total for the project at home would likely be \$60,000 to \$70,000.

Staff also further discussed the pumphouse with a representative at Water Valley. Water Valley was engaged in other matters and made no progress with upgrade design or bids for the pump station mitigation. However, Water Valley did reiterate their non-financial support of lowering the trail and embankment at the south end of Pelican Lake as a method to lower the base flood elevation for all adjacent property owners.

Trail and Embankment Lowering Revisited

Town staff further discussed the feasibility of lowering the trail with the floodplain engineer. Full design of the trail lowering would be an iterative process to determine the precise geometry needed. Questions of feasibility and cost existed at the time of the July 2025 work session.

At the request of staff, the floodplain consultant made a feasibility check by putting a conceptual trail lowering into the floodplain model. The size selected was 50' wide for the full 2.6' depth with gentle tapers to bring the trail back to existing grade. One significant question that we had prior to the feasibility check is what would happen to flow distribution in the floodplain due to several flow splits in the model. The hydraulic model result was very promising with relatively minor change to flow distribution. The result was a 100-year water surface drop of 1.6' across Pelican Lake.

Due to the promising result of the feasibility check, staff sketched a conceptual plan for the cut and contacted GLH Construction, LLC to obtain a proposal for the work. The contractor provided a written proposal with several options for excess soil disposal. The estimated cost is \$40,188 which includes soil hauled to an unknown location.

Staff also contacted J-U-B Engineers, Inc. for pricing to support hydraulic modeling and LOMR update efforts necessary to support lowering of the trail if that option is selected. J-U-B provided a scope and budget that includes, admin & coordination, design input, model revisions, LOMR report and application revisions. The proposed cost is \$28,740. There will also be costs associated with post-construction as-built topography. The total for all costs is expected to be approximately \$70,000.

It is worth noting that there are over 2 dozen homes that would experience the floodplain moving away from them if the trail is lowered. Therefore, over 2 dozen homes would benefit from reduced flooding risk along Pelican Lake if the trail was lowered.

History of Eastman Park Natural Area Floodplain Map Revision

The Town of Windsor and Northern Colorado Water Conservancy District partnered together on the recent construction of a wetland mitigation area near the Poudre River west of 7th Street. The wetlands mitigation project is part of mitigation activities associated with the Northern Integrated Supply Project (NISP). Additionally, the Town recently completed Eastman Park Phase II natural area improvements. Planning, study and design of the joint projects began over 4 years ago and required extensive floodplain study.

A FEMA Conditional Letter of Map Revision (CLOMR) was prepared and submitted to FEMA in January 2023 under Case No. 23-08-0274R. The consultant worked with FEMA to address all CLOMR review comments. FEMA provided the final CLOMR comment document on January 29, 2024. A CLOMR studies the floodplain impact of proposed grading revisions in conjunction with existing topography, but a CLOMR does not change effective Flood Insurance Rate Maps.

FEMA re-studied the Poudre River floodplain over the span of approximately a decade. Preliminary maps were issued in September 2020. The preliminary mapping and hydraulic analysis was used as the basis of the CLOMR submittal. The updates were completed and current Flood Insurance Rate Maps for portions of Windsor in Weld County become effective November 30, 2023.

CLOMR Study & mapping issue identified

Updated floodplain mapping was included in the CLOMR study initially prepared in 2022. Some homes were very close to the floodplain boundaries and others were located within the 1% annual flood risk boundary (aka 100 yr floodplain or Special Flood Hazard Area). Town review staff worked with the floodplain consultants to ensure that mapping accurately reflected existing topography.

Additional drone survey and field survey by crews on the ground were collected to verify and adjust the CLOMR study results. Following additional survey collection, two homes and one pumphouse were identified as having 100-yr flood risk.

On August 22, 2022, Town management, floodplain consultants and floodplain review staff met with the property owners of 305 and 307 Teal Ct. to discuss the likelihood that updated mapping will show the extension of the 100-yr floodplain boundary into their homes.

A subsequent onsite field meeting was held with the property owners of 305 and 307 Teal Ct. on August 31, 2022. The floodplain consultant and Town engineering staff attended the meeting.

Town and floodplain consulting staff also met with metro district representatives to discuss the pumphouse floodplain risk. We also discussed potential mitigation efforts to lower the floodplain risk.

Letter of Map Revision

A Letter of Map Revision (LOMR) submittal to FEMA is required following completion of the Eastman Park Natural area and NISP wetland mitigation. The floodplain consultant has prepared a FEMA LOMR application. The application has not yet been submitted to FEMA. Staff wanted to brief the Town Board regarding the mapping associated with the LOMR application prior to submittal to FEMA.

The LOMR study is based on as-built survey data collected and included in the hydraulic floodplain model. Results of the LOMR study are consistent with the CLOMR study. The two homes and pumphouse are identified as being impacted by the 100-yr floodplain.

Current Effective Floodplain Mapping Error

Floodplain impact on the two homes and the pumphouse has been identified by the CLOMR and LOMR studies. However, the identified flood risk is not caused by work done at Eastman Park or the NISP wetlands mitigation area. The completed work does not cause any rise in the 100-yr water surface elevation at the impacted structures. Additionally, river discharge along the flow path where the impacted structures are located is not increased.

Current effective floodplain mapping depicts the 100-year floodplain limits crossing Pelican Lake in Water Valley rather than following the shoreline. The floodplain engineers working on the floodplain model have identified this as an error in the mapping. As part of the LOMR, the floodplain boundary is

proposed to extend to shoreline topography.

Flood Insurance Impacts

Community participation in the National Flood Insurance Program (NFIP) results in property owners being able to purchase flood insurance at subsidized rates. Windsor participates in the NFIP. According to the State NFIP Coordinator, at the time of adoption of mapping in November 2023, Windsor had 48 NFIP policies totaling \$15,000,000 in coverage. Structures covered in those policies include 47 single-family homes and 10 other structures.

Most lenders require flood insurance if a home is located in a Special Flood Hazard Area (SFHA) commonly called the 100-yr floodplain. Federally backed loans and loans backed by Fannie Mae or Freddie Mac require flood insurance for properties in a SFHA.

Town staff investigated the likely cost of flood insurance for the two residential homes that will be mapped partly in the 100-yr floodplain. Town staff could not obtain a firm quote regarding flood insurance. However, staff contacted the State NFIP coordinator for assistance with estimating. Staff were directed to the online NFIP Quoting Tool. The tool along with elevation survey data was used to come up with an estimated cost. Flood insurance caps at \$250,000 for the structure and \$100,000 for contents. The assumed deductible used for calculation is \$1,250 for the structure and \$1,000 for contents.

The estimated annual flood insurance cost is impacted by the existence of a FEMA elevation certificate for the insured structure. If an elevation certificate is not completed for the two homes, insurance will likely run approximately \$4,000 to \$4,300 per year. If an elevation certificate is completed for each home based on elevation information that we have, the expected cost is estimated to be approximately \$2,900 per year.

Lastly, staff looked at the impact on flood insurance premiums if grade was raised one foot around the homes, and also if the water surface was lowered by one foot. Raising the grade one foot may bring rates into the range of \$2,650 to \$2,800. However, raising the grade has not been fully vetted and may not be practical. Lowering the 100-yr flood water surface by one foot may bring rates into the range of \$2,550 to \$2,600. Staff do not have expertise in flood insurance and relied on the calculator tool for estimated premiums.

Options for Town Board Consideration

1. Do nothing (other than submit LOMR application) – The Town project did not increase flooding risk; it only identified existing flooding risk that resulted from updated mapping which discovered a previous mapping error. Floodplain mapping changes happen periodically based on better data.
2. Lower 100-yr water surface elevation by lowering the trail and embankment between Pelican Lake and Habitat Lake. A detailed cost estimate of lowering the trail had not been completed in 2025. At the time of the July 2025 Work Session, staff estimated the total cost of this option at approximately \$120,000. Since the original estimate in 2025, staff contacted a contractor and received a detailed estimate. Additionally, a detailed engineering estimate was received for additional engineering services. Construction is estimated at \$40,200. With additional engineering and survey, the likely cost is \$70,000. Contingency should be included for any unknowns encountered in engineering and construction. With contingency included, costs could be \$75,000 to \$80,000.
3. Assist property owners with obtaining elevation certificates – Town staff contacted a surveyor to find out the approximate cost of two elevation certificates. The expected cost is approximately \$1,500 for two elevation certificates. The annual flood insurance cost savings is estimated to be \$1,170 to \$1,450 for each homeowner.

4. Assist Metro District with pumphouse flooding mitigation – Regardless of option(s) chosen by Town Board, Town staff provide technical assistance to Metro District to mitigate the impacts of potential flooding of pumphouse.
5. Town subsidy of flood insurance premiums – Amount TBD by Town Board.

Financial Impact:

Expected Town cost is \$0 to over \$70,000 depending on the option selected by the Town Board.

Relationship to Strategic Plan:

Submittal of a FEMA LOMR demonstrates the COMMUNITY SAFETY guiding principal. Specifically, flood damage prevention is directly related to the Town sustaining an active emergency management system focused on prevention, preparedness, and recovery with key partnerships in place to effectively respond in a crisis.

Recommendation:

Staff is seeking final direction from the Town Board.

CC:

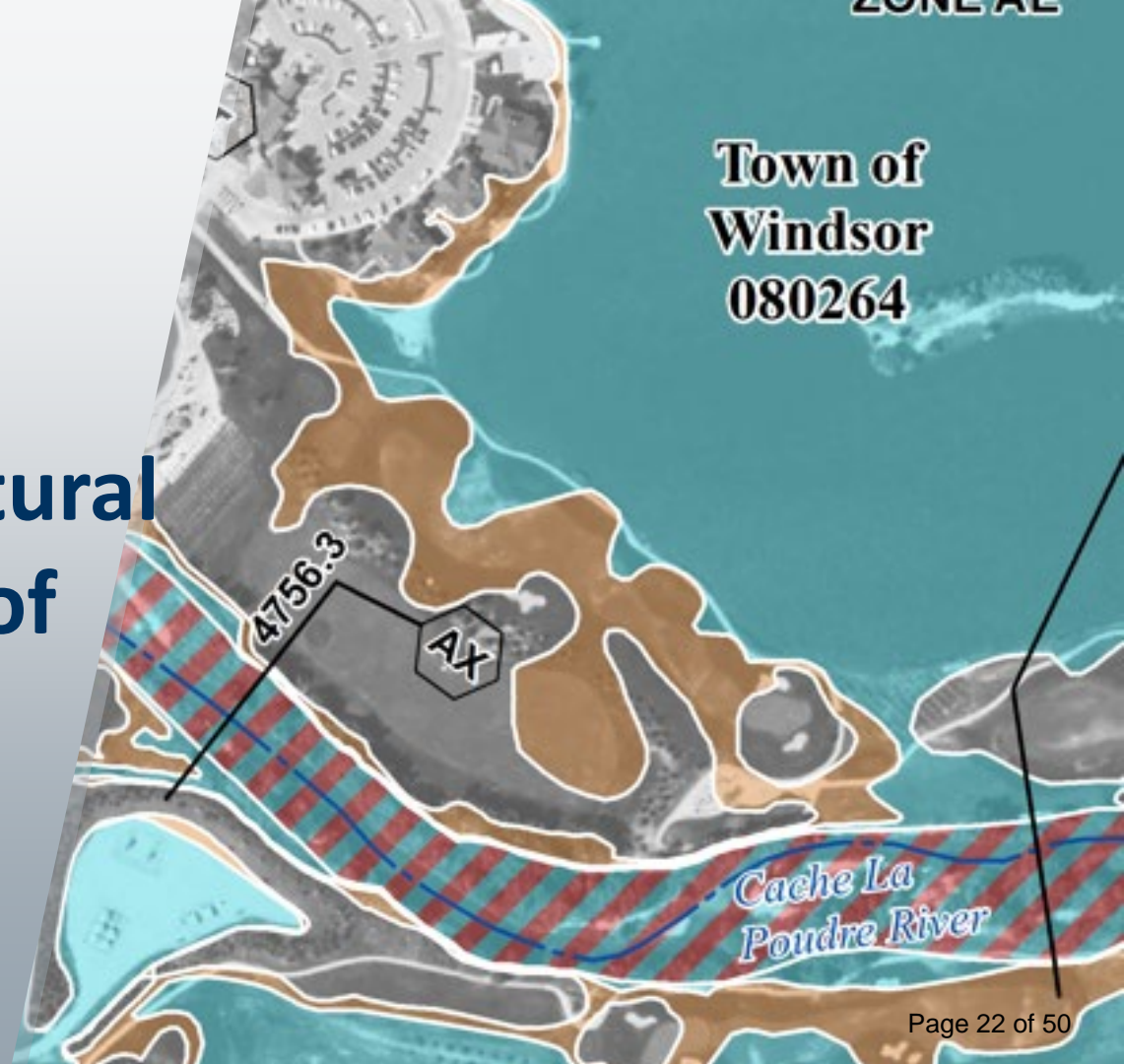
Attachments:

1. Eastman Park LOMR - 4.20.26 TB work session PP



Eastman Park Natural Area PH II Letter of Map Revision

April 20, 2026 Town Board Work Session



Eastman Park Phase II Natural Area

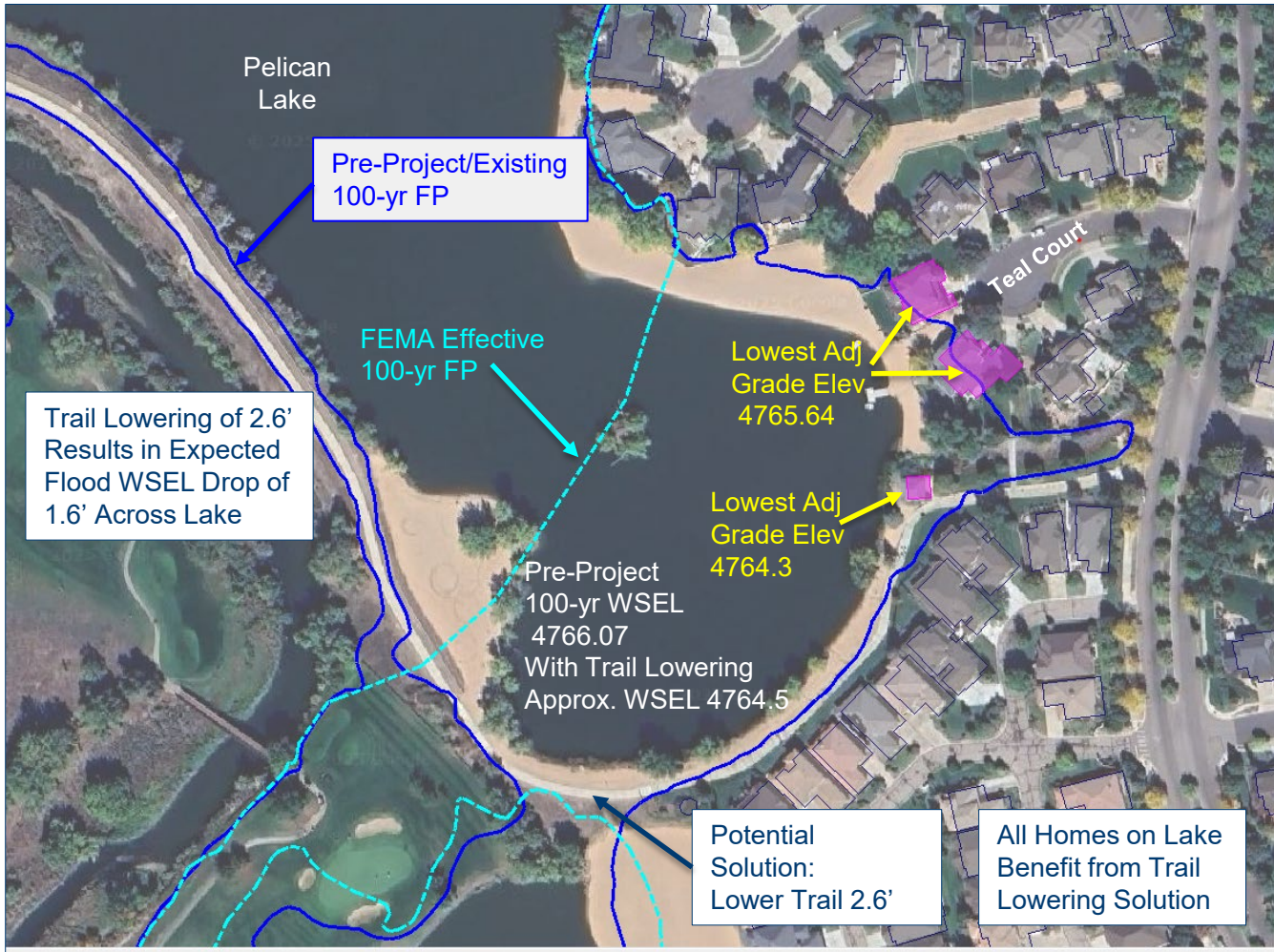
- Eastman Park PH II and NISP wetland mitigation were planned, designed, studied & constructed together
- Poudre River floodplain was studied and a Conditional Letter of Map Revision (CLOMR) submitted to FEMA in January 2023
 - New survey collected
 - New hydraulic models prepared
- Mapping issues with existing flood maps identified

Eastman Park CLOMR/LOMR – Impact at Pelican Lake

- Pre-Project (Existing Condition)
 - Corrected mapping through Pelican Lake
 - 3 Insurable Structures along Pelican Lake Shore in Corrected 100-yr Floodplain (2 Residential Homes, 1 Pumphouse) other homes are close to Corrected 100-yr Floodplain.
- Post-Project (Revised Condition)
 - No Impact at Pelican Lake due to Eastman Park Project
 - No Change in 100-Year Water Surface or Floodplain Mapping (relative to pre-project/existing condition)
- Town Board Direction to Work With Owners on Owner Driven Private Property Floodplain Mitigation Efforts to Remove Impacted Homes from Floodplain (July 21, 2025 Work Session)
 - Fill on Homeowner Lots and Related Efforts to Mitigate Floodplain
 - Staff Provide Technical Support
 - Owners Obtain Bids
 - Follow-up Work Session for Final Direction

Eastman Park CLOMR/LOMR – Impact at Pelican Lake

- Floodplain Mitigation Efforts for Residential Homes
 - Significant coordination with staff (field meetings, staff survey, concept vetting)
 - Homeowners contacted contractors – Difficulty in obtaining bids (no quotes for one owner)
 - Homeowner concern with on lot mitigation efforts and need for engineering support.
 - One owner received estimate of \$25K – \$30K for excavation, fill, rough grade. After addition of engineering pump system, restoration, etc. owner estimates \$60K – \$70K
- Pumphouse
 - Staff Offered Coordination with Owner, but Little Mitigation Efforts Took Place.
- Alternative to Remove Impacted Homes from Floodplain
 - Lower Poudre River Trail at lake outlet
 - Post construction floodplain engineering and survey needed to revise LOMR submittal
 - Est Cost: \$70,000 (\$40,200 construction and approx. \$30,000 for engineering related costs)
 - Assumes trail lowering work is done now and reflected on Eastman Park LOMR submittal. Pumphouse may or may not be fully removed from floodplain



Flood Insurance Rate Map Regulatory Items

- Floodplain regulations
 - Due to changes to floodway and floodplain, submittal of LOMR application to FEMA is required
 - Failure to submit LOMR is violation of floodplain requirements and may result in suspension from Windsor's participation in the National Flood Insurance Program

National Flood Insurance Program

- The NFIP is a Voluntary Federal Program
 - Allows homeowners to buy flood insurance based on flood zone risk and be eligible for Federal assistance
 - Overseen by FEMA and Partners
 - Managed by Communities
 - Enforced by Lenders
 - Town of Windsor participates



Likely Flood Insurance Impact

If Homes are Mapped in Floodplain:

- Estimated (July 2025) likely rates using online NFIP Quoting Tool
- Assumed \$250K coverage structure/ \$100K contents
- Deductible \$1,250 structure/ \$1,000 contents
- Estimated annual premium \$4,000 - \$4,300 without elevation cert; \$2,900 with elevation cert
- Estimated annual premium \$2,550 - \$2,600 if water surface lowered one foot

Options for Town Board Consideration

- Do Nothing except file LOMR as prepared
- Lower 100-yr water surface by lowering trail and embankment between Pelican Lake and Habitat Lake (est. cost approx. \$70K-\$80K)
- Assist property owners with obtaining elevation certificates (est. cost \$1,500)
- Assist Metro District with pumphouse flooding mitigation and technical assistance if not removed from floodplain (TBD)
- Town subsidy of flood insurance premiums (TBD)



Questions?

Doug Roth, P.E., CFM

Civil Engineer IV

droth@windsorgov.com

(970) 674-2435



MEMORANDUM

Date: April 20, 2026
To: Mayor and Town Board
From: Brian Rowe, Director of Public Works
Dean Moyer, Finance Director
Re: Water Meter Replacement Project and Municipal Code Updates - B. Rowe - Public Works Director;
D. Moyer, Finance Director
Item #: 3.

Background / Discussion:

The Town of Windsor's Public Works Utilities Division, along with the Finance and Utility Billing Division, manages the water distribution and wastewater collection systems. They handle the metering, maintenance, reading, and billing for these utilities. The Town has invested in a project to replace water meters across the area to ensure accurate readings and improve remote reading capabilities. Currently, the Town serves 10,486 accounts and relies on mobile, drive-by meter readings each month.

The last water meter replacement project took place between 2005 and 2010, when the Town used internal resources to stop manual readings for about 5,000 customers. Now, the meter infrastructure is failing and nearing the end of its useful life, which means it needs to be replaced. To ensure a safe and successful project, careful planning is necessary. The Town intends to use contracted services for this work.

The Utilities Division plans to use the same manufacturer for replacements and upgrade to remote reading systems while ensuring that meters meet accuracy and reporting standards. There are also proposed changes to the Municipal Code to clarify issues such as water meter access, customer communication, and homeowner responsibilities before service disconnection.

The Utilities Division also needs to address issues with the wastewater collection system, which can be damaged by fats, oils, and grease (FOG). FOG can cause blockages and sewage overflows. To protect the sewer system, the Town tests grease and sand/oil interceptors at commercial properties twice a year. The contractor provides testing reports, and the Town manages communication and necessary actions internally. To ensure timely customer responses, amendments are being drafted to the Municipal Code. These changes will clarify communication and outline penalties for non-compliance, such as water service disconnection.

Financial Impact:

The Town of Windsor's water service area has experienced significant expansion, posing challenges for the Utilities Division in completing a meter replacement project within the established timeline. To expedite this initiative, we have highly considered the option of engaging an external contractor. This strategy aims to facilitate a more efficient transition for Utility Billing and to ensure the accurate collection of data for effective water usage management.

We are currently assessing the costs associated with various water meter manufacturers, applications, and data transmission methods to identify a prudent approach for procuring these items utilizing capital funds. We have approved a budget of \$5,630,626 for the project over a four-year period. This budget encompasses expenses related to the acquisition of meters, contractor labor, and monthly cellular fees per meter.

Upon further examination, it has become evident that the demand for more precise meters and the rise in labor costs will surpass our initial budget. The projected expense for the meters alone is estimated to be nearly \$5 million, while the contractor's fees for the two-year project are anticipated to be approximately \$1.8 million. Additional repairs and necessary upgrades may result in a total estimated expenditure of around \$7 million.

Relationship to Strategic Plan:

Recommendation:

Town staff recommends transitioning this project from a 4-year to a 2-year timeline to more effectively address failing water meters. The 5% to 10% failure rate of the meter-reading system significantly impacts Utility Billing procedures and overloads internal resources for meter maintenance. The Utilities Division has carefully examined the procurement, deployment, and delivery of the deliverables, and adding valuable internal resources for the successful implementation and installation. In conjunction with this adjustment, Town staff proposes adding three new Town FTE Staff. The Utilities Division requests one new FTE Utility Technician to collect and process valuable GIS data to replace outdated or insufficient asset information, locations, and operational data. A dedicated, full-time Utility Technician could transition seamlessly into the Utilities Division's future needs for system maintenance and expertise. The Utility Billing Division requests two new FTE Administrative Assistants for customer service and education, as well as ongoing billing support and management of the Eye on Water interactive portal. We are seeking feedback and direction from the Board on this proposal to expedite the project and enhance our capacity to resolve failing water meters in a timely manner.

CC:

Jim Wielebnicki, Water Systems Superintendent
Megan Walter, Comptroller

Attachments:

1. 2026 Water Meter Replacement Project & Municipal Code Updates Presentation

Water Meter Replacement Project & Municipal Code Updates

Public Works & Finance Department

Town Board Work Session

April 20, 2026



Agenda

Utilities Meter History and Future Projections

Water Meter Replacement Project Recommendations

Municipal Code Amendments

Utilities

Fats, Oil, and Grease (FOG)

Town Board Approval



Utilities Meter History

Manual Reading

Until 2002

Approximately 5,000 customers

Mobile Reading

Began upgrade in 2002, before equipment became obsolete

Prompted meter changeout project

Town-Wide Meter Changeout

Project lasted from 2005 to 2010, and the current system is in use

At the end or nearing the anticipated useful life (15-20 years)

Approximately 6,000 customers

Remote Reading, Cellular

Began transition in 2023 for new development

Currently, a mixed system of mobile and cellular



Utilities Meter Projections

Transition from Automated Meter Reading (AMR, mobile reading) to Advanced Metering Infrastructure (AMI, remote reading)

Current Status

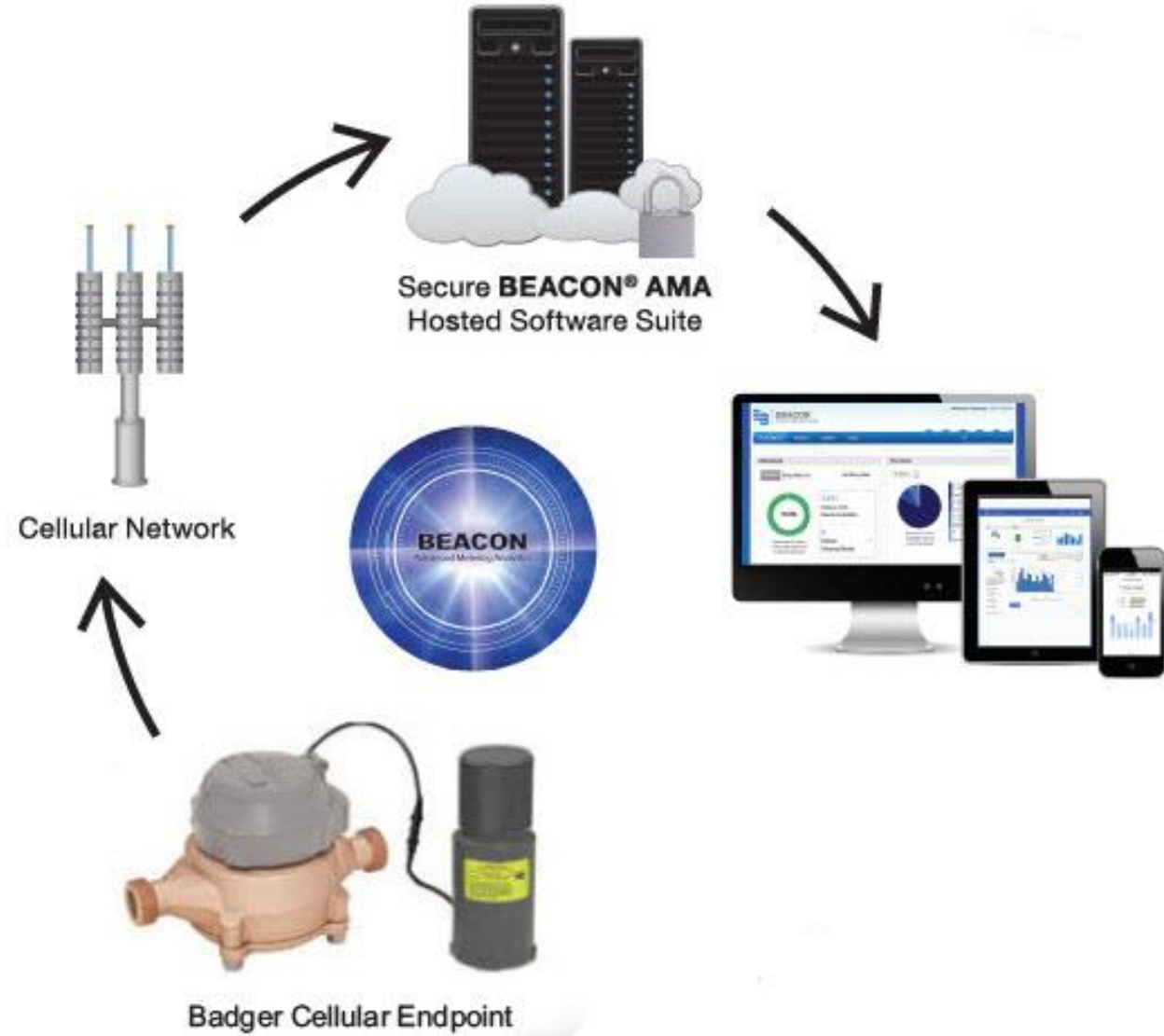
2,080 cellular meters installed out of 10,486 customers

Life Expectancy

20-year battery life

Customer Engagement

Eye on Water



Utilities Meter Replacement Project Recommendations

Accelerated Deployment

- 1 to 2-year project
- Contractor-driven delivery
- Appointment-based
- Inside v. Outside Installation

Meter Selection

- Continue with the current manufacturer
- Meter selection based on application and accuracy

Municipal Code Amendments



Utilities Meter Replacement Project Staff Recommendation

Public Works-1 FTE

Asset Management and Data Collection

Update outdated GIS records

Utility Billing-2 FTE

Installation of new meters into billing software

Scheduling and coordination with contractors

Internal coordination between Utility Billing and Public Works

Rollout and management of Eye On Water Program

Ongoing billing support for increased accounts

NISP Projecting 300 permits per year

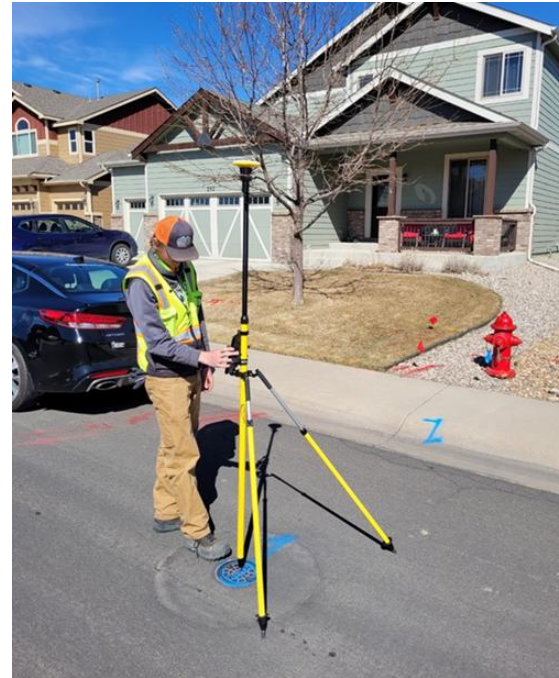
Average Shut-Offs per Month – 140

Average Closings per Month – 75

Customer outreach and education

Active accounts to Employee Ratio

10,464/4 = 2,616



41' E OF STREET 34' S OF CULVERT

Budget Considerations

2026 CIP Budget = \$5,630,626

\$1,407,657/year for 4-years

Line-Item	Cost
Meters	\$4,111,322.00
Contractor Labor	\$1,766,792.50
Meter Pit Repairs	\$22,416
Retrofit Lids	\$172,000
Endpoint Brackets	\$18,500
<u>Project Total</u>	\$6,091,030.50
Annual Cellular Fees	\$114,507.12



FTE Position	Total Estimated Compensation
Utilities Technician (1 FTE plus – benefits, pickup, office setup/computer)	\$170,899.05
Administrative Assistant (2 FTE)	\$160,251.94

Municipal Code Amendments

Chapter 13- Municipal Utilities,
Article II- Water

Sec. 13-2-270, "Maintenance
of Meters."

Develop a schedule to contact
the customer for access

Sec. 13-2-270 - Maintenance of Meters. "All water meters shall be maintained by the Town and shall be tested and repaired, as necessary. Meters may be inspected at any reasonable time by the Town. **The Town shall make two (2) attempts to establish an appointment for meter inspection, replacement and/or repair at each address. The first notice to the property owner and the property address (if different) shall be a letter to be sent by US Postal Service. If email addresses are provided as part of the original account listing, the Town will also attempt to send the notices by email. If no response from the first notice, after two weeks from the date of the first notice, the Town shall send a second notice to the property owner and the property address (if different). If there is still no response after the second notice, after one (1) week, then the Town shall leave a door hanger advising their water will be shut off after three (3) days have passed, until access is granted for the necessary inspection, repair or replacement.**"

Municipal Code Amendments

Chapter 13- Municipal Utilities,
Article II- Water

Sec. 13-2-280, "Meter
interference and bypass
prohibited."

Add clarity to ownership and
responsibility.

Sec. 13-2-250

*"The point of change of
maintenance responsibilities
shall be at the curb stop or
meter pit."*

Sec 13-2-280 - Meter interference and bypass prohibited. "It shall be unlawful for any person to tamper or interfere with any meter or meter seal or to so arrange a water service or piping that the use of water will not actuate the meter. **Interference shall also mean the refusal to allow the Town access to the meter for service or replacement purposes.** The Town shall discontinue water service immediately to any user who violates the provisions of this Section, until **access has been granted for the purposes of inspection, replacement of any water meters, whether inside the structure, or outside the structure, and** satisfactory payment has been made for all water used and all repairs to the meter and piping. **Should access to the meter be impaired by any object, drywall or other obstruction, the Town shall remove the impairment or obstruction at the property owner's expense. The Town shall not be responsible for any damages due to faulty control valves, leaks or plumbing. All necessary plumbing repairs and costs are the responsibility of the homeowner.**"



Municipal Code Amendments

Chapter 13- Municipal Utilities,
Article I- Sewers

Sec. 13-1-20, "Definitions."

Add definitions related to Fat,
Oils, and Grease

FOG means fats, oils and grease.

Grease interceptor or grease trap means a device that separates, traps and holds FOGs from the wastewater discharge from a facility to prevent the FOGs from entering the public sanitary sewer system.

Pollutants include, but are not limited to fats, oils, grease, (FOG) sand, and other solids, anaerobic (oxygen-deprived) waste. These pollutants created by cooking, cleaning, manufacturing, and maintenance.

Recreational Vehicle dump station means a facility intended to receive the discharge of wastewater from a holding tank installed on a recreational vehicle.

Municipal Code Amendments

Chapter 13- Municipal Utilities,
Article I- Sewers

Sec. 13-1-50 (f), "Use of public
sewer."

Clarify necessity and
responsibility as part of the
regular inspection schedule, per
industry best practices

(f) Grease, oil and sand interceptors (**"grease traps"**) shall be provided when, in the opinion of the Superintendent, they are necessary for the proper handling of liquid wastes containing grease in excessive amounts, or any flammable wastes, sand or other harmful ingredients; except that such interceptors shall not be required for private living quarters or dwelling units. All interceptors shall be of a type and capacity approved by the Superintendent, and shall be located as to be readily and easily accessible for cleaning and inspection.

(1) Failure to comply with the policies, municipal codes and guidelines may result in the suspension of all water/sewer services to the offending facility, per Code Sec. 13-1-50, in addition to any possible citations for Municipal Code violations.

(2) Regular inspections shall occur semi-annually. Upon the first failed inspection, the facility shall be placed upon an accelerated inspection schedule. Re-inspections will occur until compliance is achieved. Water and sewer services may be suspended at the discretion of the Superintendent, until compliance is achieved. If the facility is in compliance upon re-inspection, no further action will be taken. Suspension of water and sewer services shall cause a municipal citation for non-compliance to issue.

Municipal Code Amendments

Chapter 13- Municipal Utilities,
Article I- Sewers

Sec. 13-1-70, "Protection from
damage."

Clarify the penalty for violations

Sec. 13-1-70-Protection from damage. "No unauthorized person shall maliciously, willfully, or negligently break, damage, destroy, uncover, deface, or tamper with any structure, appurtenance or equipment, which is a part of the sewer works. **Any person violating this provision shall be subject to any and all legal remedies, including, but not limited to possible federal, state, or municipal charges.** ~~Any person violating this provision shall be subject to immediate arrest under charge of disorderly conduct.~~

Municipal Code Amendments

Chapter 13- Municipal Utilities, Article I- Sewers

Create Sec. 13-1-110, "Illicit waste disposal or discharge."

Create Sec. 13-1-120,
"Violations and Penalties"

Sec. 13-1-110 – Illicit waste disposal or discharge. "It shall be unlawful to dump, empty, evacuate or discharge any gray or black wastewater from any boat, camper, motor home, portable toilet or recreational vehicle into the public sanitary sewer or public storm water systems."

Sec. 13-1-120.- Violations and Penalties. "It shall be unlawful for any person or business to violate any of the provisions of this Chapter 13. Any violation of the provisions of this Chapter or this Article, shall, upon conviction be punishable as provided in all applicable statutes, laws, and regulations, including, but not limited to, those provided in Chapter 1, Article IV of the Windsor Municipal Code. Further, the Town shall discontinue water or sewer service immediately to any user who violates the provisions of this Chapter or this Article, until satisfactory proof of compliance has been provided to the Superintendent."

Town Board Approval and Feedback

Public Works Utilities Division and Finance Utility Billing Division solicits approval and feedback from the Town Board regarding:

- An accelerated project, originally planned for 4 years, to be completed in 2 years or less
- Additional FTEs for Utilities and Utility Billing Divisions
- Feedback for Municipal Code amendments



FUTURE TOWN BOARD MEETINGS

April 27, 2026 5:00 p.m. 5:30 p.m.	Town Board Work Session Arbor Day Poster/Poetry Contest Winners' Recognition New Hire – Meet the Board Leaf and Branch Update Utility Billing Assistance Program
April 27, 2026 7:00 p.m.	Town Board Regular Meeting
May 4, 2026	Canceled – 1 st Monday
May 11, 2026 5:30 p.m.	Town Board Work Session Board/Manager/Attorney Monthly Meeting WDA Review and Evaluation Hauler Licensing
May 11, 2026 6:45 p.m.	Kern Board Meeting
May 11, 2026 7:00 p.m.	Town Board Regular Meeting
May 18, 2026 5:30 p.m.	Town Board Work Session Elected Officials Training with Sam Light Future Recreation Center Facility Results PD RMS Update
May 25, 2026	Canceled – Memorial Day Holiday
June 1, 2026	Canceled – 1 st Monday
June 8, 2026 5:30 p.m.	Town Board Work Session (Community Development Building) Board/Manager/Attorney Monthly Meeting Solid Waste Discussion Red Flag Burn Ban Discussion
June 8, 2026 7:00 p.m.	Town Board Regular Meeting
June 15, 2026 5:30 p.m.	Town Board Work Session Windsor Housing Authority Update Poudre River Trail Authority Update

June 22, 2026 5:30 p.m.	Town Board Work Session New Hire – Meet the Board County Road 70 Update
June 22, 2026 7:00 p.m.	Town Board Regular Meeting
June 29, 2026	Strategic Plan Public Outreach

Future Work Session Topics

- Parking Plan update
- Camping Ban
- Backyard Chicken Ordinance Discussion
- Sign Code Update (August 17 or 24)
- 2025 Annual Road Safety Report (Summer)
- Future Lodging Tax Discussion (Strategic Plan?)
- August 17th – Budget: Revenue Estimates
- September 14th – Budget: Staffing Needs
- September 21st – Budget: Capital Improvement Projects
- Compensation Study Review and Recommendations – September 21st
- October 10th (Saturday) – Budget: Operating Requests
- October 26th – Budget: Utility Rates for 2027
- November 9th – Budget: Wrap up/Revisions
- October 19th meeting – Light Agenda (ICMA 2026)