



TOWN BOARD SPECIAL MEETING

May 18, 2026 - 5:30 PM

Kyger Room, 200 N. 11th Street, Windsor, CO 80550

Enter through the Northwest doors at the back of the building

To watch the Town Board

Meeting: <https://teams.microsoft.com/meet/279821563977424?p=HHfEUaTfOD3TRqgLQp>

Meeting ID: 279 821 563 977 424

Passcode: yy6ya9Rk

AGENDA

A. CALL TO ORDER

1. Roll Call
2. Review of Agenda by the Board and Addition of Items of New Business to the Agenda for Consideration
3. Proclamations
 - a. National Police Week & National Peace Officer's Memorial Day

B. BOARD DISCUSSION

1. Elected Officials Training with Sam Light
2. Windsor Police Department Records Management System (RMS) Modernization - Margo Josephs, Leadline
3. Recreation Center Feasibility Study Update - T. Fotsch, Director of Parks, Recreation and Culture
4. Future Meetings Agenda

C. BOARD ACTION

1. Resolution No. 2026-29 — A Resolution Amending, Approving and Consolidating Permits Pursuant to Chapter 8, Article VI of the Windsor Municipal Code for the Purpose of Allowing the Use of Golf Cars on Public Roadways, Certain Trails and Limited Sidewalks Within The Neighborhoods Known as Water Valley North, Water Valley South, Pelican Hills, Pelican Farms, and Raindance
 - Legislative action
 - Staff presentation: Chief Stephen Garrison, Omar Herrera, Director of Engineering and Kim Mihm, Deputy Town Attorney

D. EXECUTIVE SESSION

1. An Executive Session Pursuant to Colorado Revised Statutes §24-6-402(4)(e)(I) for the Purpose of Determining Positions Relative to Matters that may be Subject to Negotiations; Developing Strategy for Negotiations; and Instructing Negotiators Concerning Potential Purchase of Open Space and Water

E. ADJOURN

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



PROCLAMATION

**National Police Week & National Peace Officer's Memorial Day
May 11 – 16, 2026**

WHEREAS, by a joint resolution approved in October, 1962, Congress and the President of the United States have designated May 15th of each year as "Peace Officers' Memorial Day" and the week in which May 15th falls as National Police Week; and

WHEREAS, the members of the Windsor Police Department play an essential role in safeguarding the rights and freedoms of Windsor; and

WHEREAS, it is important that all citizens know and understand the duties, responsibilities, hazards, and sacrifices of their law enforcement agency, and that members of our law enforcement agency recognize their duty to serve the people by safeguarding life and property, by protecting them against violence and disorder, and by protecting the innocent against deception and the weak against oppression; and

WHEREAS, the men and women of the Windsor Police Department unceasingly provide a vital public service.

NOW, THEREFORE, I, Julie Cline, Mayor of the Town of Windsor, do hereby proclaim that May 15, 2026 was Peace Officers Memorial Day and May 11 through May 16, 2026 was Police Week.

I call upon all citizens of the Town of Windsor to recognize the week of May 11-16, 2026, as National Police Week. I encourage citizens to join in commemorating law enforcement officers, past and present, who, by their faithful and loyal devotion to their responsibilities, have rendered a dedicated service to their communities and, in so doing, have established for themselves an enviable and enduring reputation for preserving the rights and security of all citizens.

I further call upon all citizens of the Town of Windsor to recognize the Friday, May 15, 2026, was Peace Officers' Memorial Day in honor of those law enforcement officers who, through their courageous deeds, have made the ultimate sacrifice in service to their community or have become disabled in the performance of duty, and let's recognize and pay respect to the survivors of our fallen heroes. I directed that the flag be flown at half-staff on Peace Officers Memorial Day and further encouraged all Americans to display the flag from their homes and businesses that day.

Dated this 18th Day of May, 2026.

Julie Cline, Mayor



Elected Officials Presentation

Town of Windsor • May 18, 2026

Presented by: Sam Light, CIRSA Deputy Executive
Director/General Counsel



Introduction

- Discussion of risk management issues at the elected official level, including suggested best practices to enhance effectiveness and, in turn, reduce risk for the Town and you individually. Topics we will touch on include:
 - The fiduciary role of public officials
 - Transparency requirements & risks
 - Organizational structure & liability
 - Ethics & personal conduct
 - Quasi-judicial rules of engagement
- Presentation is a training resource only; is not intended to address or provide legal advice on any specific, pending issues.

The Fiduciary Role of Public Official

- There are unique dynamics of being a local public official:
 - Citizen → government official (24/7!)
 - Outsider → insider
 - Critic/proponent → representative-ambassador-**fiduciary** of the Town as an entity and of the local public body upon which you serve.
- “The holding of public office or employment is a public trust, created by the confidence which the electorate reposes in the integrity of...local government officials and employees.”

The Fiduciary Role of Public Official

- Within a municipal/public entity structure, effective governance and effective risk management requires continual recognition that you are **fiduciaries**.
- Among other attributes, the fiduciary responsibility requires:
 - Recognition of broader public interest.
 - The ability to place the Town's interests and the public interest above narrow, personal, single-issue or other interests.
 - A commitment to consider matters on their merits alone.

Transparency Requirements & Risks

- Honor the openness requirement of Colorado's Open Meetings Law (OML): Applies to **three or more or a quorum, whichever is less**. Requires discussion of public business take place at meetings open to the public.
- Also, if action will be taken or a quorum will be present, there must be timely notice. Board action must be taken only at a duly-noticed public meeting.
 - **"Serial meetings"** have become a focus of litigation and should not be used to avoid the "three or more" threshold. Recognize also that non-meeting communications (e.g. e-mail, texts, social media) can also raise OML liability and transparency issues.
- Executive sessions? Make sure you follow the requirements of the OML. Use a script and have appropriate systems in place to protect confidential information.

Transparency & Electronic Communications

- Using email? *See* handout and this CIRSA article: <https://www.cirsa.org/news/how-the-colorado-open-meetings-law-applies-to-elected-officials-email/>). Separate from OML compliance issues, the correspondence of elected officials that relates to their duties or public funds is generally treated as a matter of public record (with limited exceptions).
- Thus, recognize that emails and other electronic communications discussing public business could be a record subject to disclosure under Colorado's Open Records Act.
- And electronic communications of all kinds may be subject to the civil discovery process and may be required to be divulged in litigation.
- Public officials must be cautious in their use of electronic communications to avoid getting crosswise with one or more of these legal considerations.

Organizational Structure & Liability

- Everyone within the organization has a “job description”—it is important that everyone honor their “job description,” both to help ensure the organization functions at a high level, and to avoid risks of liability, including the risk of personal liability!
- Under Colorado Governmental Immunity Act (CGIA) you have protection from personal liability if you are “within the scope of employment (SOE)” and not acting “willfully and wantonly.” Means everyone needs to know and respect their “job description.”
- Conduct that is “outside the scope” or “willful and wanton” can result in a loss of governmental immunity and create liability, including personal liability.
 - “Willful and wanton conduct”: Conduct that is purposefully undertaken and calculated to cause harm, in conscious disregard of the consequences or rights or safety of others.

Organizational Structure & Liability

- Can also result in potential loss of insurance coverage. Public official liability (POL) policies follow “course and scope” and “willful and wanton” concepts. That is, they extend coverage to elected officials “in their capacity as such” (or similar) and have provisions excluding coverage where liability is imposed for willful and wanton conduct, fraud, ill-gotten gain, or criminal or malicious acts.
- The CGIA provides a form of qualified immunity, but it is not an absolute shield. Similarly, a federal form of qualified immunity protects government officials from liability for civil damages “insofar as their conduct does not violate clearly established statutory or constitutional rights of which a reasonable person would have known.”
- Recognize that certain liability risks—in particular, civil rights, employment practices, and personal tort exposures—can be exacerbated by “bad facts” that suggest (or are perceived to be based upon) retaliatory or malicious conduct.

Legislative v. Administrative Matters

- A key component of SOE is the legislative-administrative distinction, which is recognized in the Town Charter and Code. The Town operates with a Board-Manager form of government (Charter Sec. 2-3). Under this structure, there is policy/administration allocation of duties, responsibilities and roles. This the most common form of municipal structure.
- **Town Board:** “Governing body” (Governance)(Charter Sec. 3-1). Mayor is presiding officer and head of government for ceremonial purposes.
- **Manager:** “Chief administrative officer” of the Town; responsible for administrative affairs and operations (Charter Art. VIII).
- By statute, charter, ordinance, etc., certain duties are performed by Board and certain duties are performed by staff. These allocations of authority and responsibility not only define the organization’s structure; they define “scope of employment” for everyone in it.

Supporting Organizational Structure

- Tips to support the structure and avoid concerns around “role discipline” and “scope”:
 - Understand “job description” and stay within it. Note, the “powers and duties” provisions applicable to the Board (and others) serve to define SOE.
 - Recognize that elected officials act primarily as a BODY, and exercise responsibilities mainly by group discussions and group decision-making in a PUBLIC MEETING. “Powers and duties” are exercised by the body as a whole.
 - Therefore, the role is a group role! Think “We” ... not “I”! If you find yourself about to act in terms of “I” rather than “we” ...that’s a red flag.
 - Another red flag? “He/she/they did what?!?!”

Supporting Organizational Structure

- Adherence to the Town's organizational structure is particularly important in the area of employee relations and handling of administrative matters assigned to staff.
- Except for those employees that are the "direct reports" of the governing body, elected and appointed officials are not employee supervisors. Thus, don't give orders or reprimands to staff below the Manager—that's outside your SOE; remember your Charter (*Sec. 8.5 Town Board's Relationship to Employees*)—or get individually and improperly involved in personnel or administrative issues.
- It's not that administrative matters are entirely "hands off" for elected officials – you are entitled to ask questions and get information - but it's important to exercise role discipline to prevent entanglements, disempowerment, misunderstandings, and exposure to legal liability, including potential individual liability.

Supporting Organizational Structure

- Other tips:
 - Establish, in collaboration with your Manager, a process for bringing forward your questions and concerns (or those raised by citizens) about administrative matters.
 - Use your Manager and staff as a resource for accurate information and to get things done (and look good while doing it!). Be cautious of reacting to “one side of the story” or being “conscripted” into an attempted “end run.”
 - Avoid being swayed by the (understandable but mistaken) view that individual members have the power to override administrative decisions vested in others.
 - Resolve to work through your differences at the governing body level and speak with “one voice” to your direct reports. The solution for unresolved differences is not for individual members to take the issue upon themselves.

Ethics & Personal Conduct

- Become familiar with the ethics rules governing your conduct (*e.g.*, Town Code of Ethics, Article V of the Town Charter). The theme that runs through codes of ethics is: It is not permissible to use public office for private gain. Some key areas:
 - **Conflicts of Interest:** Disclose, recuse, don't vote, leave the room (or move to public seating), and don't further participate (unless clearly and expressly doing so only as a general member of the public)(Charter Art. V & Sec. 1.35).
 - **Confidential Information:** Don't disclose or use any confidential information for any personal or private gain or any other personal or private purposes. (Charter Sec. 5.4)
 - **Gifts:** Decline gifts that seem connected to your service and abide by gift rules. (Charter Sec. 5.2 & Code Sec. 2-2-50).
 - Avoid situations that may create an appearance of impropriety. Recognize that in matters of ethics, fair or not, sometimes perception = reality and reality = perception.

Ethics & Personal Conduct

- Beyond compliance with the Code of Ethics, commit to personnel conduct that strengthens the WE – the Board as an institution. This sometimes requires personal sacrifices, such as:
 - Setting aside a personal interest or agenda when there is lack of support.
 - Accepting “the Board has spoken” though one preferred a different outcome.
 - Respecting the Board’s rules of procedure and other Board “norms of conduct”.
 - Avoiding perceptions (internal or external) of “getting ahead” of or “speaking for” the voice of the Board where the Board has not yet spoken.
 - “Agreeing to disagree” and setting aside personal differences in service of the Town; respecting that Board members are co-equals and Board service is a “We” job.

Quasi-Judicial Rules of Engagement

- Often the Board and its members are acting as “legislators”—making general policies that apply generally—or handling routine business matters.
- But at other times you make decisions affecting a specific applicant’s property rights. For these “quasi-judicial” matters—e.g., land use and licensing applications before the Board—the members are essentially acting as judges. In this role you have heightened responsibilities to provide “due process” and a failure to provide due process exposes you and the Town to liability.
- So, be familiar with the due process “rules of engagement” that apply to quasi-judicial matters. These rules require you conduct yourselves like judges, not like legislators.
- These rules have a familiar source: “No person shall be...deprived of life, liberty, or property, without due process of law.”

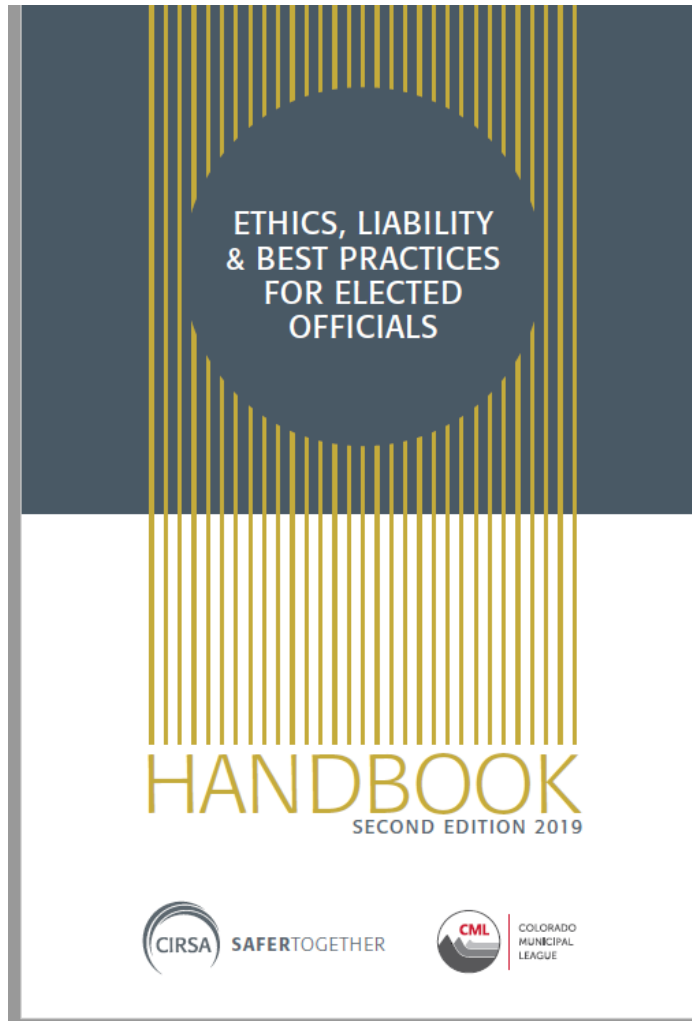
Quasi-Judicial Rules of Engagement

- **Avoid Ex Parte Contacts:** As the judge, don't engage with the applicant or others, or with your fellow quasi-judges, before or outside the hearing about the issues to be decided at the hearing.
- **Maintain Impartiality:** As a judge, remain neutral; don't make up your mind before the hearing and don't make prejudicial pre-hearing statements.
- **Recusal:** As the judge, you must recuse yourself from the proceedings if you have a conflict of interest or other disqualifying circumstance.
- **Judicial decision-making:** Your deliberations and decision on a quasi-judicial matter **must be focused/based upon** only the **evidence** presented at your hearing **and the relevant, existing criteria** (i.e., the standards) that apply to the decision before you. In this role you must set aside personal bias, opinions, and preferences. In deliberations, use Sam's "Rule of Why."
- For more on the quasi-judicial "rules of engagement" see handout and this presentation: https://www.cml.org/docs/default-source/2024-conference-presentations/6-19-24-1045-cml-2024-qj-decision-making.pdf?sfvrsn=ee380f05_2.

Concluding Thoughts

- Key “takeaways” for managing and mitigating risks at the governing body level.
 - Remember and embrace the policy/administrative distinction
 - Take the time you need & get the information you need to make sound decisions
 - Have focused and on-point deliberations—they lead to defensible decisions
 - Individually and collectively, stay within your authority and “SOE”
 - Know the rules, play by the rules, and apply them evenhandedly
 - Embrace and provide good process—process is itself a government service
 - Follow transparency rules
 - Recognize the authority of Board is exercised collectively
 - Avoid conduct and decisions that may appear as retaliatory
 - Work individually and collaboratively to fulfill your fiduciary responsibilities

Resources



CIRSA Elected Officials Handbook:
<https://www.cirsa.org/wp-content/uploads/2019/06/EthicsLiabilityBestPracticesHandbookForElectedOfficials.pdf>

CIRSA elected and appointed officials' resources:
<https://www.cirsa.org/safety-training/elected-officials/>.

CIRSA news & events page:
<https://www.cirsa.org/news-and-events/news/>

CIRSA Training & Events Calendar:
<https://www.cirsa.org/news-and-events/events-calendar/>

CIRSA Safety YouTube Channel:
https://www.youtube.com/@CIRSA_Safety/videos

About the Colorado Intergovernmental Risk Sharing Agency (CIRSA)

- Public entity self-insurance pool for property, liability, and workers' compensation coverages.
- Formed by in 1982 by 18 municipalities pursuant to CML study committee recommendations.
- Not an insurance company, but an entity created by intergovernmental agreement of our members.
- Total membership today stands at 294 member municipalities and affiliated legal entities
- Member-owned, member-governed organization.
- No profit motive – sole motive is to serve our members effectively and responsibly.
- CIRSA Board made up entirely of municipal officials.
- Seek to be continually responsive to the liability-related needs of our membership – coverages and associated risk management services, sample publications, training, and consultation services, as well as specialty services such as home rule charter review.
- We have the largest concentration of liability-related experience and knowledge directly applicable to Colorado municipalities.

OUR CULTURE

CIRSA and its members embrace a proactive risk management culture. Through the power of pooling, our programs, services, and coverages enable CIRSA members to act with confidence so that they, in turn, can enable their organizations and communities to thrive.

OUR MISSION

CIRSA is the leader in risk management and insurance coverage for Colorado local governments.



OUR VISION

CIRSA is revolutionizing risk management for Colorado communities.



OUR MEMBERS

Managing risk is the way our pool members foresee and protect against potential losses and liabilities facing their communities, and recover from them should they occur.



OUR VALUES



In the name of Community, we serve the greater good.
In the name of Partnership, we foster collaboration for problem-solving.
In the name of Ethical conduct, we do the right thing.
In the name of Stewardship, we aim for long-term sustainability.

ABOUT US

CIRSA is a public entity self-insurance pool serving Colorado municipalities and affiliated entities. CIRSA staff are subject matter experts in Colorado public entity insurance, liability, and risk management issues. CIRSA is accountable to each member individually and to the membership as a whole, NOT to stockholders seeking a profit.

Speaker Bio

Sam Light is Deputy Executive Director / General Counsel for the Colorado Intergovernmental Risk Sharing Agency (CIRSA). Previously, Mr. Light was a partner with the Denver law firm of Light | Kelly, P.C., specializing in municipal and other public entity law, insurance law and defense of public entities and elected officials. Sam is a frequent speaker on public entity risk issues and municipal law and has practiced in Colorado since 1993.



MEMORANDUM

Date: May 18, 2026
To: Mayor and Town Board
From:
Re: Windsor Police Department Records Management System (RMS) Modernization - Margo Josephs, Leadline
Item #: B.2.

Background / Discussion:

The Windsor Police Department is moving forward with the selection of Mark43 as its next Records Management System (RMS) and is providing this presentation and memo to the Town Board for awareness and discussion due to the significance of the investment and its long-term operational impact on the organization. The RMS is a core operational system used daily by department personnel to manage police records, report writing, evidence tracking, investigations, court distribution, crime mapping, and required State and Federal reporting. Approximately 78% of Windsor PD staff use the RMS multiple times per day as part of their regular duties.

The department's current RMS continues to support daily operations; however, as operational demands, reporting requirements, and integration needs have evolved, the department identified opportunities to improve workflow efficiency, system integration, mobile functionality, data accessibility, and long-term scalability. Feedback gathered through a department-wide needs assessment identified several recurring themes, including duplicate data entry, limited integration between dispatch and reporting systems, inefficient search functionality, and time-consuming administrative processes. These operational inefficiencies can reduce time available for proactive policing, investigations, and direct community engagement.

Beginning in July 2025, the department formed a cross-functional RMS Committee representing records, patrol, traffic, investigations, property and evidence, GIS, IT, and municipal court. Over approximately 10 months, the committee conducted a comprehensive evaluation process that included defining project goals, conducting staff surveys and needs assessments, reviewing vendors, participating in demonstrations, conducting reference checks, and evaluating long-term operational fit and cost. Mark43 was ultimately selected because it best aligned with the department's operational goals, integration needs, reporting requirements, usability expectations, and long-term scalability.

Implementation of the Mark43 platform is expected to improve operational efficiency by reducing manual and duplicative administrative tasks, improving access to information, supporting mobile and field-based reporting, enhancing data quality and compliance reporting, and strengthening information sharing and coordination with partner agencies. The system is also expected to support better data-informed decision-making and provide officers with more time focused on community-oriented policing and service delivery.

Financial Impact:

The proposed agreement with Mark43 is structured as a five-year payment schedule that includes implementation services, software licensing, support, and ongoing operational costs. Base contract costs over the initial term total approximately \$685,670.

Year 1 includes implementation and startup expenses associated with transitioning to the new platform. Future annual costs reflect ongoing system licensing, maintenance, and support. The agreement also

includes optional future modules related to crash reporting and eCitation functionality that may be implemented at a later date. The proposed investment supports the modernization of a critical public safety operational system intended to improve efficiency, reporting capabilities, compliance, and long-term scalability.

Relationship to Strategic Plan:

This project directly supports the Town of Windsor Strategic Plan by enhancing Community Safety through improved operational efficiency, information accessibility, and reporting capabilities within the Police Department. The project also supports Fiscal Responsibility by modernizing critical public safety infrastructure and reducing administrative inefficiencies, allowing department personnel to spend more time focused on direct service to the community. Additionally, the project supports long-term organizational sustainability through improved data management, compliance, and scalability.

Recommendation:

This item is being presented to the Town Board for awareness and discussion regarding the department's planned transition to the Mark43 Records Management System. Staff intends to proceed with final contract execution and implementation in accordance with Town administrative and procurement processes.

CC:

Attachments:

1. 5.18.26 Windsor Town Board Presentation_RMS (5)



TOWN OF WINDSOR POLICE DEPARTMENT

MAKING A DIFFERENCE
EVERY DAY

Records Management System (RMS) Modernization Initiative

Town Board Work Session

May 18, 2026





MEET OUR TEAM

Project Sponsors:

- Commander Aaron Lopez - Support Services Division
- Joe Gaona - IT Manager

Project Manager:

- Margo Josephs - Leadline Project Management

Records Management Committee

- Amanda Barrera - Records Manager
- Carol Putnam - Admin Coordinator
- Vivian Pebley - Police Officer
- Jared Paul - Traffic Safety Unit Sergeant
- Jeremiah Sauter - Community Service Officer
- Serena Case - CSO/Red Light Technician
- Amanda Griffin - Property & Evidence Technician
- Leslie Schmidt-Johnson - Detective
- Scott Tometich - GIS Supervisor
- Brock Gutierrez - Application System Administrator
- Aimee Slusher - Municipal Court Clerk





WHAT WE'LL COVER

- What is a Records Management System (RMS)
- Why Windsor needs a new RMS
- How we selected the new vendor
- How this will benefit the community
- How and when we will implement it
- What are the cost implications

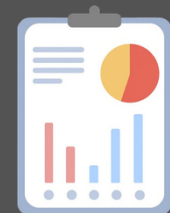




WHAT IS A RECORDS MANAGEMENT SYSTEM (RMS)?



Critical Data & Reporting Outputs



Data & Analytics



Crime Mapping



Compliance Reporting





WHY THE RMS MATTERS

78% of Windsor's PD staff use the RMS multiple times per day

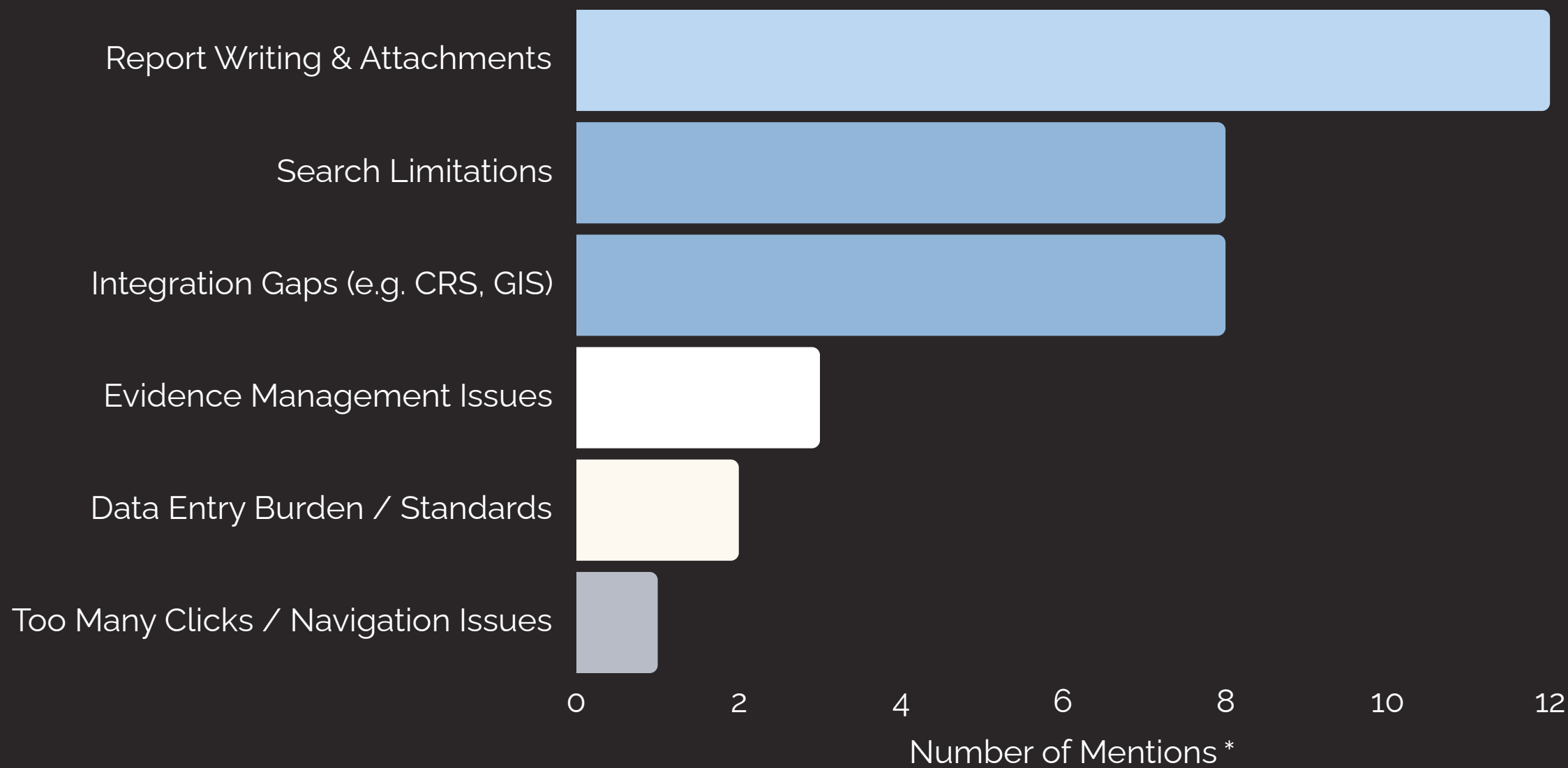
- Keeps officers in the field instead of behind a desk
- Ensures accurate, compliant reporting to State and Federal agencies
- Strengthens investigations through better access to information
- Improves transparency and accountability to the community
- Reduces administrative burden and inefficiencies
- Positions Windsor PD for future growth and technology needs





WHY A NEW RMS IS NEEDED

Current System Challenges



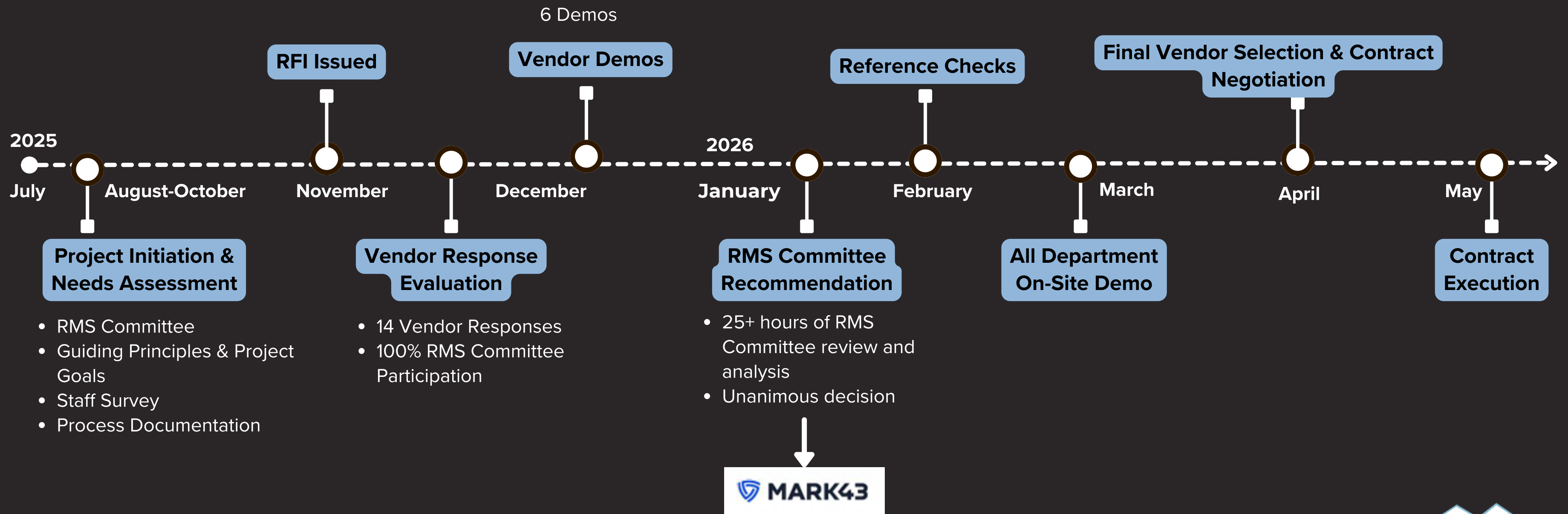
- Reporting & analytic tools fall short of operational or strategic needs
- Excessive manual entry and redundant data work
- Not meeting diverse user needs
- Missing, incomplete, or broken integrations

*Response reflect survey results from 45 PD staff





HOW WE SELECTED A NEW VENDOR





WHY MARK 43

 meets or exceeds all project goals:

- ✓ SYSTEM INTEGRATIONS
- ✓ LONG-TERM USABILITY
- ✓ DEPARTMENT-WIDE BUY-IN
- ✓ STREAMLINED REPORTING
- ✓ CLOUD-BASED, MOBILE-ACCESSIBLE
- ✓ LOGICAL WORKFLOWS
- ✓ USER-FRIENDLY DESIGN
- ✓ SPATIALLY ENABLED TOOLS
- ✓ RESPONSIVE VENDOR SUPPORT
- ✓ MODERN SECURITY STANDARDS

No other vendor demonstrated comparable capability and fit





MARK 43 KNOWS PUBLIC SAFETY



Rio Rancho Police Department, NM
139 sworn - CAD/RMS
(Previously CentralSquare RMS)



Ruidoso Police Department
20 Sworn – CAD/RMS
(Previously Slueth CAD/ RMS)



University of NM Albuquerque
40 Sworn - CAD/ RMS
(Previously Tyler/NW RMS)



Village of Angel Fire Police Dept, NM
5 Sworn - RMS
(Previously- CrimeStar - /RMS)



New Mexico State Police
657 Sworn - CAD/RMS
(Previously Homegrown RMS)



Albuquerque Police Department, NM
857 Sworn - RMS
(Previously CentralSquare RMS)



Louisville Metro Police Department, KY
1,200 Sworn - RMS
(Previously Hexagon RMS)



Boston Police Department, MA
2,200 Sworn - RMS
(Previously Hexagon RMS)



California Highway Patrol, CA
7,500 Sworn - RMS
(Previously CentralSquare RMS)



Richmond Police Department, CA
200 Sworn - RMS
(Previously Tiburon RMS/CAD)

Currently implementing in Jefferson County, Colorado



Sept 2026 Go-Live
900 Users





HOW THIS BENEFITS THE WINDSOR COMMUNITY

- More officer time in the community → Less time on paperwork, more time responding to calls and engaging with residents
- Faster and more effective investigations → Improved access to information helps solve cases more quickly and accurately
- Better data for smarter decision-making → Reliable, real-time data supports proactive policing and resource allocation
- Improved transparency and accountability → Accurate, complete records strengthen reporting to the public and oversight bodies
- Stronger compliance with State and Federal requirements → Ensures reporting standards are met and reduces risk to the Town
- Enhanced regional coordination and information sharing → Better collaboration with neighboring agencies improves response and safety outcomes





CONNECTION TO TOWN PRINCIPLES

Community Safety

Improves operational efficiency, reporting accuracy, investigations, and officer time in the community

Fiscal Responsibility

Reduces administrative inefficiencies and modernizes critical public safety infrastructure

Quality of Life

Supports proactive policing, faster response to community needs, and data-informed decision-making

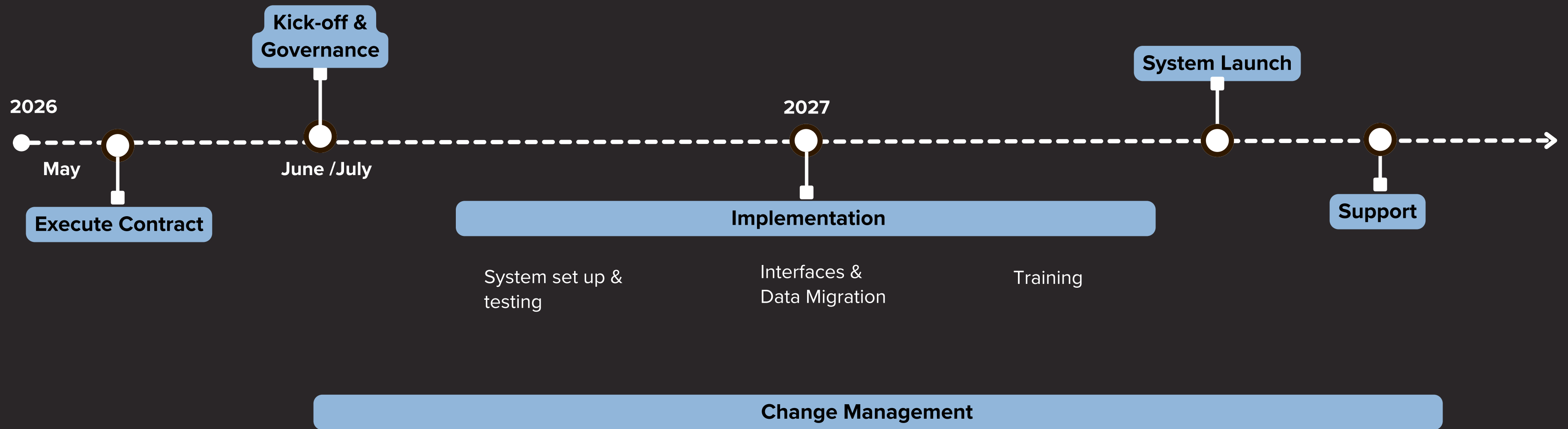
Small Town Feel

Enables officers to spend more time engaging directly with residents and the community





HOW AND WHEN WE WILL LAUNCH





WHAT ARE THE COST IMPLICATIONS

- One-time implementation costs occur in 2027
- Ongoing annual costs are offset through retirement of existing software systems
- Operational efficiencies and reduced administrative burden are expected to generate additional long-term value
 - Scottsdale, AZ Police Department reported approximately 50% reduction in officer report-writing time

	Year	Cost Type	Amount	Budget Status	Net Funding Needed
Mark43 Investment	2026	Project Start-Up Fee	\$105,000	Included in 2026 Budget (Existing funds)	\$0
	2027	Year 1 One-time Implementation Cost	\$179,000	Proposed for 2027 Budget (Including offset from retiring systems: Axon Fleet \$116,000)	\$53,000
	2028 +	Recurring annual costs	\$129,000	Offset by Retired Systems (Including offset from retiring systems: eForce \$45,000; Axon Fleet \$116,000)	-\$32,000



QUESTIONS, COMMENTS, CONCERNS

The RMS Committee Members are here to answer any questions or provide more context as requested by the Town Board





92 WINDSOR
APD

DIAL 911





MEMORANDUM

Date: May 18, 2026
To: Mayor and Town Board
From: Tara Fotsch, Director of PRC
Re: Recreation Center Feasibility Study Update - T. Fotsch, Director of Parks, Recreation and Culture
Item #: B.3.

Background / Discussion:

The Parks, Recreation & Culture Department, in partnership with the Town of Severance, recently completed a feasibility study evaluating the need, potential location, and conceptual program for a future recreation facility to serve the growing Windsor and Severance communities.

The study was developed in response to increasing recreation participation, sustained population growth, and continued capacity challenges within the existing Windsor Community Recreation Center. The current facility regularly experiences congestion in fitness areas, difficulty accommodating high-demand programs and classes, and limitations related to gymnasium and program space availability.

Current utilization data demonstrates the continued demand for recreation services, with the Community Recreation Center recording more than 431,000 visits year-to-date in 2025, along with significant participation in youth sports, senior programming, pickleball, fitness activities, and day camps.

The feasibility study included:

- Existing recreation center utilization analysis
- Demographic and national recreation trend analysis
- Community and stakeholder engagement
- Site and location evaluations
- Program and amenity assessments
- Preliminary operational and capital cost considerations

Community engagement efforts included surveys, public outreach events, and stakeholder meetings. Feedback consistently identified overcrowding at the current facility and strong interest in expanded recreation opportunities. Common themes included:

- Expanded fitness and weight room space
- Additional group fitness and senior programming
- Increased aquatics capacity and lap lanes
- Dedicated indoor pickleball courts
- Turf and flexible recreation spaces
- Enhanced community gathering and wellness amenities

The study also evaluated long-term growth trends and regional recreation demand.

At this stage, the feasibility study serves as a planning and decision-making tool and does not commit

the Town to construction or a specific site. Rather, it establishes a framework for evaluating future opportunities and understanding community recreation needs over the coming decades.

Staff and the consultants, RDG, will be presenting the findings and looking for a recommendation on the next steps.

Financial Impact:

Relationship to Strategic Plan:

Recommendation:

CC:

Attachments:

1. 2026-04-24 Feasibility Study for Future Rec Facility (1)



REPORT

FEASIBILITY STUDY FOR FUTURE RECREATION CENTER

| Town of Windsor, CO

| Town of Severance, CO

April 24, 2026





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- 08. Capital and Operations Costs 39



01. Introduction

The Town of Windsor and the Town of Severance are experiencing steady population growth, increasing demand for recreation services, and evolving expectations for community amenities. In response, both communities are evaluating the feasibility of a new recreation center to meet current needs and plan for future growth.

This study is guided by the Town of Windsor Parks, Recreation & Culture Department’s vision, mission, and goals, which focus on delivering accessible, high-quality recreational opportunities that support health, wellness, and community connection. These principles provide a framework for assessing how a new facility can continue to enhance quality of life for Windsor residents.

The Town of Severance shares this focus through its vision to support their growing community and maintain excellence in health, wellness, and community amenities. As the community expands, access to recreation facilities and programs will be an important component of maintaining that standard.

Windsor staff have been continually reminded of both high utilization and clear facility limitations within the existing recreation center, by its users. Many users who visit weekly or daily, consistently noted challenges such as overcrowded fitness areas, difficulty accessing high-demand programs, and a need for expanded space and a broader range of offerings.

This feasibility study evaluates community needs, service gaps, site considerations, and financial factors to determine whether a new recreation center is viable and sustainable. It also considers the potential for collaboration between Windsor and Severance to deliver a facility that efficiently serves both communities.

The outcome of this effort will help define a practical path forward for providing recreation services that align with community priorities and support long-term growth.

Team Members

Town of Windsor

- Eric Lucas – Deputy Town Manager

Windsor Parks Recreation & Culture Department

- Tara Fotsch – Director
- Jody Baker – Assistant Director
- Kendra Martin – Operations & Facilities Manager
- Matt Kraus – Business Recreation Supervisor
- Kristy Zulkoski – Administrative Specialist

Town of Severance

- Nicholas Wharton – Town Manager
- Lindsay Radcliff Coombes – Deputy Town Manager

RDG Planning & Design

- Daniel Matoba
- James Atchison
- Molly Hanson
- Brad Rodenburg
- Sarah Fischer

Martin/Martin Consulting Engineers

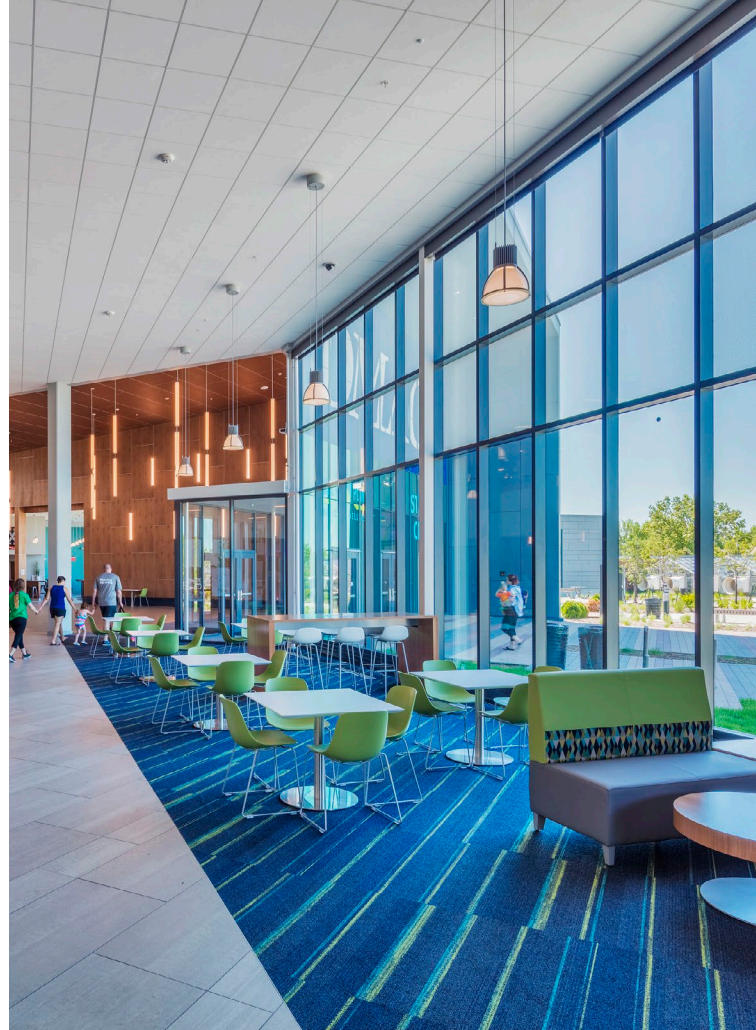
- Mark Thornbrough

Ballard King & Associates

- Darin Barr
- Jenise Jensen

FCI Constructors

- Steve Rademacher
- Tom Boucha





02. Existing Rec Center Loads

The existing recreation center serves as a multi-generational community asset, offering aquatics, gymnasium space, fitness areas, multi-purpose rooms, and dedicated senior spaces. It attracts users from Windsor, Severance, Timnath, and the surrounding region, reflecting its importance as a regional destination.

Current utilization has reached or exceeded functional capacity, with demand consistently outpacing available space and resources. User feedback and operational observations indicate persistent congestion in fitness areas, limited availability of equipment, and difficulty accessing high-demand programs and classes. Organized user groups also report challenges securing space for summer camps and gymnasium-based league play.

These capacity constraints are beginning to affect the overall user experience. Limited access to equipment and programs can result in wait times, reduced participation, and scheduling challenges. Over time, these barriers can diminish perceived value, particularly for members who rely on consistent access to maintain fitness routines or participate in structured activities.

If these limitations persist, users may reduce visit frequency or seek alternative facilities that better meet their needs. This shift has broader implications for program participation, membership retention, and the long-term effectiveness of the recreation system.

While the existing facility is centrally located and accessible, the site presents significant constraints. Adjacent residential development and surrounding roadways limit opportunities for expansion, and parking demand is already at or near capacity. Even if building expansion were feasible, the site cannot adequately accommodate the additional parking required to support increased use. As a result, meaningful expansion at the current location is not considered viable.

Visitation Data

2025 YTD Community Recreation Center Visitation Data

431,138
2025-ECO COUNTER

New Members2,635

Memberships Lost.....1,909

Services/Activities

Senior Lunches Served 20,353

Senior Drop-in Programs9,401

Pickleball5,406

Youth Basketball.....1,135

Youth Volleyball..... 614

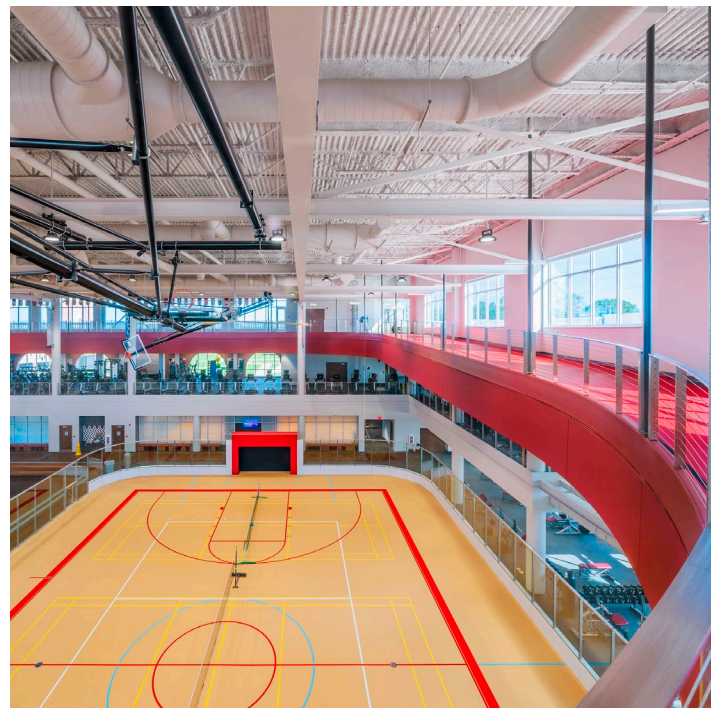
Teen Programming2,241

Room Rentals (outside rentals)..... 227

Room Rentals (department and town rentals)6,430

Birthday parties 430

Day Camp1,452





03. National Standards

This chapter evaluates the ability of the Town of Windsor and the Town of Severance to support an additional recreation center through a review of local demographic, economic, and recreation participation data compared to national benchmarks. By analyzing population growth, household characteristics, income levels, and recreation spending patterns, this assessment provides a data-driven understanding of community capacity and demand.

Both communities demonstrate characteristics that align with strong recreation usage, including a growing population across all age groups, a high percentage of households with children, and median household incomes that exceed state and national averages. In addition, **residents show a consistent willingness to invest in recreation and wellness activities**, indicating both the financial capacity and interest needed to support expanded facilities.

To further evaluate demand, national participation data and Market Potential Index (MPI) metrics were applied to the primary service area. These comparisons identify how likely residents are to participate in specific activities relative to national averages and help highlight recreation trends that are particularly strong in the region. **Results indicate above-average participation in a range of activities**, including walking, weightlifting, yoga, pickleball, and cycling, along with growing interest in emerging and flexible fitness programs.

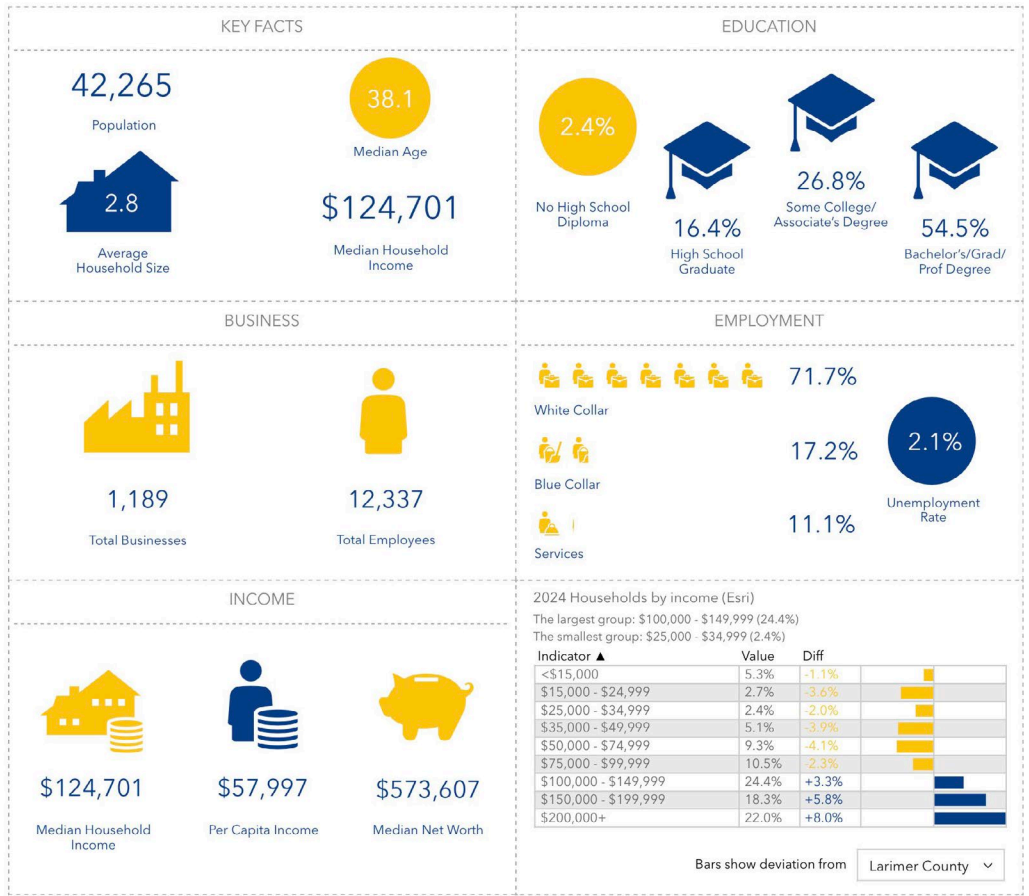
In addition to understanding overall capacity, this chapter also identifies the types of amenities and program spaces most likely to be utilized based on national trends and local preferences. This includes a focus on both traditional recreation offerings and emerging activities that are experiencing rapid growth nationwide.

Together, these findings establish a framework for determining whether an additional recreation center is supported by the market and what types of spaces and amenities would best align with community needs.

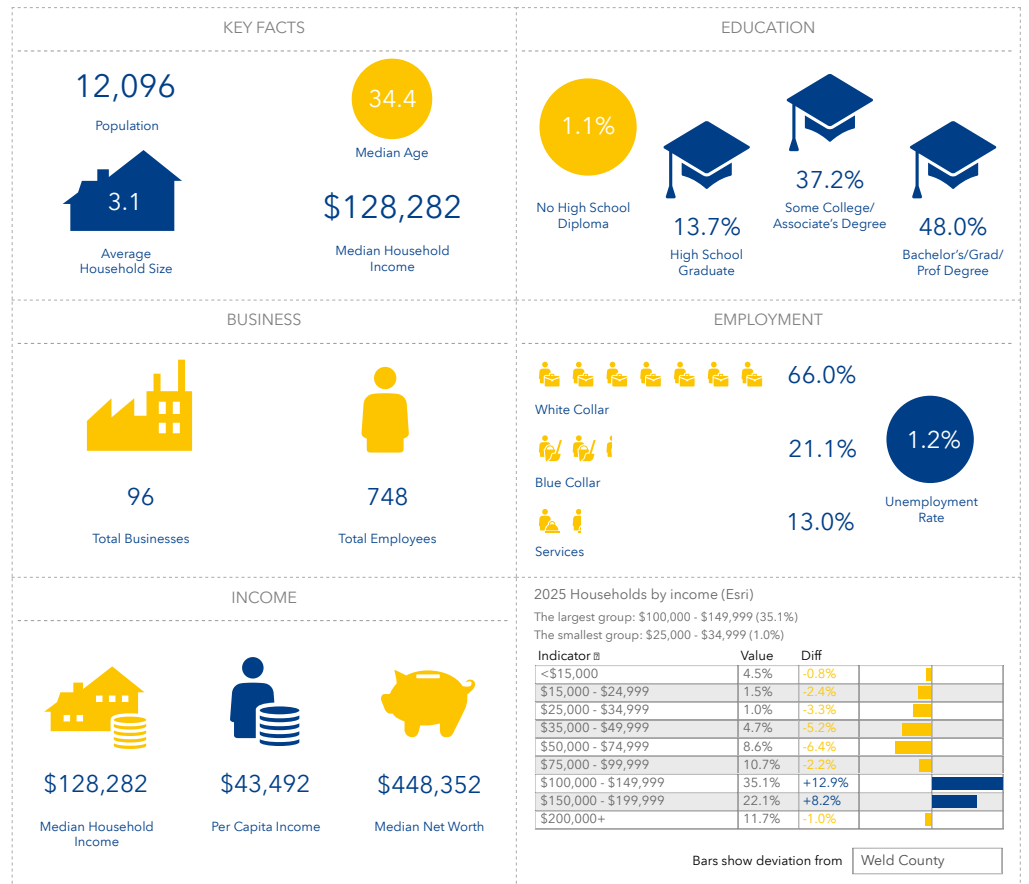
Community Data

Key Facts

Windsor, Colorado



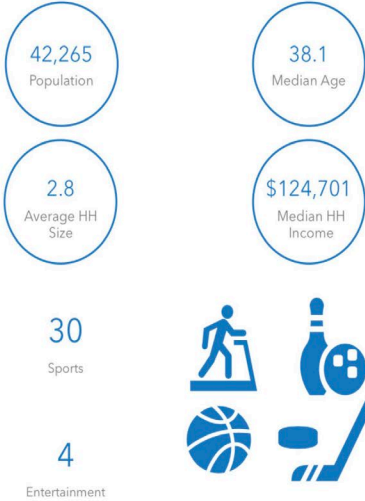
Severance, Colorado



Source: This infographic contains data provided by Esri (2025, 2030), Esri-Data Axle (2025). © 2026 Esri

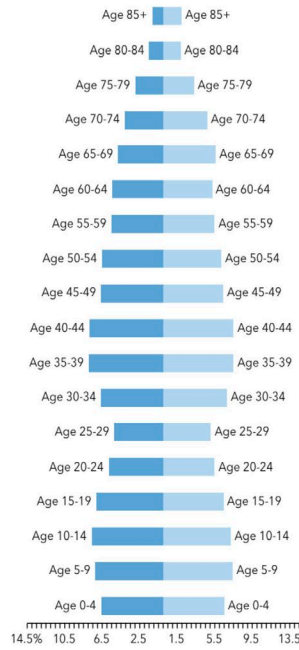
Target Market Summaries

KEY FACTS



This infographic contains data provided by Esri, Esri-U.S. BLS, Esri-MRI-Simmons. The vintage of the data is 2025, 2030.
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AGE PYRAMID



The largest group: 2024 Males Age 35-39
The smallest group: 2024 Males Age 85+

ANNUAL LIFESTYLE SPENDING



Exercise (Percent of Adults)



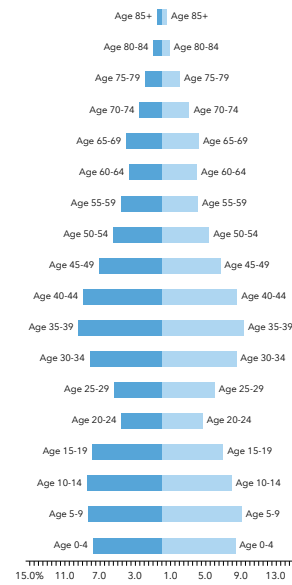
Windsor, Colorado

KEY FACTS



This infographic contains data provided by Esri, Esri-U.S. BLS, Esri-MRI-Simmons. The vintage of the data is 2025, 2030.
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AGE PYRAMID

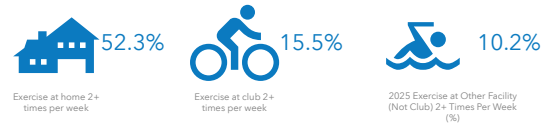


The largest group: 2025 Males Age 35-39
The smallest group: 2025 Males Age 85+

ANNUAL LIFESTYLE SPENDING



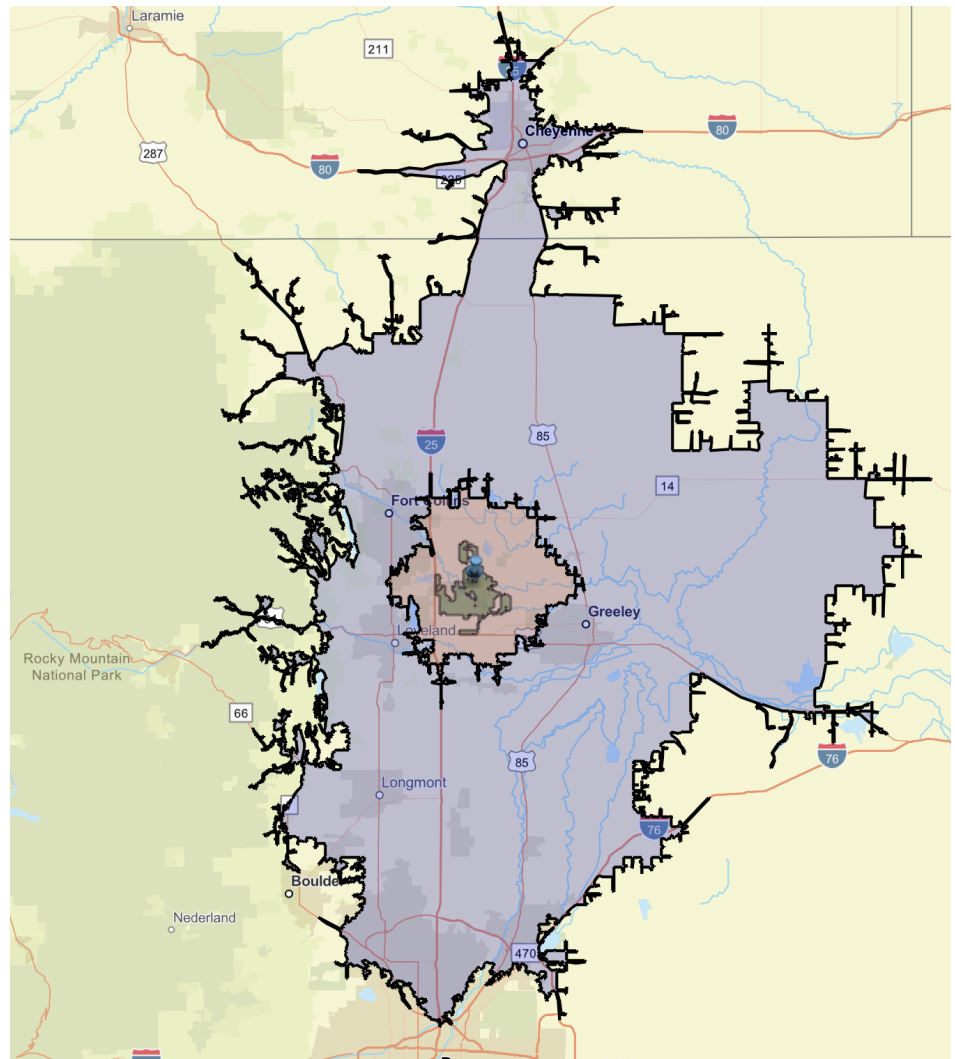
Exercise (Percent of Adults)



Severance, Colorado

Service Area(s)

- Windsor & Severance (Immediate)
- 20-Minute Drive (Primary)
- 60-Minute Drive (Regional)



Characteristics within the Primary Service Area

- Total Population increasing
- Median Age increasing
 - Growing quickly, increases across all age groups
 - Older adults fast-growing
- Households' w/ Children increasing
 - 34%-36% of households have children
- Median Household Income increasing
 - ~\$125,00 –higher than state and national level
- Household Budget Expenditures and Recreation Spending are (increasing/consistent).
 - Residents spend more than average on fitness and lessons

A second recreation center would serve both families and seniors — the two largest user groups. The community resources support an interest to expand recreation facilities in the region.

Market potential Index (MPI)

MPI measures the relative likelihood of the adults or households in the specified area to exhibit certain consumer behaviors or purchase patterns compared to the U.S. An MPI of 100 represents the U.S. average.

Source: This data is based upon national propensities to use various products and services, applied to local demographic composition. Usage data was collected by MRI-Simmons in a national representative survey of U.S. households, with ESRI providing forecasting.

- Measured within the Primary Service Area
- Measures likelihood of adult participation.
- Active Adult = Active Youth

Source: Data collected by MRI-Simmons

Participation in sports and fitness is above national averages.

Strong local interest in walking, weightlifting, yoga, pickleball, golf, and biking.

Fastest growing activities include pickleball (+800% growth since 2015), pilates, tennis, and golf.

Adults participated in:	Expected Number	% of Population	MPI
Aerobics	2,714	8.4%	112
Baseball	974	3.0%	101
Basketball	2,039	6.3%	110
Bicycling (Road)	3,828	11.8%	118
Boxing	571	1.8%	98
Football	1,005	3.1%	112
Frisbee	985	3.0%	106
Golf	3,098	9.6%	119
Martial Arts	369	1.1%	87
Pickleball	1,483	4.6%	126
Pilates	1,294	4.0%	124
Ping Pong	1,544	4.8%	119
Soccer	1,324	4.1%	109
Softball	617	1.9%	106
Spinning	634	2.0%	118
Tennis	1,307	4.0%	113
Volleyball	858	2.7%	100
Walking for Exercise	11,812	36.5%	113
Weightlifting	6,154	19.0%	125
Yoga	3,694	11.4%	119

National Sporting Goods Association Data

- Primary Service Area (20-Minute Drive)
 - Age Distribution
 - Median Income
 - Region
 - National
- = Unique Participation Percentage

Activities	Average	2025 Population
Aerobic Exercise	17.0%	22,471
Boxing	1.7%	2,283
Exercise with Equipment	16.7%	22,023
Martial Arts/MMA	2.3%	3,024
Pilates	2.8%	3,638
Running/Jogging	12.8%	16,876
Weightlifting	12.9%	17,090
Workout @ Club	10.3%	13,557
Yoga	9.2%	12,203
Basketball	7.7%	10,179
Cheerleading	1.3%	1,705
Exercise Walking	34.1%	45,076
Gymnastics	2.0%	2,691
Pickleball	5.6%	7,342
Table Tennis/Ping Pong	4.8%	6,388
Tennis	4.5%	5,892
Volleyball	3.6%	4,723
Wrestling	1.1%	1,404

Demand will continue for diverse programs, especially fitness and emerging sports.



04. Community Engagement

This chapter summarizes the community and stakeholder engagement process undertaken to inform the feasibility of a new recreation center serving Windsor and Severance. A comprehensive approach was designed to gather input from a broad cross section of residents, ensuring that the proposed facility reflects community priorities and long-term needs.

Engagement efforts included public events and an online survey, which together provided insight into current recreation usage, desired amenities, and perceived gaps in existing programming. Feedback consistently indicated strong support for a new recreation center, along with recognition of the high utilization and limited capacity of the existing recreation center.

To supplement this broader outreach, a steering committee composed of key community leaders and stakeholders was convened to provide more detailed guidance throughout the process. The committee reviewed project materials, including operational strategies and program concepts, and offered input to help validate findings and refine recommendations.

Key themes that emerged through both public engagement and steering committee discussions included the importance of expanding access to recreation programming, supporting continued community growth, and prioritizing facilities that serve daily users. There was also alignment around developing a sustainable operational model that is grounded in consistent use, while maintaining the flexibility to support regional activities such as leagues and tournaments.

Together, this layered engagement process provides a strong foundation for the recommendations presented in this report and ensures that the proposed recreation center is responsive to the needs of the Windsor and Severance communities.

Based on the strong level of community support, the study progressed to evaluating potential facility locations and identifying the highest priority program elements for inclusion in a new recreation center. These next steps focused on aligning community preferences with site opportunities, growth patterns, and system-wide access, while also ensuring that the proposed program responds to both current demand and future needs.

Engagement Highlights

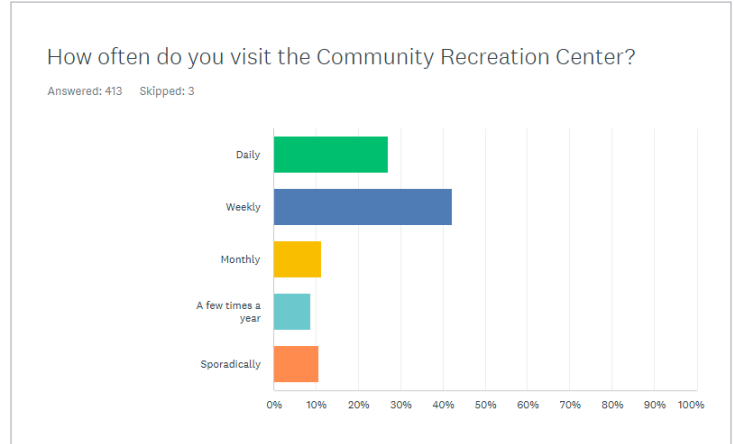
Town of Windsor Survey

Q1:

How often do you visit the Community Recreation Center?

416 Responses

- Daily: (112) 27.1%
- Weekly: (174) 42.1 %
- Monthly: (47) 11.4%
- A few times a year: (36) 8.7%
- Sporadically: (44) 10.7%



Q2:

At the Community Recreation Center, which of your preferred classes/activities/campus are the hardest to get into (because they fill up too fast)?

317 Responses

- **Classes**
- Body Pump
- Pickleball
- **Swim Lessons**
- Weights
- Open Gym
- Lap Lanes
- Yoga
- Camps
- Silver Sneakers
- Youth Sports

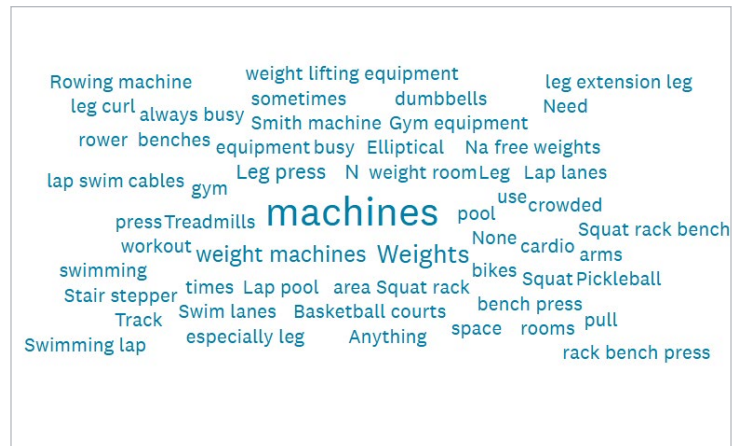


Q3:

At the Community Recreation Center, which of your preferred equipment is the hardest to use regularly (because it's busy)?

329 Responses

- Weight Room
 - Weight machines
 - Free weights
 - Leg press
 - Squat rack
 - Bench press
- Lap Pool
- Bikes
- Treadmill
- Elliptical
- Stair Stepper
- Basketball court/hoops



Q4:

At the Community Recreation Center, is there something in the activity/recreation/sports world that you WISH existing in Windsor?

284 Responses

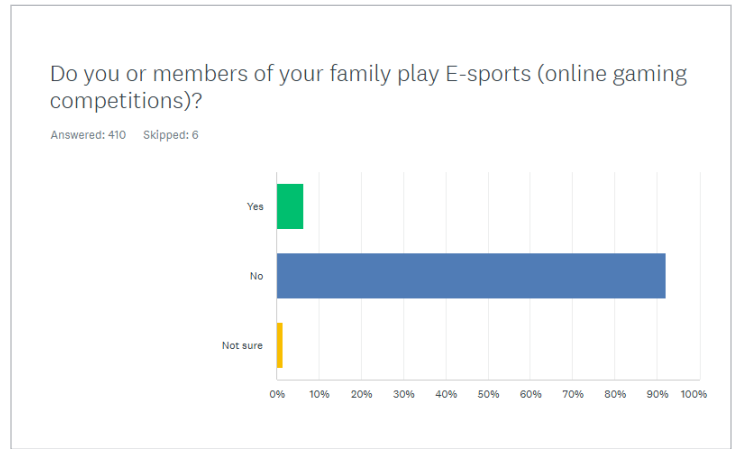
- **More classes**
 - **More diversity of classes**
 - **More senior only classes**
 - **Yoga**
 - **Pilates**
 - **Dance**
- **Bigger/expanded weight and cardio rooms**
 - More machines
 - More options
- **Dedicated, indoor pickleball**
- **Pool enhancements**
 - More lap lanes
 - Outdoor pool
 - Bigger pool
 - Slides
- **Senior Space**
- **Racquetball**
- **Climbing wall**
- **Turf**

Q5a:

Do you or members of your family play E-sports (online gaming competitions)?

411 Responses

- Yes: (14) 3.4%
- No: (272) 66.2%
- Not Sure: (86) 20.9%
- Not Applicable: (39) 9.5%

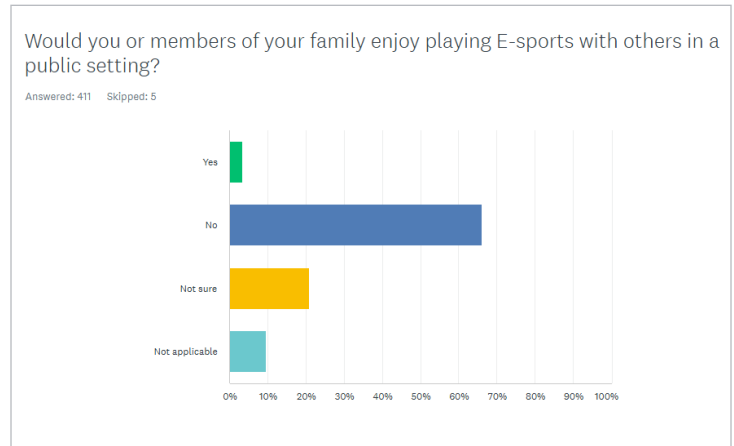


Q5b:

Would you or members of your family enjoy playing E-sports with others in a public setting?

410 Responses

- Yes: (26) 6.3%
- No: (378) 92.2%
- Not sure: (6) 1.5 %



Pop Up - Summer Concert Series

What we heard:

What do you do when you're here most often?

- Lift weights
- Dead lift (racks)
- Train
- Cardio machines
- Walking track
- Body weight exercises

What do you wish there was more of?

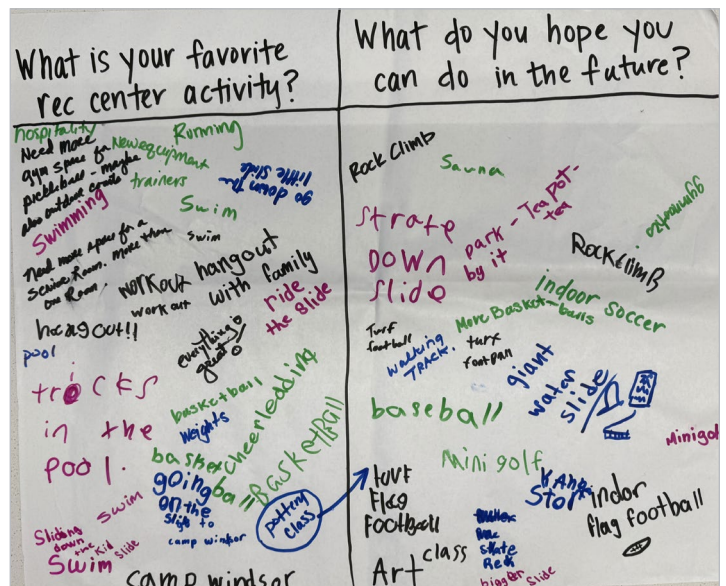
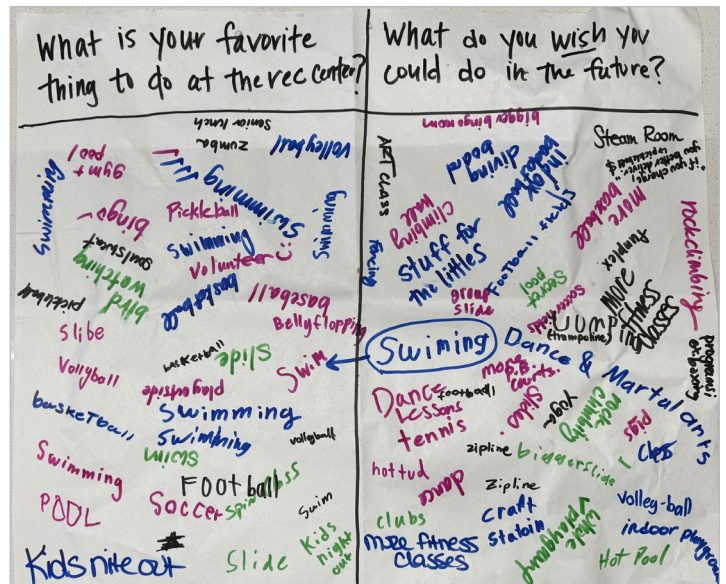
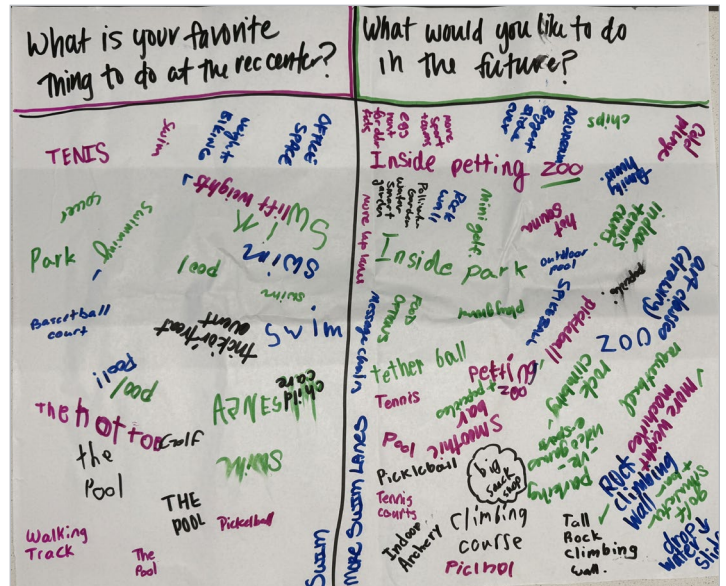
- More than just one of each machine
- Free weights
- Stair masters are really popular
- Classes (strength and HIT workouts)

When is it 'too busy'?

- Right after work
- Early in the morning

What would you like to see in a new facility?

- Sauna and cold plunge
- Designated classrooms for specific classes (with the gear)
- Boot camp classes
- A room specifically for those classes with that equipment readily available
- Turf
- More open space for full body movement (lunges, etc.)



Town of Severance Engagement Session

Dot Voting

On March 31, 2026, the project team engaged the Severance community to gather input on the most desired amenities for a potential new recreation center. This outreach effort was conducted at the Severance Library and provided residents with an opportunity to share feedback on priorities, preferences, and unmet needs. The boards shown in the adjacent column summarize the results of this engagement session and reflect the range of community input received.



HEY! NICE TO MEET YOU...

The Town of Windsor has hired RDG Planning & Design and Ballard King to help with a feasibility study for a future indoor facility.

WHAT DOES THAT MEAN?

It means the team is tasked with identifying and evaluating the Windsor community's need for an additional indoor facility.

IF the engagement identifies support for the need, the team will help determine WHERE the facility should be located and WHAT features will be included. Additionally, the team will be responsible for providing a total project cost estimate.

WHAT WILL THIS LOOK LIKE?

- Community and Stakeholder Engagement
- Initial Programming and Analysis with Staff
- Conceptual Design of Recommended Facility
- Evaluation of Site Options
- Conceptual Construction Cost Estimates
- Operating Pro Forms:
 - Anticipated Programming Options
 - Operation and Maintenance Costs
 - Partnerships and Potential Funding Options

HOW CAN YOU GET INVOLVED?

- Follow the Town of Windsor Parks, Recreation & Culture Department's social media to learn about upcoming events (link)
 - Stay tuned!
- Follow along on the project website:



PROJECT TIMELINE?

WRAPPING UP FALL 2025



Town of Severance Survey

Q1:

Do you visit the Community Recreation Center (in Windsor)?

891 Responses

- Yes: 72.95% (650)
- No: 27.1% (241)

Q2:

Why haven't you visited the Community Recreation Center in Windsor (select all that apply)?

229 Responses

Answer Choices	Responses
Too far away.....	32.75% (75)
Not in Severance.....	47.16% (108)
% (Schedule is too busy.....	19.21% (44)
I don't have personal transportation.....	0.00% (0)
It doesn't meet my accessibility needs.....	0.87% (2)
There is nothing there that I want to do.....	18.34% (42)
Other (please specify).....	27.51% (63)

Q3:

How often do you go to the Community Recreation Center?

647 Responses

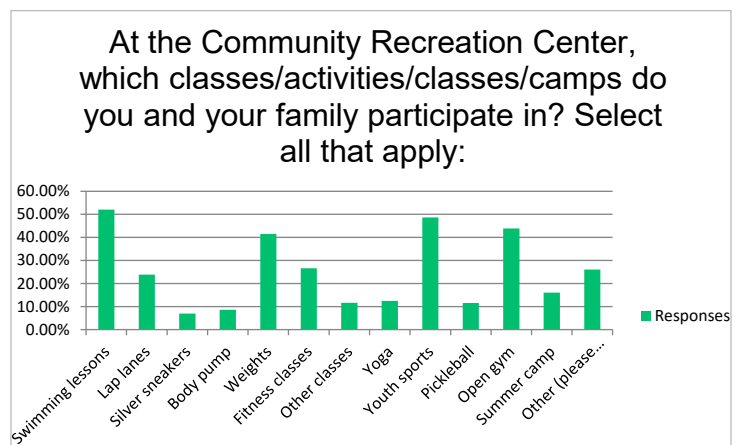
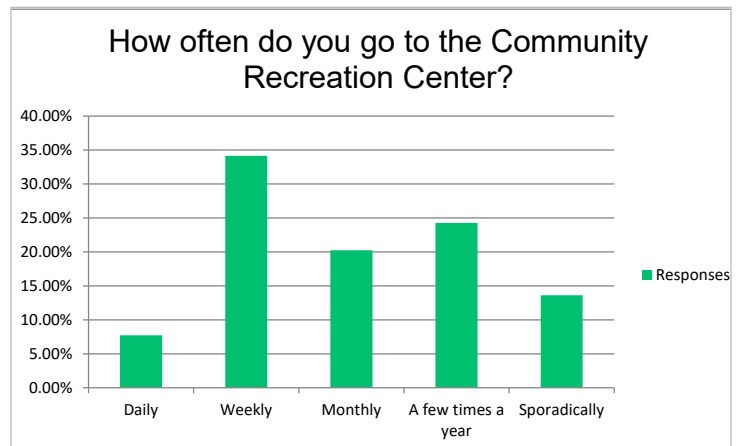
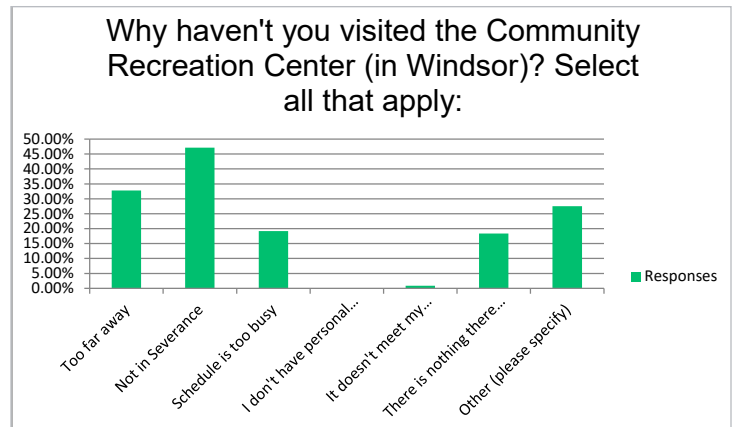
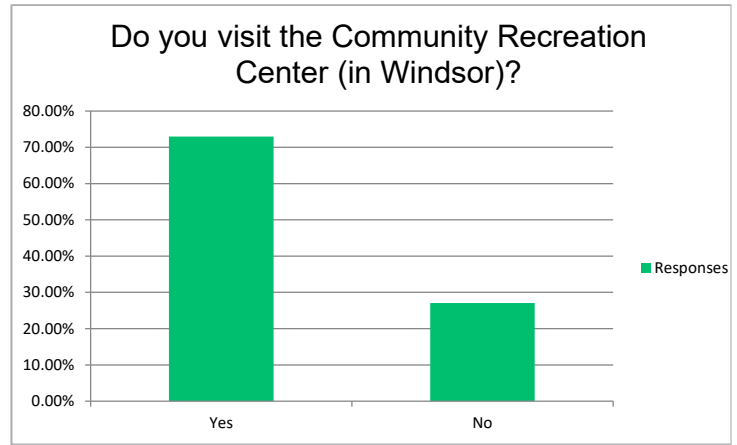
Answer Choices	Responses
Daily.....	7.73% (50)
Weekly.....	34.16% (221)
Monthly.....	20.25% (131)
A few times a year.....	24.27% (157)
Sporadically.....	13.60% (88)

Q4:

At the Community Recreation Center, which classes/activities/camps do you and your family participate in?

617 Responses

Answer Choices	Responses
Swimming Lessons.....	52.03% (321)
Lap lanes.....	23.82% (147)
Silver sneakers.....	6.97% (43)
Body pump.....	8.59% (53)
Weights.....	41.49% (256)
Fitness classes.....	26.58% (164)
Other classes.....	11.67% (72)
Yoga.....	12.48% (77)
Youth sports.....	48.62% (300)
Pickleball.....	11.51% (71)
Open Gym.....	43.92% (271)
Summer camp.....	16.05% (99)
Other (please specify).....	26.09% (161)

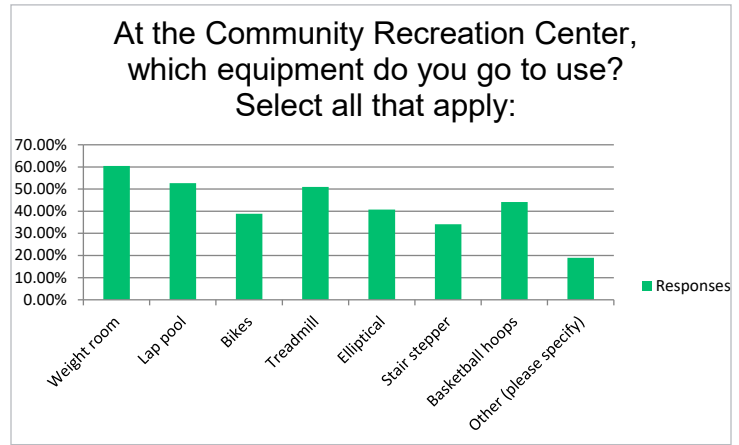


Q5:

At the Community Recreation Center, which equipment do you use (select all that apply)?

543 Responses

Answer Choices	Responses
Weight Room	60.41% (328)
Lap pool	52.67% (286)
Bikes	38.86% (211)
Treadmill	51.01% (277)
Elliptical	40.70% (221)
Stair stepper	34.07% (185)
Basketball hoops.....	44.20% (240)
Other (please specify).....	18.97% (103)

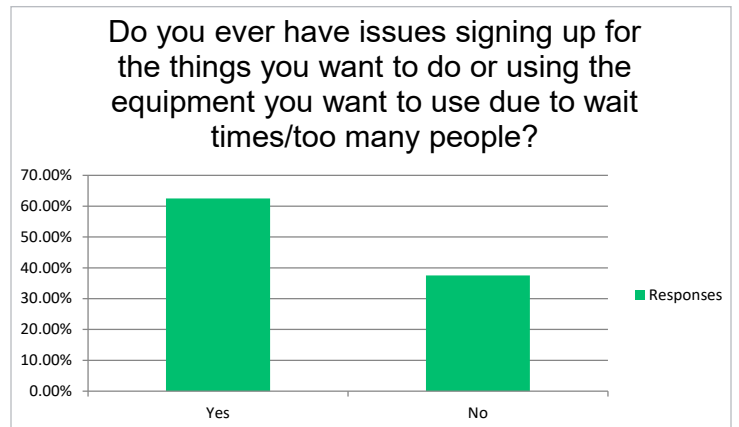


Q6:

Do you ever have issues signing up for the things you want to do or using the equipment you want to use due to wait times/too many people?

597 Responses

- Yes: 62.48% (373)
- No: 37.52% (224)

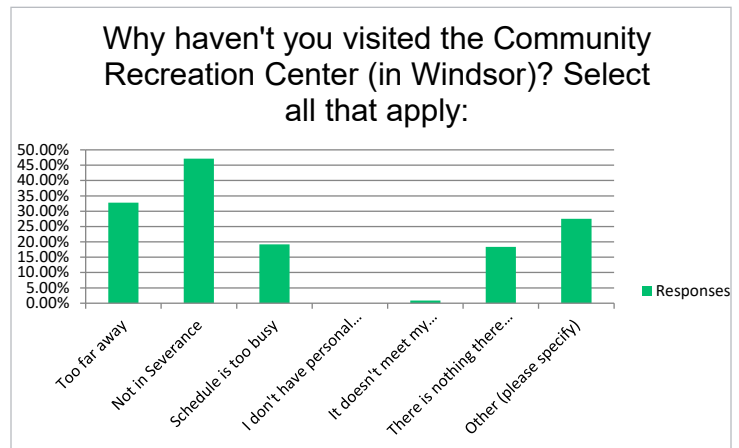


Q7:

Where do you and your family go to recreate (select all that apply)?

813 Responses

Answer Choices	Responses
A community rec center in another town	49.45% (402)
Schools	17.84% (145)
Parks	72.69% (591)
Trails.....	56.95% (463)
Private gym	26.81% (218)
Trails.....	5.54% (45)
Private gym	11.44% (93)

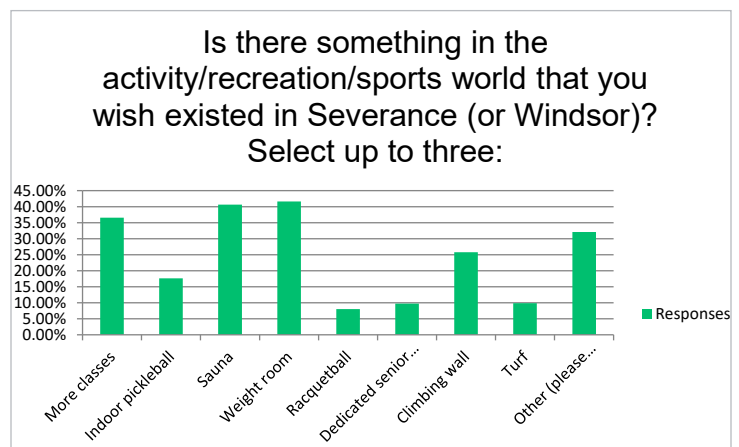


Q8:

Is there something in the activity/recreation/sports world that you wish existed in Severance (or Windsor)?

810 Responses

Answer Choices	Responses
More classes	36.54% (296)
Indoor pickleball.....	17.65% (143)
Sauna.....	40.62% (329)
Weight room	41.60% (337)
Racquetball	8.02% (65)
Dedicated senior space	9.75% (79)
Climbing wall	25.80% (209)
Turf	9.88% (80)
Other (please specify).....	32.10% (260)





05. Location Studies

Introduction

The Town of Windsor Recreation Center is currently located near downtown, providing strong visibility and direct access from Main Street. The surrounding land uses include a mix of civic, commercial, and residential areas, supporting convenient access for a broad range of users. However, the existing site size limits opportunities for expansion and additional outdoor amenities.

As Windsor continues to grow, particularly to the east, there is an opportunity to consider how a future recreation facility can better serve emerging residential areas while maintaining system wide efficiency. This section outlines the methodology used to evaluate potential locations and identifies key parameters to guide future site selection.

Based on the concentration of Severance residents and proximity to Windsor, a location to the southwest of Severance was identified as the most suitable for a potential partnership facility. This area functions as a central location between the two communities, providing balanced access for residents of both Windsor and Severance while also supporting connectivity to surrounding growth areas. Positioning the facility in this location allows it to serve as a shared community hub, improving overall efficiency and accessibility across the region.

Methodology

The general zone of the facility has been narrowed; however, a specific site has not yet been determined. The following section outlines the factors that will be evaluated as the feasibility of a new recreation center is further advanced.

Planning Document Review

Relevant Town planning documents, including the Windsor Comprehensive Plan and the Open Space and Trails Strategic Plan, will be reviewed to understand long-term growth patterns, planned infrastructure, and community priorities related to recreation and connectivity.

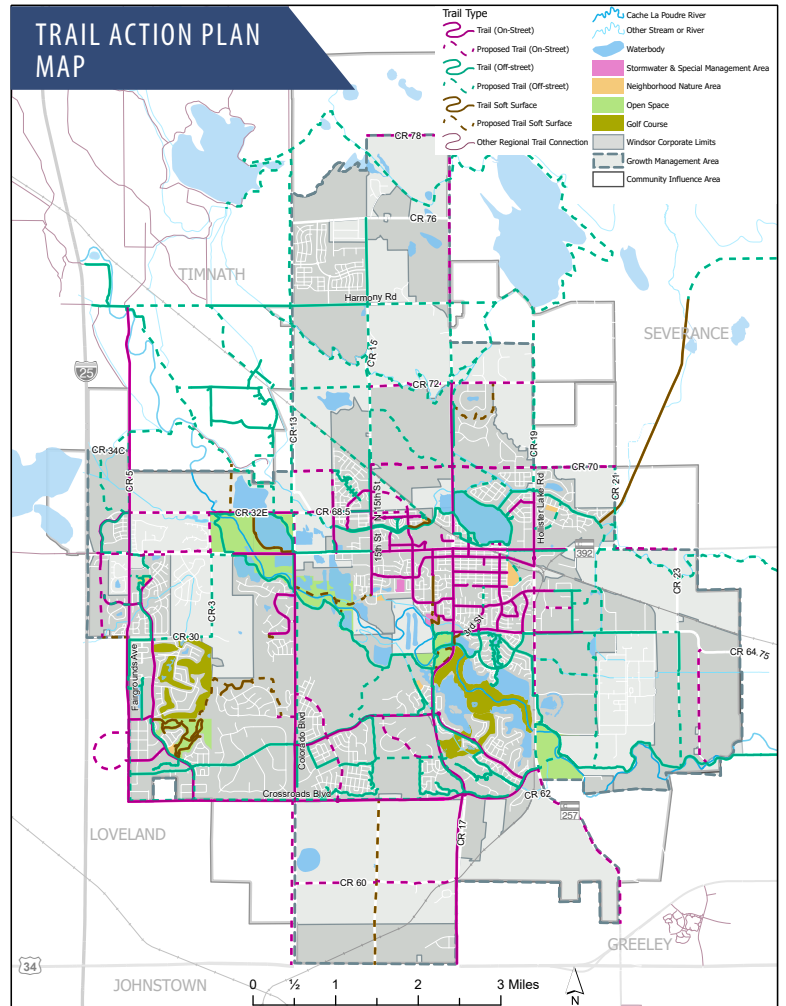
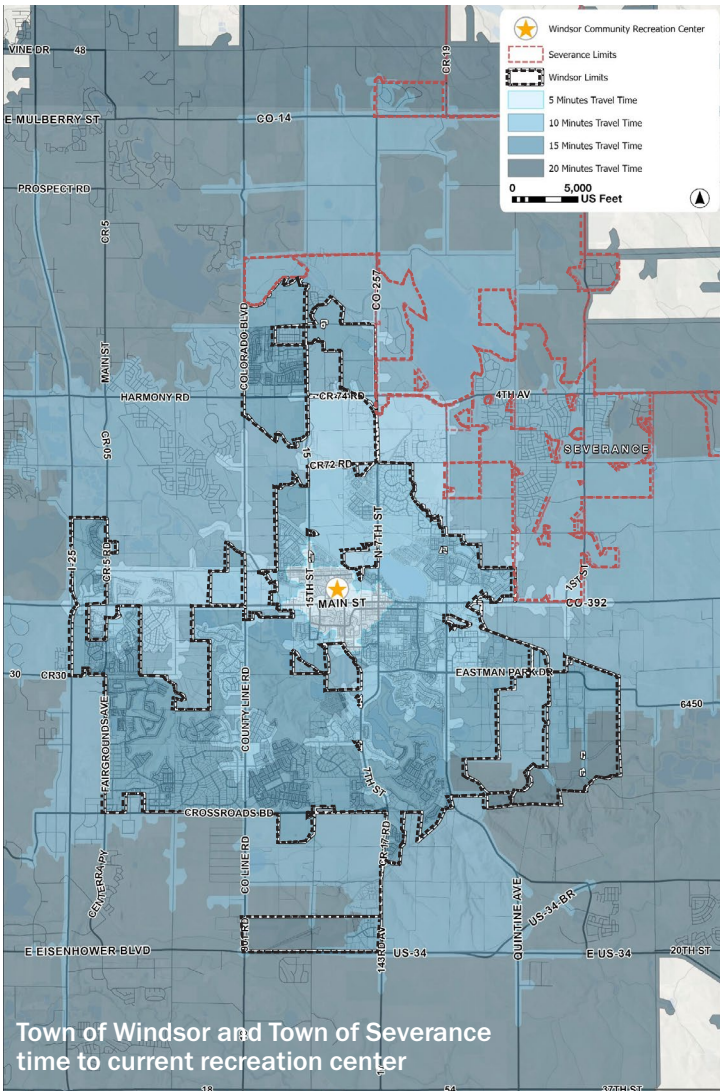
Proximity to Existing Recreation Center

The relationship between a new facility and the existing recreation center will be evaluated to ensure overall system effectiveness. While geographic distribution will remain an important factor, many users are expected to utilize both facilities on a regular basis. As a result, site selection should balance service area coverage with convenient connectivity, allowing users to efficiently access multiple locations as needed.

Vehicle and Trail Access from the Greater Windsor & Severance Area

Access will be a primary consideration in the evaluation of potential sites. Key factors will include:

- Ease of vehicular access from both Windsor and Severance
- Minimizing reliance on travel through the east/west downtown Windsor corridor to avoid additional traffic impacts
- Prioritizing access for residents of Windsor and Severance, while maintaining proximity to I-25 and Highway 392 to support regional access and future growth
- Connectivity to collector and arterial roadways that efficiently distribute traffic
- Integration with both Town trail networks to support bicycle and pedestrian access and create a bike-able destination



Trail Action Plan Map
Town of Windsor Open Space and Trails Strategic Plan

Size of Property

Sites will be evaluated based on their ability to accommodate the full recreation center program, including building footprint, parking, potential outdoor amenities, and supporting infrastructure. Consideration will also be given to the potential for future expansion, and only sites that can accommodate long-term growth will be advanced.

Adjacent Uses

Surrounding land uses will be reviewed to ensure compatibility and to support a positive user experience. Preferred sites will be located near residential neighborhoods, schools, or open space, and will avoid conflicts with incompatible or higher intensity uses.

Property Ownership and Cost Considerations

Ownership and acquisition feasibility will be evaluated, including:

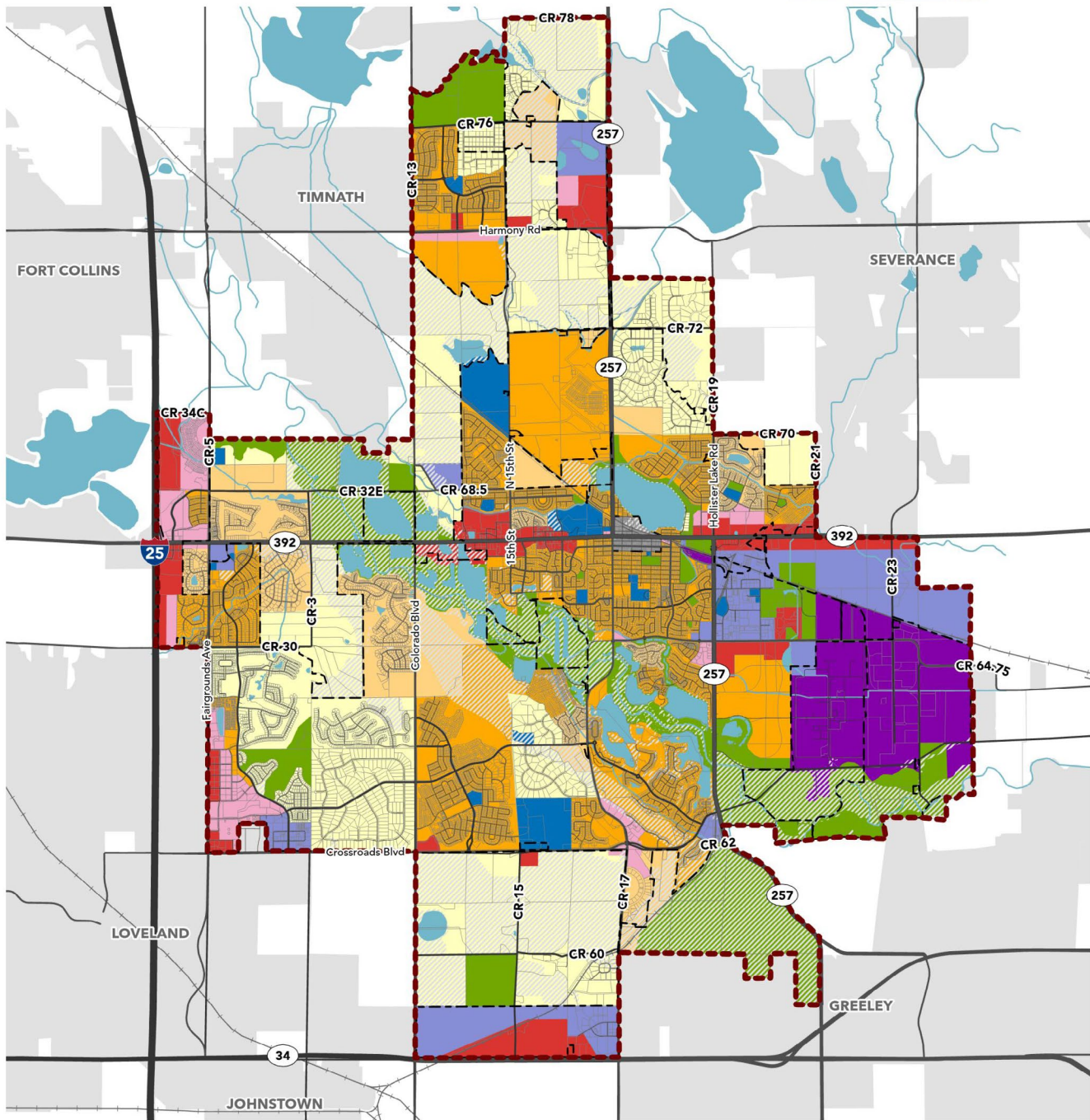
- The cost of purchasing land versus Town-owned property
- Opportunities for partnerships and the associated benefits or constraints

These factors will influence both project cost and implementation timeline.



Regional Future Land Use

Town of Windsor Open Space and Trails Strategic Plan



- Growth Management Area
- Town Boundary
- Water Bodies
- Rivers & Streams
- Downtown Study Area
- Potential Natural Areas and Open Space Overlay
- Future Land Uses**
- Employment/Flex Industrial
- Heavy Industrial
- Low Density/Clustered Residential
- Medium Density Residential
- Mixed Residential
- Commercial Mixed Use
- General Commercial
- Parks and Open Space
- Public/Semi-Public

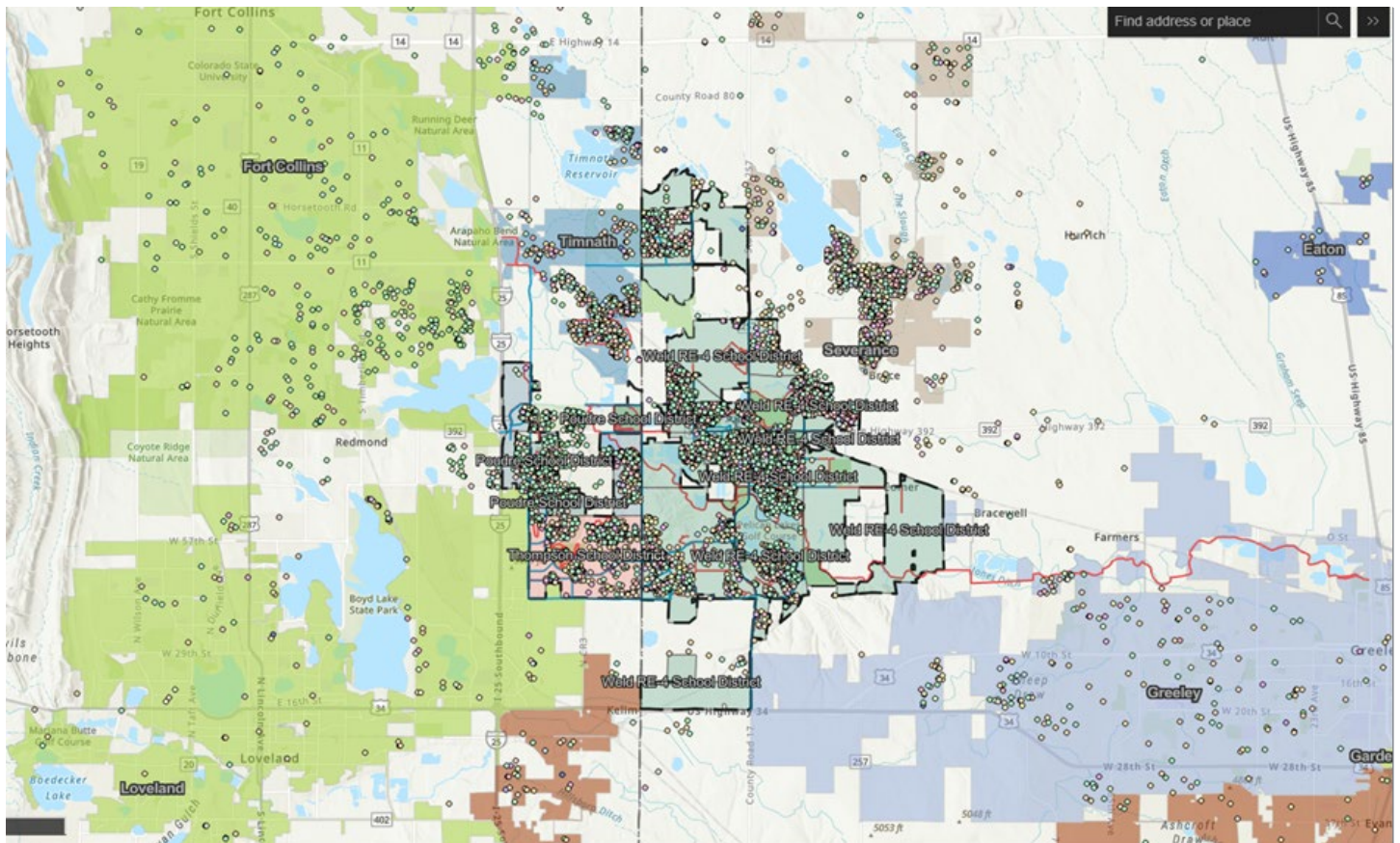


Future Land Use Map
Town of Windsor Comprehensive Plan

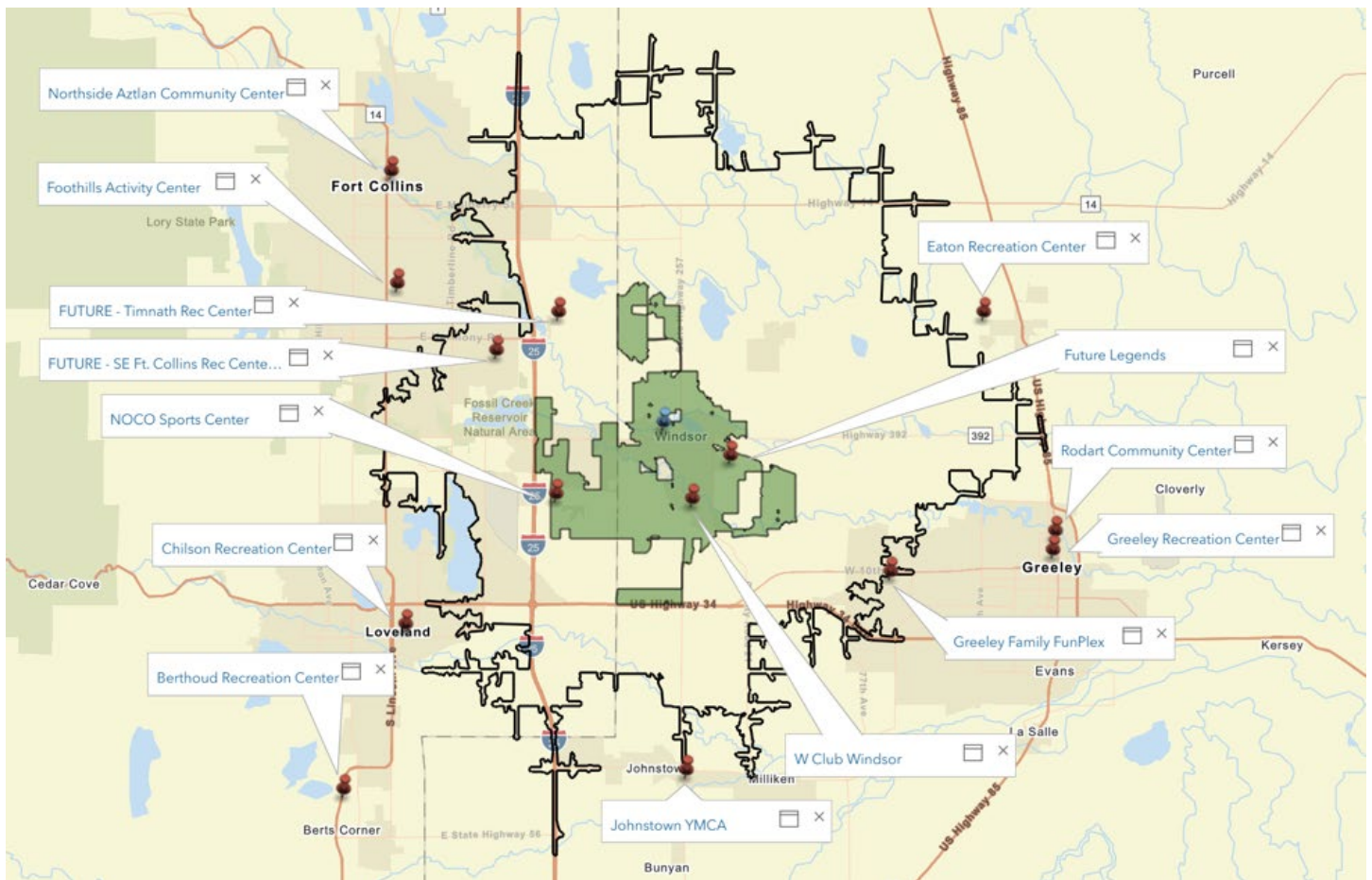
Existing Recreation Center Member Distribution

Available information on current recreation center users will be reviewed to understand where members are traveling from today. This analysis will help identify under-served

areas and inform site selection to better balance access across the communities. Site location should consider both the distribution of existing users and anticipated growth areas within the broader region.



Town of Windsor Member Locations



Surrounding Recreation Centers

Utilities and Infrastructure

The availability of existing utilities adjacent to potential sites will be evaluated. Sites with direct access to water, sewer, and other necessary services will be more feasible and cost-effective to develop. Locations requiring significant new infrastructure investment may impact project cost and timeline.

Ecological and Environmental Considerations

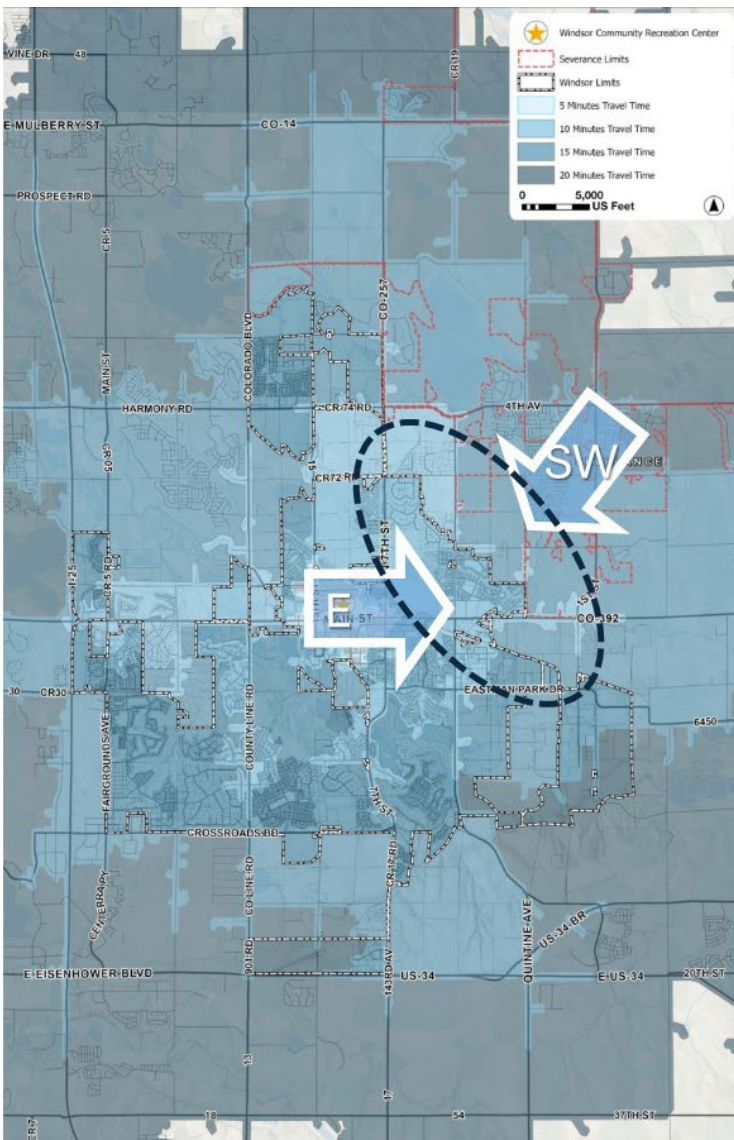
Sites will be assessed for environmental constraints and opportunities to accommodate a large building footprint. The most suitable sites will be relatively flat, located outside of designated FEMA floodplains, and avoid ecological corridors or sensitive habitat areas. This approach supports alignment with the Town of Windsor's established sustainability goals.

Recommendations

Based on the evaluation criteria, the recommended **general zone for a future recreation center is east of downtown Windsor and southwest of downtown Severance**. This area aligns with projected growth patterns, improves access for emerging residential neighborhoods, and reduces reliance on travel through Windsor's downtown core. It also provides strong connections to regional routes, including I-25.

It is recommended that future sites include a **minimum of approximately 25 acres to accommodate the desired program and allow for future expansion**. A site of approximately 15 acres represents the minimum feasible size; however, sites of this scale may limit long-term facility expansion potential.

Overall, there are sites within this area are well positioned to support efficient multimodal access, align with community growth, and provide long-term value to Windsor and Severance residents.





| 06. Program Studies

This chapter outlines the recommended program and amenity mix for a potential new recreation center, informed by direct feedback from the community. The intent is to identify spaces that address current capacity constraints while supporting a broader range of programming opportunities over time.

Analysis of the existing recreation center indicates that the most heavily utilized spaces, such as fitness areas, gymnasiums, group exercise rooms, and multipurpose program spaces consistently operate at or beyond capacity. These trends highlight strong demand for both structured programs and flexible, drop-in use. Community feedback reinforces these findings, with users identifying limited access to equipment, difficulty enrolling in classes, and a need for additional and more diverse offerings.

In response, the proposed program prioritizes expansion of high demand “dry” amenities, including fitness, gymnasium, senior specific, and multipurpose community spaces. These areas represent the most immediate needs based on current utilization and feedback, and they provide the greatest opportunity to increase capacity and program diversity in the near term. The program also emphasizes flexibility, allowing spaces to support a variety of uses such as youth programming, summer camps, fitness classes, and community events.

Aquatics, while also identified as a key community priority, is planned as a second phase of development. This phased approach allows the project to respond first to the most constrained program areas, while positioning aquatics expansion as a future investment that can be aligned with funding, demand, and long-term operational considerations.

The overall program reflects the recreation center’s role as another multi-generational community asset. Spaces are designed to support users of all ages and abilities, incorporating gathering areas, senior-focused spaces, child watch, and indoor play alongside traditional recreation amenities. This approach ensures the facility functions not only as a place for physical activity, but also as a hub for social connection and community engagement.

Together, this framework builds on existing strengths, addresses current limitations, and provides a phased, adaptable strategy for meeting the recreation needs of Windsor and Severance.

Community

Multi-generational Gathering Areas

- Seating and gathering spaces throughout the lobby and circulation for use by patrons when not actively engaged in fitness, recreation or community activities.



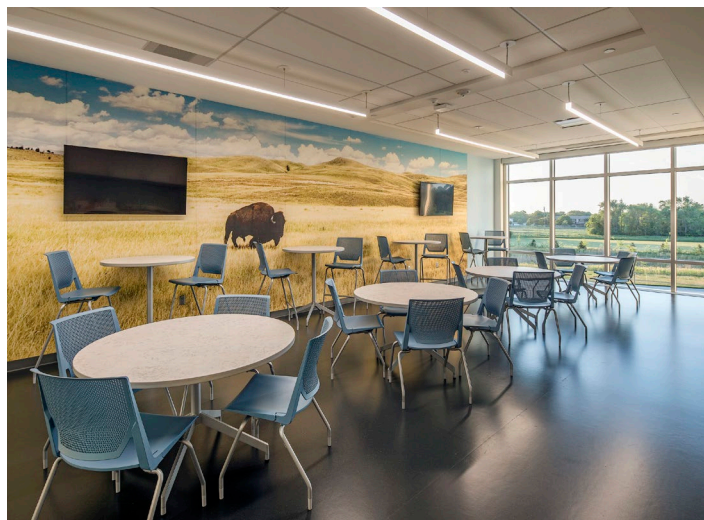
Senior Lounge

- Multi-use rooms
- Lounge seating
- Tables for games and meetings
- Coffee bar



Multipurpose Community Rooms & Senior Community Room

- Multi-use activity rooms
 - Summer Camps
 - Community Meetings
 - Rental space with access to catering kitchen



Child Watch

- Adjacent to secure outdoor play area



Party Rooms

- Rental spaces
- Summer camp “home base”
- Meeting rooms



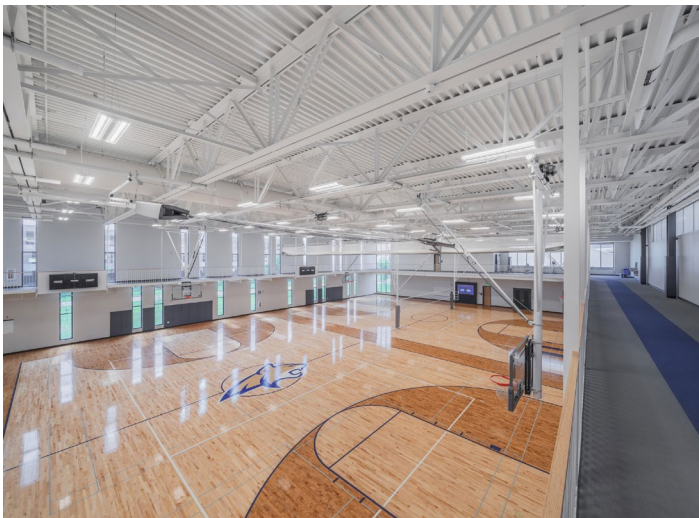
Indoor Play



Recreation

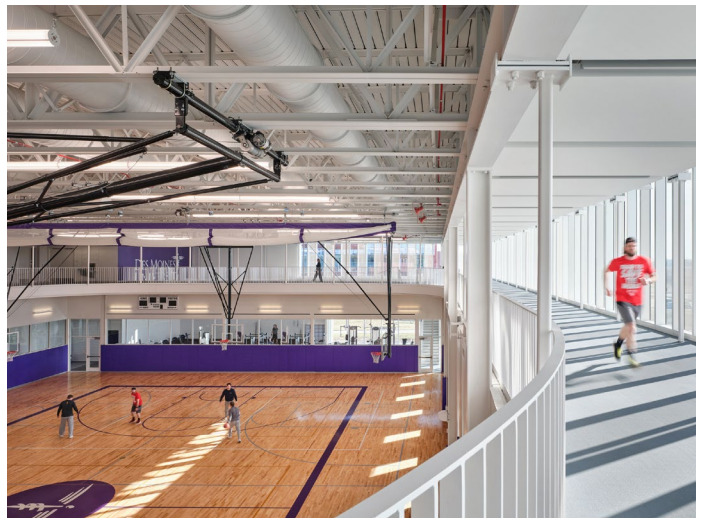
Gymnasium

- Multi-court striping
 - Basketball courts – 4
 - Volleyball courts – 8
 - Pickleball courts – 8
- Spectator Seating – reconfigurable for different sports



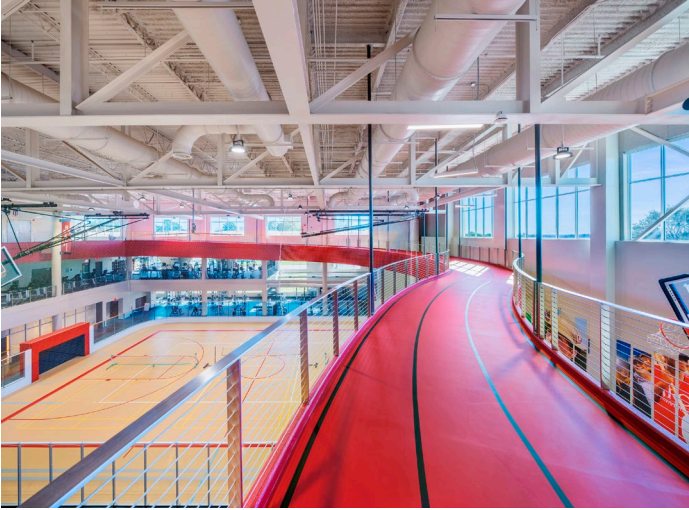
Jogging/Walking Track

- Three lane flat track, 6.5 laps per mile
- Elevated above gymnasium and connected to fitness spaces



Adventure Track

- Incline track with ramp and stairs
- Connected to fitness areas



Multipurpose Fitness

- 35+ occupants per room for fitness classes
- Yoga, Silver Sneakers, Zumba, Pilates etc.



Fitness & Weights

Cardio

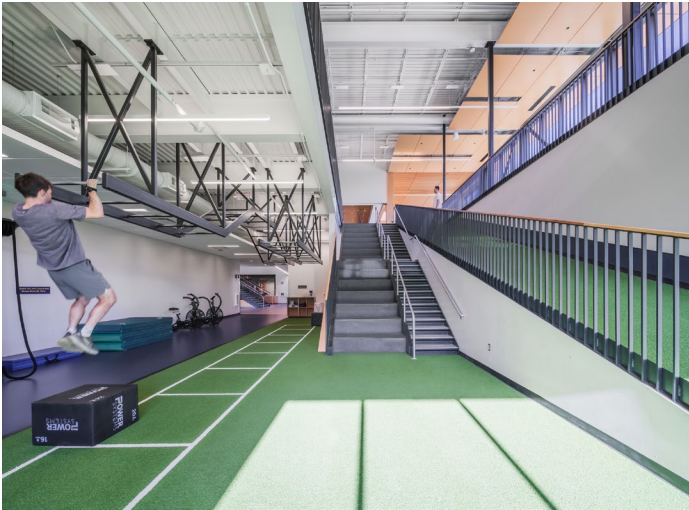


Weights



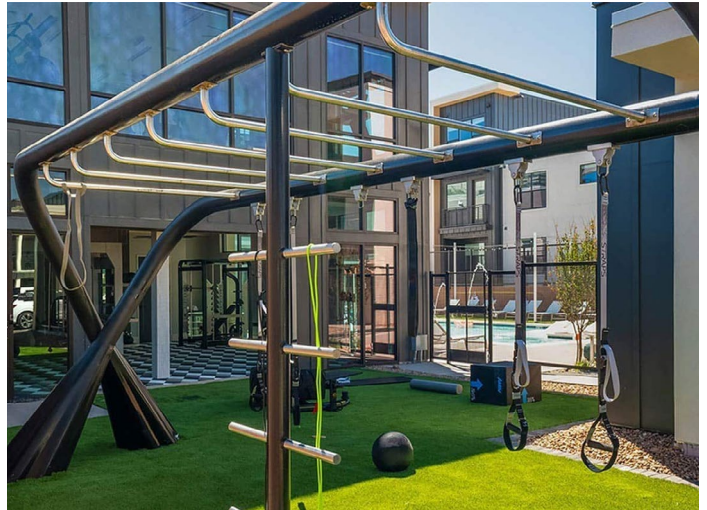
Functional Fitness /Plyometrics

- Flexible open fitness area
- Connection to track via fitness stair or ramp



Outdoor Fitness

- Flexible open fitness area
- Artificial turf surface
- Connected to indoor fitness area
- Partially covered/shaded for year-round access





| 07. Program, Conceptual Site Layout, Floorplans, Interior Views

This section presents a conceptual organization of program elements within a two-story recreation facility. The layout illustrates how major program components may be arranged and how they functionally relate to one another.

The plan is based on a generic site and is not tied to a specific location. Final program composition, building configuration, and the inclusion of exterior amenities will be influenced by site-specific factors, including parcel size, location, access, and available space for parking and outdoor features.

Program

Description	Qty	SF-EA	Net SF	Gross SF
1 Public Lobby / Administration			4,520	
Check-In Desk / Concessions Point of Sale	1	400	400	
Lounge/Gathering/Seating	1	1,000	1,000	
Tenant Space / Lease Space / Other Partnership Opportunities	1	1,000	1,000	
Admin Private Office	6	120	720	
Shared Office Area (3-4 People)	2	400	800	
Shared Office Area Storage	1	150	150	
Small Conference Room (12 people)	1	200	200	
Work Room / Breakroom	1	250	250	
2 Community			7,550	
Multi-purpose Community Room	1	2,000	2,000	
Multi-purpose Community Room Storage	1	150	150	
Senior Multi-purpose Community Room	1	2,000	2,000	
Senior Community Room Storage	1	150	150	
Senior Community Room Catering Kitchen	1	250	250	
Senior Living Room	1	850	850	
Child Watch	1	850	850	
Party Room	2	650	1,300	
2 Recreation			66,300	
Recreation Gymnasium Court (4-Court: 50' x 84' Courts 8-Volleyball, track above)	1	47,000	47,000	
Gymnasium Storage	1	3,000	3,000	
Jogging/Walking Track (size based on gym size)	1	9,000	9,000	
Adventure Track	1	3,000	3,000	
Multi-purpose Group Exercise Studio	2	2,000	4,000	
Multi-purpose Storage	2	150	300	
4 Fitness & Weights			11,200	
Cardio	1	5,000	5,000	
Free Weights	1	1,000	1,000	
Weight Machines	1	1,000	1,000	
Functional Fitness / Plyometrics	1	1,500	1,500	
Personal Training Workstation / Room	1	150	150	
Equipment Repair & Storage	1	300	300	
Stretching	1	250	250	
Outdoor Fitness Space	1	2,000	2,000	
5 Locker Rooms			3,800	
Men's General Locker Room	1	1,500	1,500	
Women's General Locker Room	1	1,500	1,500	
Universal Change Rooms / Universal Restrooms	4	100	400	
Universal Lockers in Corridor outside Change Room	1	400	400	
6 Building Support			1,150	
Shared Storage	1	1,000	1,000	
Maintenance Office / Work Room	1	150	150	
Subtotal (Net Square Feet)			94,520	
Aggregate area required for circulation, mechanical, toilet rooms, janitor closets, IT systems, etc.				29,848
Total Building Area (Gross Square Feet) - New Construction				124,368

Conceptual Site Layout



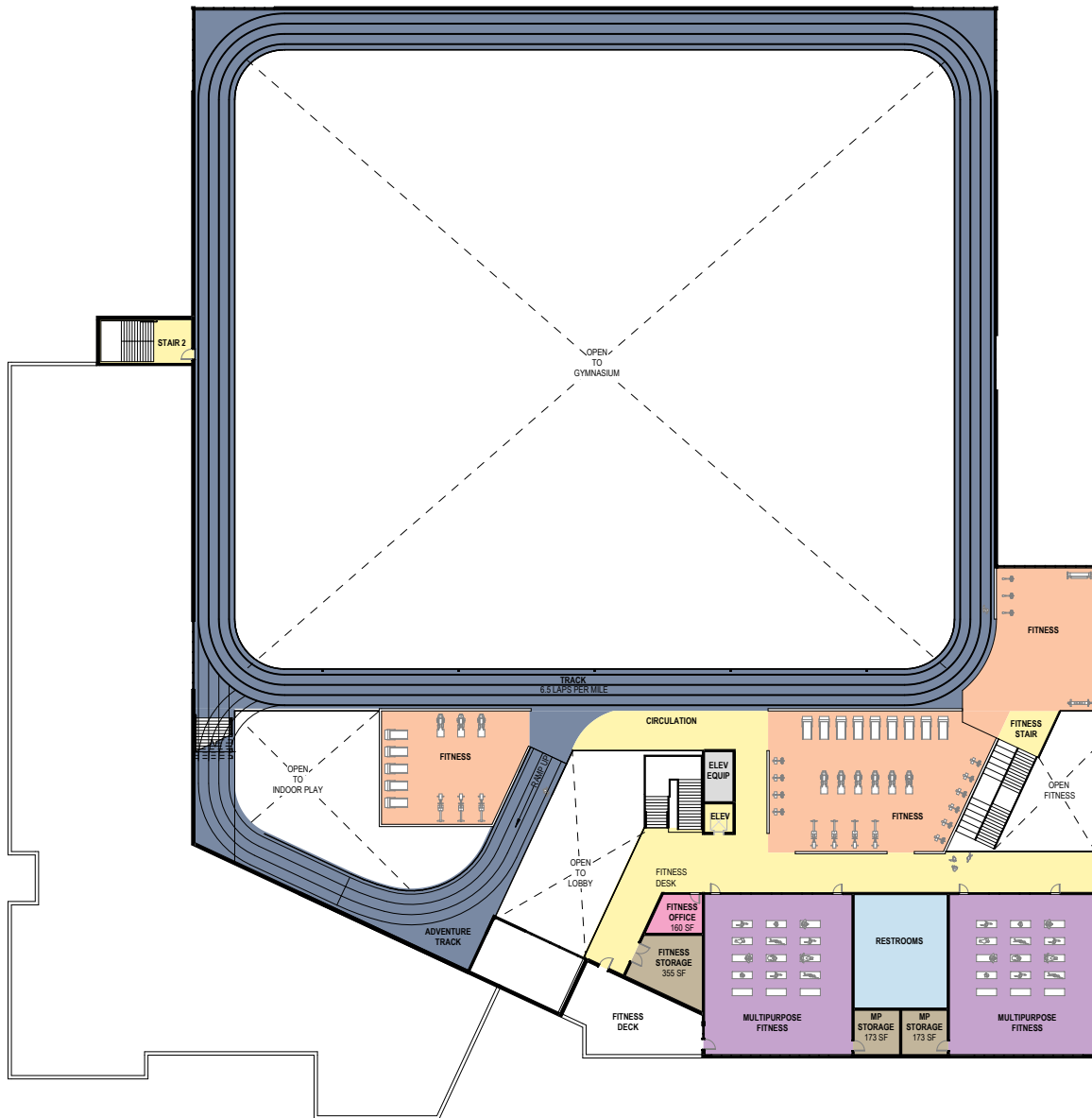


Floorplans



Level 1 Floor Plan





Level 2 Floor Plan

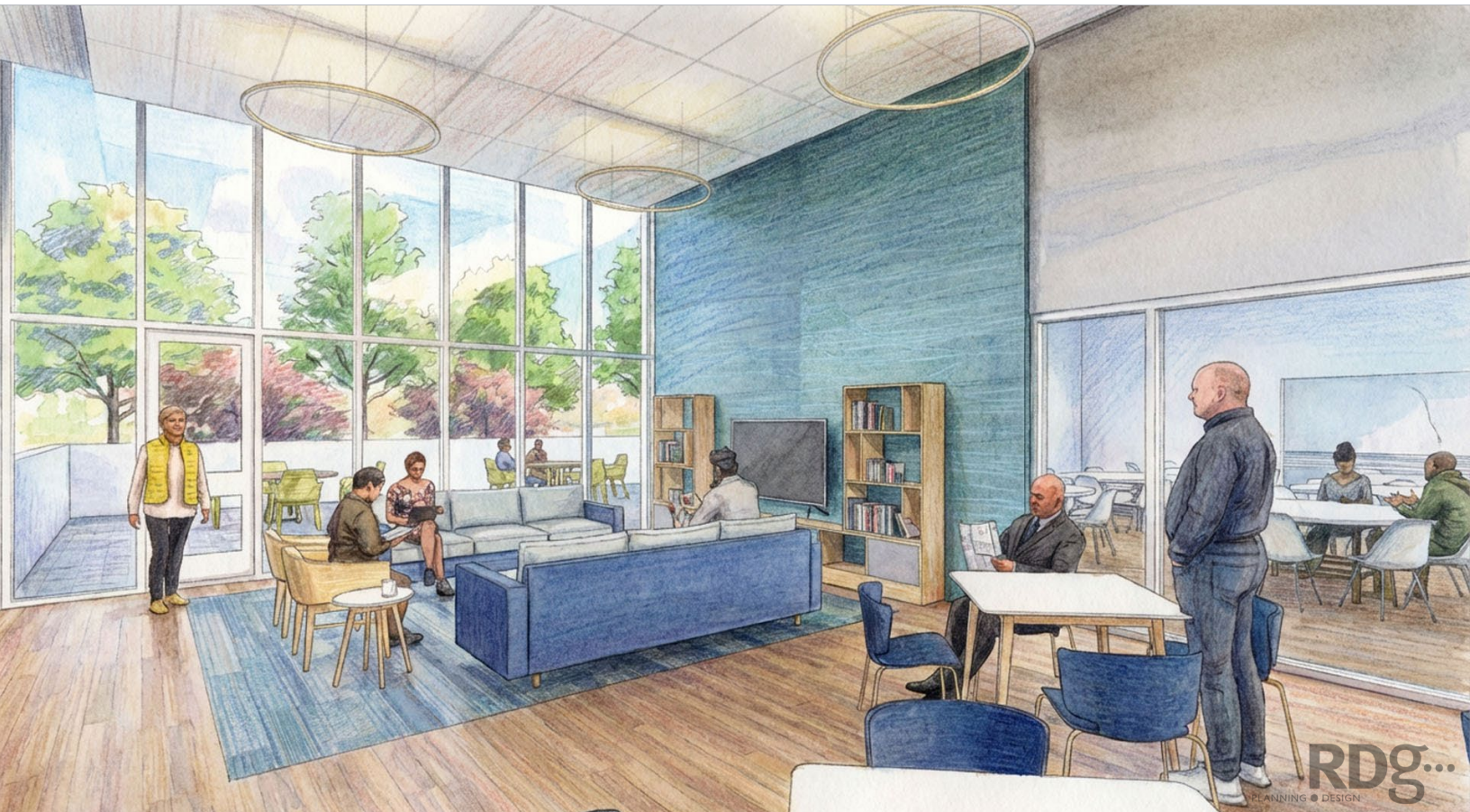


Interior Views



RDg...
PLANNING • DESIGN

Lobby



RDg...
PLANNING • DESIGN

Senior Lounge



RDg...
PLANNING • DESIGN

Fitness



RDg...
PLANNING • DESIGN

Elevated Jogging Track, Gymnasium



08. Capital and Operations Costs

This section presents a preliminary opinion of total project capital costs and ongoing operational expenses for a potential new recreation center. These costs are intended to provide an order-of-magnitude understanding of the financial implications of the project and to help guide future decision making. As the project advances, these estimates will be refined based on site selection, final programming, design development, and market conditions.

The preliminary opinion of total project cost presented is preliminary and subject to adjustment. At this stage, land acquisition costs are not included, and exterior amenities are represented as a budget allowance rather than fully defined elements. Construction costs may vary based on site conditions, material selection, market escalation, and the ultimate scope of the project.

The Town of Windsor's existing recreation center and programming currently operate at a substantially higher cost recovery rate than national averages, reflecting strong utilization, effective operations, and sustained community demand. This performance provides a strong foundation for evaluating the financial feasibility of an additional facility, while recognizing that future cost recovery will depend on facility size, program mix, and that same level of community demand.

Operational costs are similarly conceptual and based on planning-level assumptions. Utility costs will vary depending on the size of the building and the types of spaces included. Staffing costs will depend on the final operational model, including staffing levels, hours of operation, and the mix of full-time and part-time employees.

This facility is envisioned first and foremost as a community centered recreation center designed to meet the needs of residents. While the program may have the capacity to support tournaments and league play, it is not specifically envisioned as a tournament focused facility. This approach prioritizes daily community use, accessibility, and long-term sustainability, while still allowing for periodic regional events.

Recreation Operations Plan

Operational Pro-Forma

As part of the feasibility study process, Ballard*King & Associates (B*K) developed an independent third-party operations plan for the proposed facility. When developing these operational plans, they are based on the market, the project team’s understanding of local recreational opportunities and operations, client resources, team members familiarity with operating similar facilities, and industry best practices. B*K takes a conservative approach to the development of operational plans. If significant changes were made to the facility program and/or design, The Town of Windsor should strongly consider updating the operational figures.

The following assumptions have been made in the development of these plans.

General Assumptions

- The Town of Windsor will be the owner and operator of the Future Recreation Center (FRC).
- The operational plan does not reflect 100% capacity regarding programming, admissions, or rentals. With dedicated staffing, planning and leadership, revenue generation should increase but will have limitations based upon the market. From an expense perspective, increases in expense line items would be directly offset by program revenue.
- It is assumed that maintenance services (including some custodial support) in the facility would be in-house, with employee positions identified in the operations plan to be added to the Town of Windsor’s organizational structure. The success of the proposed facility is tied to being able to operate in a business-like fashion. The autonomy of in-house maintenance and custodial staff provides necessary control for operations. Additional contracted cleaning support was included in the plan.
- The plan has contract services built into the plan for specialty items such as Heating Ventilation Air Conditioning (HVAC) maintenance or specialized repairs.
- A capital improvement allocation has been recommended. B*K strongly recommends that during the first full calendar year of operation, dollars are allocated to this fund. By doing this, the Town would have access to substantial balances in years 3-5 to replace equipment and make small improvements to the facility.
- The expense and revenue statements assume the first full year of operation. They do not account for a mid-year start up or partial year operation which could be a reality.

- The plan is based upon an opening in 2027. Any facility opening after that date would need to have projections adjusted for inflation. The inflation factors that have been used recently vary from 3-5%.
- Full-time and part-time new staffing positions are represented in the operations plan, and some existing full-time positions that will absorb duties in the proposed facility are also identified. Only new position expenses are included within this plan. For each new full-time position, a benefit multiplier of 35% was utilized, with part-time employee positions having a benefit multiplier of 8.5%.

The previous section outlines the proposed facility program and associated site amenities, reflecting the spaces and features needed to support community demand. Building upon that framework, the following section presents the proposed operational strategy for a new recreation center. This includes considerations for staffing, hours of operation, programming approach, and overall management structure, all of which are critical to ensuring the long-term functionality, financial sustainability, and success of the facility.

Anticipated Hours of Operation

	Future Recreation Center
Monday-Friday	5:00AM-9:00PM
Saturday	8:00AM-7:00PM
Sunday	12:00PM-6:00PM

Rate and Fee Structure

The previous section outlines the proposed facility program and associated site amenities, reflecting the spaces and features needed to support community demand. Building upon that framework, the following section presents the proposed operational strategy for a new recreation center. This includes considerations for staffing, hours of operation, programming approach, and overall management structure, all of which are critical to ensuring the long-term functionality, financial sustainability, and success of the facility.

Admission Fees

The following chart outlines the admission fees for the proposed facility. The fees account for 5% increase that will be implemented between the completion of the report and the new facility opening.

Future Recreation Center	
Daily Admission Fee	
Under 5	\$7.00
Youth (5-21)	\$7.00
Adult (21-61)	\$8.00
Active Adults (62+)	\$7.00
Monthly Memberships	
Family of 4	\$65
Youth Individual	\$25
Adult Individual	\$40
Senior Individual	\$25
Annual Memberships	
Family of 4	\$728
Extra Family Member	\$76
Youth Individual	\$273
Adult Individual	\$436
Senior Individual	\$273

- The City currently offers a 3-month option. BK would recommend that they continue this practice, but it was not factored into the operational model at this stage.
- The operational model does not account for a “dual” membership structure, which would allow users access to both recreation facilities under a single rate. BallardKing (BK) recommends that the City consider implementing this type of model in the future, though it may not be necessary at the initial opening of a new facility. A dual membership structure could support coordinated programming between facilities, allowing activities and users to shift as needed to accommodate demand, while reducing the risk of unintentional competition for attendance between the two locations.

The current facility in Windsor has approximately 6,600 individuals that are members of the facility. That accounts for 3-month, insurance paid, monthly, and paid in full membership options. In the market assessment section of this document BK identified a 20-minute drive time as a primary service area, with a population of 144,411.

- If one assumes that the 6,600 members of the current facility come from that primary service area it is a market penetration of 4.6%.
- BK is predicting that between monthly and annual membership the new facility would have approximately 2,350 members or a market penetration of approximately 1.6%.
- The penetration rate for both facilities combined would be 6.2% of the primary service area population.

Rental Rates

- Gymnasium Court Rental (1 court).....\$50/hr.
- Gymnasium (Full).....\$95/hr.
- Multipurpose Room (MPR)..... \$120/hr.
- Party Room\$50/hr.

Programs & Rentals

Programs:

- Programs will be held at the FRC. The Windsor Recreation Department offers a robust selection of programs that currently fully utilize space at the current Community Recreation Center and demand currently exceeds space available at that facility. The proposed FRC should offer opportunities to greatly expand program offerings, both from a variety and capacity standpoint.
- The programs reflected in the plan are reflective of “Year 1” operations and feedback from stakeholders that was received by the project team.

Rentals:

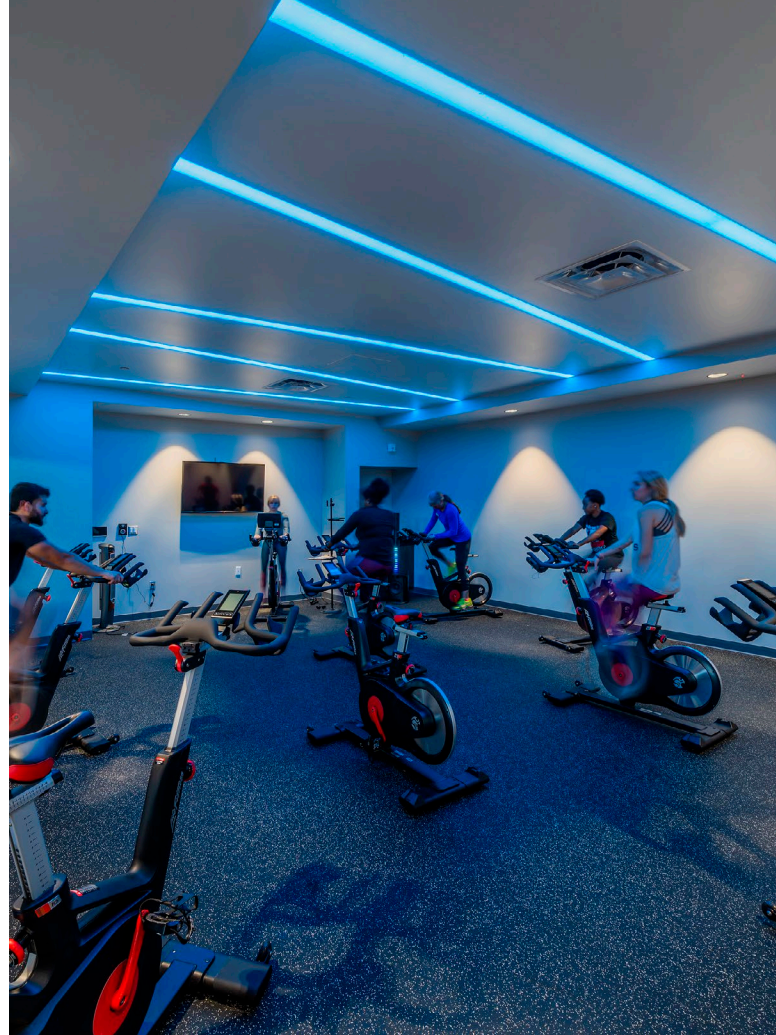
- Due to the amount of recreation programs offered by the Windsor Recreation Department and the potential need for department programs to have adequate space, rentals to outside organizations or users were conservatively projected. The Windsor Recreation Department is the primary provider of recreation opportunities in the area.
- The indoor gymnasium courts and multi-purpose rooms (MPR) will be rented out regularly. The fill rate for the aforementioned estimated rentals was estimated between 65-75%, depending upon the amenity.



Staffing

The full-time employee positions below represent both new and existing staff positions that would be needed to operate the building within industry standards. Since the Town currently operates a robust Recreation Department, there was the opportunity for some existing recreation positions to fill necessary roles within the new facility. This reduces the cost for new staffing in this plan, and the costs for existing Town of Windsor recreation positions are not included in this study.

There were also new positions, both full-time and part-time, that were identified as being needed to effectively and safely operate the center. For each new full-time position, a benefit multiplier of 35% was utilized and for part-time positions, a benefit multiplier of 8.5% was utilized. The position pay rate estimations utilized below are based on a review of the Town of Windsor's pay plan, without knowing the specifics of each comparable position reviewed. Ultimately it would be the purview of the Town's Human Resources Department, in collaboration with the Windsor Parks, Recreation & Culture Director, to review positions and responsibilities and to appropriately place each position within the Town's compensation plan.



Future Recreation Center			
Position	Salary	Positions Needed	Total
Recreation Center Supervisor	\$75,000	1	\$75,000
Guest Services Coordinator	\$60,000	1	\$60,000
Fitness Coordinator	\$60,000	1	\$60,000
Facilities Maintenance Foreman	\$65,000	1	\$65,000
Facilities Maintenance Tech	\$55,000	1	\$55,000
Guest Services Specialist	\$45,000	4	\$180,000
Salaries Subtotal			\$495,000
Benefits (35%)			\$173,250
Full-Time Staff Total			\$668,250

Future Recreation Center				
Position	Hourly Wage	Hours	Weeks	Total
PT Lead Guest Services	\$20.00	327.00	52	\$111,180
Fitness Attendant	\$16.00	302.25	52	\$85,436
Program Staff (instructors, officials, coaches, etc.) **				\$77,770
Wages Subtotal				\$274,386
Benefits (8.5%)				\$16,712
Part-Time Staff Total				\$291,098

**The Town of Windsor may choose to employ some positions as contractors, vs. employees, depending upon their internal operational model and/or organizational philosophies.

Annual Financial Operating Pro-Forma - Expenses

Expense Model: The expense model to the right is based on the best information available at the time of the study. Significant changes in the facility program or local market, or a delay in opening/implementation beyond 2027 would necessitate the information be revisited and updated.

Expense Computation Multiplying Factors

- **Utilities (gas, electricity).** A factor of \$3.00 per square foot was used to determine utilities at the Future Recreation Center (FRC).
- **Insurance (property & liability).** A factor of \$.75 per square foot. The Town of Windsor would need to inquire with their insurance provider as to the accuracy of these figures. These can vary greatly depending on the organization, size of the facility, components, and geographic location.

Personnel (New Positions)	
Full-time	495,000
Part-time (Operations)	196,616
Part-time (Programs)	77,770
Benefits	189,962
<i>Sub-Total</i>	\$959,348
Supplies	
Supplies: Operations - Office, Fitness Materials etc.	34,732
Supplies: Chemicals	7,500
Supplies: Janitorial	20,000
Supplies Program	20,000
Supplies: Safety	4,000
Maintenance & Repair Supplies	20,000
Uniforms	17,500
Printing/Postage	2,500
Vending / Grab & Go	12,000
Miscellaneous Operating Supplies	10,000
Fuel/Mileage	1,500
<i>Sub-Total</i>	\$149,732
Services	
Utilities (gas, electric)	370,263
Water/Sewer	
Trash	
Insurance (property & liability)	92,566
Communications (phone)	12,500
Contract services (Elevator, HVAC, Music License, Misc.)	15,000
Custodial Services	80,000
Fitness Equipment Replacement	100,000
Equipment Maintenance (inc Hardwood Floors \$8k each)	52,000
Alarm/Security Systems	7,500
Minor Equipment (inc Rentals)	10,000
Advertising	20,000
Travel & Training	10,000
Background Checks	1,500
Employee Relations	2,500
Membership Dues/Subscriptions	2,000
Bank Charges & Credit Card Fees	52,099
IT Transfer/Recreation Software	100,000
Capital Replacement/Improvement Funding	100,000
Miscellaneous	15,000
<i>Sub-Total</i>	\$1,042,927
Total Operating Expense Estimate with CIP Annual Replacement Fund (\$100k)	\$2,152,008

Revenues

Revenue Model: The following revenue model has been based on the best information available at the time of the study. Significant changes in the facility program or local market, or a delay in opening/implementation beyond 2026 would necessitate the information be revisited and updated.

Fees	
Membership	1,101,850
Daily Admissions	89,250
Program (Leagues, Classes, etc.)	394,275
Rentals: Gym	43,968
Rentals: MPR – Parties & Events	65,280
Rentals: MPR - Other (Meetings, etc.)	35,880
Other - Vending, Grab n Go	24,000
Tenant Space Lease	18,000
<i>Sub-Total</i>	\$ 1,772,503
Total Annual Revenue Estimate	\$1,772,503

Additional Revenue Opportunities (not included):

- Advertising/Sponsorship
- Naming Rights
- Partnerships

Five Year Planning:

The following is a 5-Year Summary of the operating projection for the Future Recreation Center. The 5-year projection includes the capital improvement fund (CIF) and has annual escalators for years 2-5 factored into the overall projections.

	Year 1	Year 2	Year 3	Year 4	Year 5
Expenses	1,772,503	1,896,578	1,991,407	2,051,149	2,112,684
Revenue	2,152,008	2,172,528	2,234,704	2,298,745	2,364,708
	(\$415,385)	(\$349,074)	(\$338,312)	(\$345,461)	(\$352,825)
Cost Recovery % inc. CIP	82.4%	87.3%	89.1%	89.2%	89.3%
Capital (cumulative)	100,000	200,000	300,000	400,000	500,000

The capital improvement line is shown on a cumulative basis to demonstrate the planned growth of reserves over time. Although identified separately for transparency, these contributions are fully embedded within the total operating expenses and represent a critical component of long-term financial sustainability.

While the new projection of a Future Recreation Center does operate at a high level of cost recovery, there is a forecasted delta between the expenses and revenue. It is suggested the Town to review the funding mechanisms within the current recreation budget to accommodate this delta.



Sports Tourism

A. Understanding Sports Tournaments

1. Tournaments are dictated by
 - a. Facility Location
 - b. Facility Size
 - c. Willingness / ability to Host (partnerships)
2. Facility minimums
 - a. Basketball Tournaments
 - i. 4 basketball courts
 - b. Volleyball Tournaments
 - i. 6 volleyball courts
 - ii. 2 per basketball
 - c. Pickleball Tournaments
 - i. 6 courts
 - ii. 3 per basketball, evolving)
 - d. Rectangle Surfaces
 - i. 4 fields
 - e. Diamond Surfaces
 - i. 5 fields

B. Understanding Competitive Tournaments

1. Characteristics of Users
 - a. Convenience is preferred but not required.
 - b. Cost is less important compared to casual users.
 - c. Scheduled use of facilities is required.
 - d. Facility characteristics are EXTREMELY important.
2. Consistent Feedback
 - a. You will make A LOT of money from tournaments.
 - i. Not necessarily accurate
 - b. I'm tired of seeing people leave our community and spend their money "there."
 - c. We need more practice space.
 - d. If you build it, they will come.
 - i. Not so fast . . .
3. 18-36 weekend per year/season are typically used for tournaments

C. Sports Tourism Impact

1. Example of direct impact distribution of \$100,000:
 - a. 24.4% Transportation\$24,400
 - b. 21.2% Lodging\$21,200
 - c. 19.0% Food & Beverage\$19,000
 - d. 13.4% Recreation\$13,400
 - e. 12.6% Retail.....\$12,600
 - f. 9.3% Tournament Operations \$9,300

2. As the level of competition increases, the tournament operations / facility rental offset decreases.
 - a. If regular tournaments displace regular users, memberships and admissions can drop.
3. The region having two facilities provides scheduling options to potentially alleviate, not eliminate.

D. Summary

1. **Community Impact:** Sports tournaments are more than just games — they bring visitors who spend money in the community. Nationwide, these events generate billions of dollars. While your community won't see numbers that large, the pattern is the same everywhere: visitors stay in hotels, eat in restaurants, and shop locally. This means new dollars flow into the local economy.
2. **Market Alternate Providers:** Northern CO has a number of existing tournament facilities: NOCO Sports Center(Windsor), Greeley FunPlex/Rec Center, Univ. of NoCo (Greeley), N Aztlan Community Center (Ft. Collins), etc. Also, existing and new recreation centers coming: Timnath, SE Ft. Collins.



Conclusion

The findings of this feasibility study demonstrate a clear and consistent need for an additional recreation center to serve the Windsor and Severance communities. The existing recreation center is a highly valued, multi-generational asset however, it is currently operating at or beyond capacity, with limited opportunities for expansion due to site constraints. These limitations are beginning to impact user experience, access to programs, and long-term system effectiveness.

Analysis of demographic trends and national benchmarks indicates that both communities possess the population characteristics, growth trajectory, and financial capacity to support an additional facility. Participation rates in fitness and recreation activities exceed national averages and demand is expected to continue increasing as the region grows. This data reinforces that the need for expanded recreation opportunities is not only current but will continue into the future.

Community and stakeholder engagement further validated these findings, with strong and consistent support expressed for a new recreation center. Residents identified clear gaps in access to programs, equipment, and space, and emphasized the importance of expanding opportunities for fitness, youth programming, and multi-generational use. Steering committee input reinforced the importance of creating a facility that prioritizes daily community use, long-term sustainability, and system-wide efficiency.

Based on these findings, the study recommends advancing a new recreation center that builds upon the strengths of the existing system while addressing current limitations. The proposed program prioritizes high demand “dry” amenities, including fitness, gymnasium, senior and multipurpose spaces in an initial phase, with aquatics identified as a prime second phase to be implemented as demand and funding allow. This phased approach provides flexibility while responding to the most immediate needs.

From a siting perspective, the preferred general location is east of downtown Windsor and southwest of downtown Severance. This area provides a central and accessible location between the two communities and supports efficient multimodal access. Sites of approximately 25 acres or greater are recommended to accommodate the full program and allow for future expansion.

Preliminary capital and operational cost estimates indicate that the project is financially feasible at a planning level however, additional analysis will be needed to determine how funding mechanisms, such as a sales tax initiative or bond, could support implementation.

Windsor’s existing recreation system demonstrates strong cost recovery compared to national benchmarks, providing a solid foundation for long-term operational sustainability. Future financial performance will depend on the final program mix, operational strategies, and continued community demand.

Moving forward, the following steps are recommended:

- Continue coordination between the Town of Windsor and the Town of Severance to explore partnership opportunities, governance structure, and shared funding strategies
- Refine site selection within the identified preferred zone, including detailed evaluation of land availability, infrastructure, and acquisition feasibility
- Advance program validation and conceptual design to further define building size, phasing, and operational requirements
- Refine capital and operational cost models based on site specific conditions and updated market factors
- Develop a funding and implementation strategy, including potential phasing, partnerships, and financing mechanisms
- Conduct continued community and stakeholder engagement to maintain transparency and build public support

Successful implementation of a new recreation center will require alignment and collaboration between both Town Boards. Given the strong community support, demonstrated demand, and regional growth trends, this project represents a significant opportunity to enhance quality of life, expand recreation access, and strengthen the long-term vitality of both communities.

By advancing this project in a coordinated and strategic manner, Windsor and Severance can establish a shared community asset that supports residents today while positioning the region for continued growth in the future.



FUTURE TOWN BOARD MEETINGS

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 Strategic Plan Update
June 22, 2026 5:30 p.m.	Town Board Work Session New Hire – Meet the Board County Road 70 Update Sustainable Windsor Update
June 22, 2026 7:00 p.m.	Town Board Regular Meeting
June 29, 2026	Strategic Plan Public Outreach
July 6, 2026	Canceled – 1 st Monday
July 13, 2026 5:30 p.m.	Town Board/Planning Commission Joint Work Session (3 rd Floor) Board/Manager/Attorney Monthly Meeting Data Center Ordinance Discussion
July 13, 2026 6:45 p.m.	Kern Board Meeting
July 13, 2026 7:00 p.m.	Town Board Regular Meeting
July 20, 2026 5:30 p.m.	Town Board Work Session WDA Review and Evaluation
July 27, 2026 5:30 p.m.	Town Board Work Session New Hire - Meet the Board
July 27, 2026 7:00 p.m.	Town Board Regular Meeting

Future Work Session Topics

- Parking Plan update
- Camping Ban
- Planning Commission/Town Board Joint Work Session – Data Center Ordinance
- Backyard Chicken Ordinance Discussion
- Sign Code Update (August 17)
- 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)



MEMORANDUM

Date: May 18, 2026
To: Mayor and Town Board
From: Kim Mihm, Deputy Town Attorney
Stephen Garrison, Police Chief
Omar Herrera, Director of Engineering
Re: Resolution No. 2026-29 — A Resolution Amending, Approving and Consolidating Permits Pursuant to Chapter 8, Article VI of the Windsor Municipal Code for the Purpose of Allowing the Use of Golf Cars on Public Roadways, Certain Trails and Limited Sidewalks Within The Neighborhoods Known as Water Valley North, Water Valley South, Pelican Hills, Pelican Farms, and Raindance
Item #: C.1.

Background / Discussion:

The RainDance/Water Valley Metro Districts, on behalf of all the neighborhoods within those Districts, have petitioned (see attached letter) for an amendment to the Golf Car Path map (see Exhibit A), that indicates where golf cars and low speed electric vehicles ("LSEVs") may travel within the designated neighborhoods.

This has been reviewed by the police department and the engineering department. Neither department has any objection to the proposed new map.

This Resolution, if approved, would serve as the consolidated permit for all these neighborhoods, superseding and replacing the previously issued Resolutions/permits. The specific conditions that will apply to the operation of golf cars and LSEVs, in addition to any code requirements, are as follows:

The following conditions apply to the operation of golf cars and LSEVs within the Permit Area:

- a. Anyone who operates a golf car shall comply with Chapter 8, Article VI of the Code and anyone who operates an LSEV shall comply with Chapter 8, Article VIII of the Code.
- b. Operators of golf cars and LSEVs shall be at least sixteen (16) years of age and possess a valid driver's license.
- c. No golf car or LSEV shall be operated upon any sidewalk, pedestrian trail or recreational facility within the Town, unless such facility is posted as a designated golf car path. Golf cars and LSEVs are prohibited on the Poudre Trail and Town regional trails. LSEV operations on golf car paths must comply with the provisions of the Golf Car Code and with this permit.
- d. Golf cars and LSEVs shall not be operated upon any roadway with a posted speed limit greater than thirty-five (35) MPH, nor on any portion of the public roadways depicted on the Golf Car Path Map as "no golf cars allowed", including but not limited to Colorado State Highway 392, Colorado State Highway 257, 7th Street, Colorado Boulevard or Crossroads Boulevard. No golf cars shall be operated on any portion of New Liberty Road. Golf cars shall only cross such roadways where golf car crossings are posted as set forth in Section 4 below. Specifically, the 7th Street Bridge is designated as the approved crossing for 7th Street.

- e. Operators must obey all traffic and parking regulations applicable to motor vehicles.
- f. No golf car shall be operated between sunset and sunrise, or at any other time when persons and vehicles are not clearly discernible at one thousand feet (1,000') due to insufficient light or atmospheric conditions, unless the golf car is equipped and illuminated with headlamps, taillamps, stop lamps and turn signals as required under Title 42, Article 4, Part 2, Colorado Revised Statutes.
- g. Golf cars and LSEVs shall be operated as close to the right side of the roadway as practicable, exercising due care when approaching, overtaking or passing a standing vehicle, a vehicle proceeding in the same direction or any pedestrian or bicyclist.

The Petitioner has taken proactive steps to comply, and has marked golf car paths with a green striped line, and is actively posting the areas with the required signage. Additionally, the Petitioner will serve every resident with this Resolution and map, so that all residents will be aware of the requirements, limitations and authorized golf car trails, limited sidewalks and roadways.

Finally, it has been discussed among staff, that the next step for the Town, to improve enforceability, is to codify each permit, so that officers have a clear code section to cite, in the event of a violation. If the Town Board so indicates, an ordinance will be created and presented at a future town board meeting.

Financial Impact:

N/A

Relationship to Strategic Plan:

Community Safety, Quality of Life and Small Town Feel

Recommendation:

Approve Resolution 2026-29 - A Resolution Amending, Approving and Consolidating Permits Pursuant to Chapter 8, Article VI of the Windsor Municipal Code for the Purpose of Allowing the Use of Golf Cars on Public Roadways, Certain Trails and Limited Sidewalks Within The Neighborhoods Known as Water Valley North, Water Valley South, Pelican Hills, Pelican Farms, and Raindance

CC:

Attachments:

1. Resolution No. 2026-29 - WV and RainDance golf car permit
2. Letter to Town of Windsor - Request for Consolidated Golf Car Resolution
3. Exhibit A - Golf Cart Map_Final Clean Version

TOWN OF WINDSOR

RESOLUTION NO. 2026 - 29

A RESOLUTION AMENDING, APPROVING AND CONSOLIDATING PERMITS PURSUANT TO CHAPTER 8, ARTICLE VI OF THE WINDSOR MUNICIPAL CODE FOR THE PURPOSE OF ALLOWING THE USE OF GOLF CARS ON PUBLIC ROADWAYS, CERTAIN TRAILS AND LIMITED SIDEWALKS WITHIN THE NEIGHBORHOODS KNOWN AS WATER VALLEY NORTH, WATER VALLEY SOUTH, PELICAN HILLS, PELICAN FARMS AND RAINDANCE

WHEREAS, the Town of Windsor (“Town”) is a Colorado home rule municipality with all powers and authority vested by Colorado law; and

WHEREAS, Chapter 8, Article VI of the Windsor Municipal Code (“Code”), addresses the operation of golf cars on public roadways (“Golf Car Code”); and

WHEREAS, the Golf Car Code contains various requirements for Town Board review and approval of neighborhood requests for permission to operate golf cars on public roadways; and

WHEREAS, except as approved by the Town Board, the Golf Car Code makes it clear that operation of golf cars on public streets is prohibited and, through Ordinance No. 2025-1728, made low-speed electric vehicles (“LSEVs”) able to access and use permitted golf car paths; and

WHEREAS, permission for the operation of golf cars on public roadways has already been provided for areas within the Poudre Tech Metropolitan District, Water Valley Master Association, Water Valley North, Water Valley South, Pelican Hills (Hilltop Estates), South Hill (Frye Farm and Pelican Farms) and RainDance communities (“Communities”) pursuant to Resolution No. 2018-08 and Resolution 2020-35 (“Prior Resolutions”); and

WHEREAS, Poudre Tech Metropolitan District, Water Valley Metropolitan District Nos. 1 & 2, RainDance Metropolitan District Nos. 1-3 and National Resort Metropolitan District (“Districts”), are owners of parks, trails and open space within the Communities and have submitted a written request to the Town Board, seeking permission for the operation of golf cars and LSEVs on additional public roadways, certain trails and limited sidewalks within a defined area in order to address certain connectivity concerns of residents, as shown in the amended “Golf Car Path Map”, attached hereto as Exhibit A, and incorporated herein by reference; and

WHEREAS, the Town and Districts believe that it is in the best interests of the Town and Districts to adopt this Resolution to supersede and replace the Prior Resolutions; and

WHEREAS, the Town’s Police Department has undertaken the necessary administrative reviews, and has made its recommendations to the Town Board in this regard; and

WHEREAS, the Town Board has undertaken the necessary legislative review and has concluded that, subject to the limitations, conditions and restrictions set forth herein, the requested permit should be issued pursuant to the Golf Car Code; and

WHEREAS, this Resolution is intended to promote public health, safety and welfare.

NOW, THEREFORE, BE IT RESOLVED BY THE TOWN BOARD OF THE TOWN OF WINDSOR, COLORADO, AS FOLLOWS:

Section 1. The foregoing recitals are incorporated herein as if fully set forth.

Section 2. Pursuant to Chapter 8, Article VI of the Code, the operation of golf cars and LSEVs shall be lawful upon public roadways, certain trails and limited sidewalks within the geographical area depicted upon the attached Exhibit A (“Permit Area”).

Section 3. The following conditions apply to the operation of golf cars and LSEVs within the Permit Area:

- a. Anyone who operates a golf car shall comply with Chapter 8, Article VI of the Code and anyone who operates an LSEV shall comply with Chapter 8, Article VIII of the Code.
- b. Operators of golf cars and LSEVs shall be at least sixteen (16) years of age and possess a valid driver’s license.
- c. No golf car or LSEV shall be operated upon any sidewalk, pedestrian trail or recreational facility within the Town, unless such facility is posted as a designated golf car path. Golf cars and LSEVs are prohibited on the Poudre Trail and Town regional trails. LSEV operations on golf car paths must comply with the provisions of the Golf Car Code and with this permit.
- d. Golf cars and LSEVs shall not be operated upon any roadway with a posted speed limit greater than thirty-five (35) MPH, nor on any portion of the public roadways depicted on the Golf Car Path Map as “no golf cars allowed”, including but not limited to Colorado State Highway 392, Colorado State Highway 257, 7th Street, Colorado Boulevard or Crossroads Boulevard. No golf cars shall be operated on any portion of New Liberty Road. Golf cars shall only cross such roadways where golf car crossings are posted as set forth in Section 4 below. Specifically, the 7th Street Bridge is designated as the approved crossing for 7th Street.
- e. Operators must obey all traffic and parking regulations applicable to motor vehicles.
- f. No golf car shall be operated between sunset and sunrise, or at any other time when persons and vehicles are not clearly discernible at one thousand feet (1,000’) due to insufficient light or atmospheric conditions, unless the golf car is equipped and illuminated with headlamps, taillamps, stop lamps and turn signals as required under Title 42, Article 4, Part 2, Colorado Revised Statutes.

- g. Golf cars and LSEVs shall be operated as close to the right side of the roadway as practicable, exercising due care when approaching, overtaking or passing a standing vehicle, a vehicle proceeding in the same direction or any pedestrian or bicyclist.

Section 4. In addition to the foregoing operation-specific conditions, the permissions granted under this Resolution are expressly conditioned upon the posting of signage within the Permit Area, the cost of which shall be borne solely by the Districts. All signage shall comply with the following requirements:

- a. At each roadway intersection through which vehicular traffic may exit the Permit Area, a sign having a reflective surface area of at least twenty-four by twenty-four inches (24" X 24") shall face the exiting traffic lane, shall contain the universal symbol prohibiting golf cars and shall either contain the phrase, "NO GOLF CARS BEYOND THIS POINT", either on the same sign or elsewhere on the same post.
 - i. Within fifty feet (50') of each roadway intersection, a reflective sign of at least twenty-four by twenty-four inches (24" X 24") shall face approaching traffic, and shall contain a depiction of a golf car together with the phrase, "GOLF CARS ON ROADWAY", or shall separately contain such phrase elsewhere upon the same signpost.
- b. At every crossing of any state highway or roadway posted above thirty-five (35) MPH, a reflective sign of at least twenty-four by twenty-four inches (24" X 24") shall face approaching traffic and shall contain a depiction of a golf car together with the phrase, "GOLF CARS CROSSING", either on the same sign or elsewhere on the same post.
- c. In addition to the above requirements, the Districts shall deliver a complete copy of this Resolution to residents within the Districts by United States Mail, first-class postage prepaid, or by e-mail.

Section 5. The golf car privileges granted herein are revocable if, in the sole discretion of the Town Board, the safety of the public cannot be assured.

Upon motion duly made, seconded and carried, the foregoing Resolution was adopted this ____ day of _____, 2026.

TOWN OF WINDSOR, COLORADO

Julie Cline, Mayor

ATTEST:

Karen Frawley, Town Clerk

EXHIBIT A
Golf Car Path Map

**POUDRE TECH METROPOLITAN DISTRICT
WATER VALLEY METROPOLITAN DISTRICT NOS. 1 & 2
RAINDANCE METROPOLITAN DISTRICT NOS. 1-3
NATIONAL RESORT METROPOLITAN DISTRICT**

May 7, 2026

VIA ELECTRONIC MAIL

Town Board
Town of Windsor
301 Walnut Street
Windsor, Colorado 80550

Re: Joint Petition for Adoption of a Consolidated Golf Car / Low Speed Electric Vehicle Resolution and Updated Golf Cart Map (Replacing Resolutions 2018-18 and 2020-35)

Dear Town Board:

This letter serves as a formal joint petition on behalf of the Boards of Directors of the Raindance Metropolitan District Nos. 1–3, National Resort Metropolitan District, Poudre Tech Metropolitan District, and Water Valley Metropolitan District Nos. 1–2 (collectively, the “Districts”). We submit this petition to formally request that the Town Board adopt the consolidated golf car and low speed electric vehicle resolution together with the updated golf cart map prepared on behalf of the Districts (the “Updated Map”).

As the Town Board is aware, the operation of golf cars on public roadways within the Permit Area is presently governed by two separate Town resolutions: Resolution No. 2018-18 (covering Water Valley North/South, Pelican Hills, and the South Hill neighborhoods of Frye Farm and Pelican Farms) and Resolution No. 2020-35 (covering Raindance). Since 2020, both communities have continued to grow, build out trail and roadway connections, and integrate. In addition, with the Town’s adoption of Ordinance No. 2025-1728 making low speed electric vehicles (“LSEVs”) a dual-use vehicle eligible to access permitted golf car paths, the existing two-resolution framework no longer reflects either the on-the-ground configuration of the Permit Area or the current Windsor Municipal Code.

Accordingly, the Districts respectfully request that the Town Board take the following actions at the next available regular meeting:

1. **Adopt the Consolidated Permit Resolution.** The Districts request that the Town Board adopt a resolution consolidating the prior golf cart permits into a single resolution governing the operation of golf cars and LSEVs within the Permit Area, and that the Resolution expressly supersede and replace Resolutions Nos. 2018-18 and 2020-35 in their entirety upon adoption.
2. **Adopt the Updated Map.** The Districts request that the Town Board adopt the Updated Map as Exhibit A to the consolidated Resolution. The Updated Map reflects the current

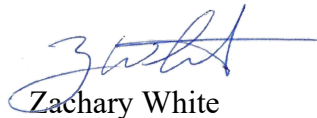
configuration of approved roadways, designated golf car paths, and limited sidewalks within the Permit Area.

Public Purpose and Benefit.

Adoption of the consolidated resolution and Updated Map will advance several important public purposes for the Town and the Districts' residents. It will (i) provide a single, internally consistent regulatory framework for golf car and LSEV operation across the integrated Permit Area, simplifying enforcement by the Windsor Police Department; (ii) align the Town's permit framework with Ordinance No. 2025-1728 by formally extending operating privileges and operating conditions to LSEVs; (iii) reflect the actual built environment of the Permit Area by approving connectivity along certain trails and limited sidewalks, reducing roadway congestion and encouraging low-emission, neighborhood-scale travel; and (iv) eliminate the inconsistencies and gaps that have developed between the two existing resolutions.

We appreciate the substantial and continued cooperation of Town staff, the Windsor Police Department, and the Town Attorney in advancing the consolidated resolution to this point. The Districts and their counsel are available to attend the Town Board's consideration of this matter and to respond to any questions the Town Board or Town staff may have. Please do not hesitate to contact me at the address or email below at your convenience.

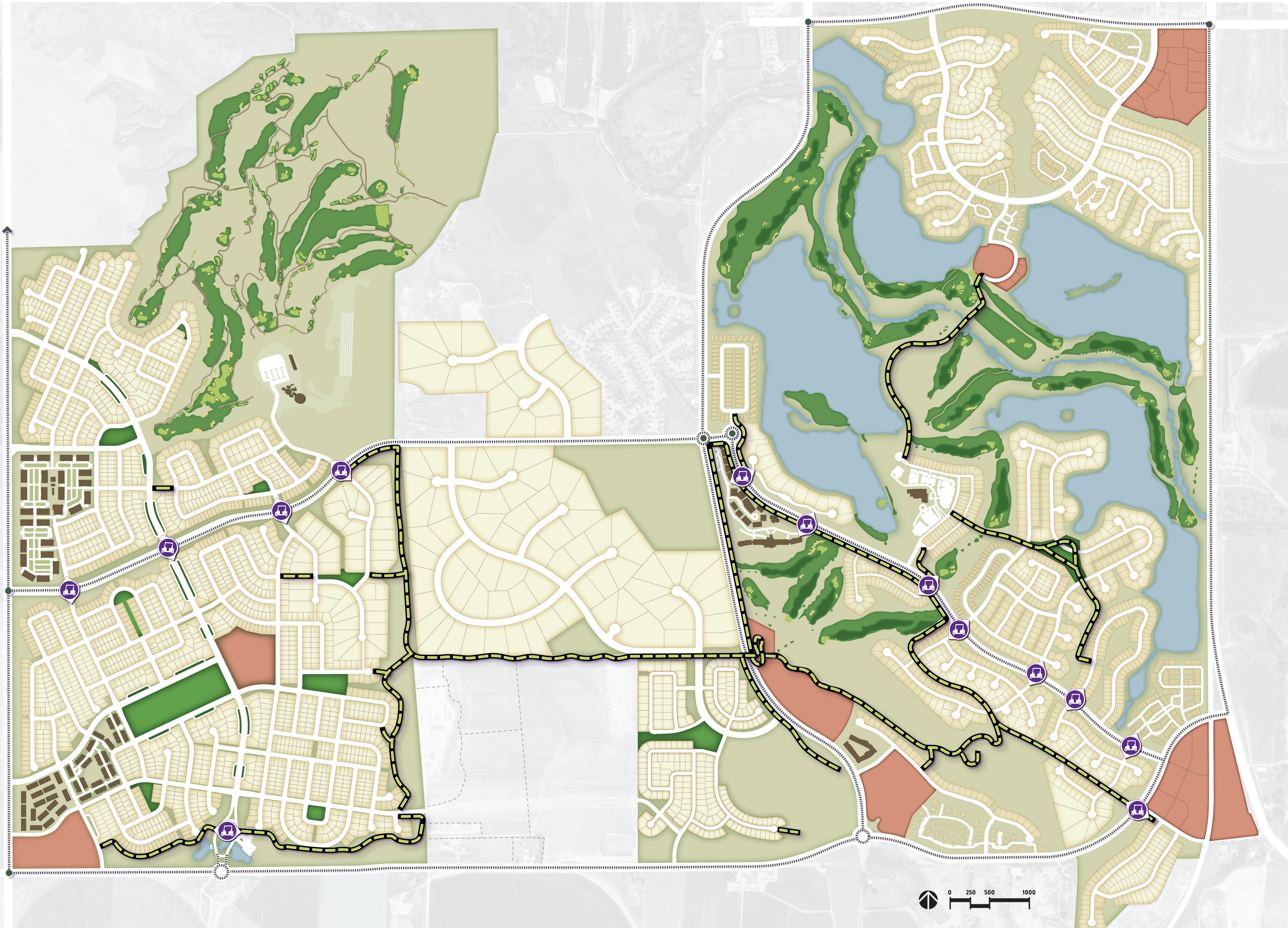
Very truly yours,







Zachary White
General Counsel to the Districts
zwhite@wbapc.com

Enclosure

Updated Map



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

-  GOLF CART & LOW SPEED ELECTRIC VEHICLE TRAIL
-  NO GOLF CARTS ALLOWED
-  GOLF CART CROSSING
-  ALL ROADWAYS GOLF CART ACCESSIBLE UNLESS OTHERWISE NOTED

