



TOWN BOARD WORK SESSION

July 20, 2026 - 5:30 PM

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

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

AGENDA

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

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

WORK SESSION AGENDA ITEMS

1. Windsor Severance Fire Rescue Ballot Measure Discussion - Chris Angermuller, Fire Chief
2. Recreation Center Ballot Measure Discussion - T. Fotsch, Director of Parks, Recreation and Culture
3. Future Meetings Agenda

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

Our Budget Reality: Key Facts + Funding Options





How We Serve Our Community

100 square miles

We protect people and property across Weld and Larimer Counties

4 stations

We operate in strategically placed stations throughout our service area

65 first responders and staff

We are powered by highly trained first responders and critical support staff





Costs Are Outpacing Revenue

- Demand for services, and the associated costs, are growing faster than available funding.
- WSFR must address its staffing levels, aging equipment, and inadequate number of stations to maintain quality service.



Rising Demand, Costs, and Wildfire Risk



Calls for service have increased 29% in 5 years.



A new fire engine now costs \$1.2 million – a 118% increase in 5 years.



27 new firefighters are needed over 10 years.





A Budget Deficit is Looming

Without additional revenue, WSFR faces a budget deficit beginning 2027.

Emergency services and response will be impacted throughout our community.



2025 District Comparison By Assessed Value

Fire District	Mill Rate	Population	Assessed Value
Greater Brighton Fire	17.504	45,000	\$1,990,742,760
Adams County Fire	17.27	65,000	\$1,932,971,400
Summit Fire & EMS	14.59	23,000	\$1,911,469,190
Eagle River Fire	8.263	25,000	\$1,866,053,230
Windsor Severance Fire	8.538	66,000	\$1,863,826,938
Red, White, & Blue Fire	14.019	15,000	\$1,620,457,390
Telluride Fire	8.151	2,500	\$1,496,534,809



The Proposal Under Consideration

The Board of Directors is considering a phased mill levy increase – a total of 4 mills over 10 years to help spread out the cost.



This will ensure WSFR can **meet minimum staffing requirements** set by the National Fire Protection Association.



Even with a 4-mill increase, WSFR will still have **one of the lowest rates in the state** based on assessed values.



What We Would Do With the Additional Funds



**Add 27 new firefighters
and 6 essential
administrative staff
over 10 years**



**Replace aging
emergency apparatus
like fire engines**



**Build a fifth station to meet
National Fire Protection
Association response time
benchmarks**





Next Steps + Community Input

No decision has been made.

Windsor Severance Fire Rescue is gathering community input as it weighs its options for financial sustainability.



Learn More.



www.WSFR.us
feedback@wsfr.us





MEMORANDUM

Date: July 20, 2026
To: Mayor and Town Board
From:
Re: Recreation Center Ballot Measure Discussion - T. Fotsch, Director of Parks, Recreation and Culture
Item #: 2.

Background / Discussion:

Town Staff and the consultants will present the results from the Recreation Center ballot question survey.

Financial Impact:

Relationship to Strategic Plan:

Recommendation:

CC:

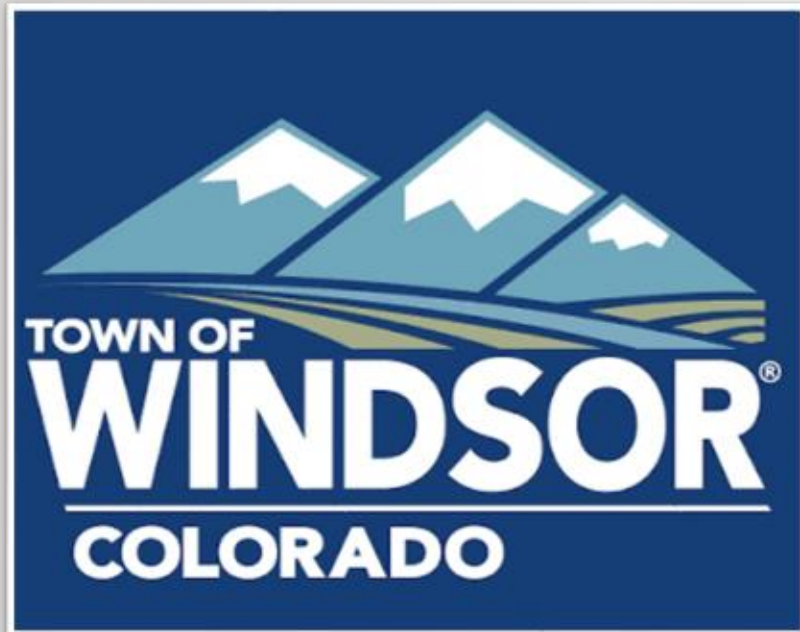
Attachments:

1. Town of Windsor Rec Center Ballot Measure Survey Presentation 071626



Town Of Windsor Recreation Center Ballot Measure Survey

July 2026



Methodology



The Town of Windsor invites you to participate in an important survey regarding a potential ballot measure this November to fund a second recreation center. Your opinion matters, so please make your voice heard. The survey will take around 10 minutes to complete, and your answers will be anonymous and confidential.

Magellan Strategies is pleased to present the topline results of a survey of 1,021 registered voters in the Town of Windsor.

The survey data were weighted to be representative of the Town's demographics for a mid-term election.

The interviews were conducted from July 7th to 15th, 2026. The survey results have a margin of error of +/- 3.02% at the 95 percent confidence interval.

Town of Windsor Voter Registration and Turnout Demographics

Town of Windsor

Magellan Strategies Voter Registration and Past Election Turnout Report

County	Registration		2024		2022		2021		2020		2019	
Larimer	7,996	23.8%	6,395	24.8%	4,970	26.0%	3,099	27.5%	5,790	27.5%	3,014	31.8%
Weld	25,598	76.2%	19,409	75.2%	14,124	74.0%	8,161	72.5%	15,295	72.5%	6,456	68.2%
Total	33,594	100.0%	25,804	100.0%	19,094	100.0%	11,260	100.0%	21,085	100.0%	9,470	100.0%

Sex	Registration		2024		2022		2021		2020		2019	
Female	17,143	51.0%	13,298	51.5%	9,925	52.0%	5,839	51.9%	10,902	51.7%	4,867	51.4%
Male	16,451	49.0%	12,506	48.5%	9,169	48.0%	5,421	48.1%	10,183	48.3%	4,604	48.6%
Total	33,594	100.0%	25,804	100.0%	19,094	100.0%	11,260	100.0%	21,085	100.0%	9,470	100.0%

Age Group	Registration		2024		2022		2021		2020		2019	
18-34	9,229	27.5%	5,411	21.0%	3,586	18.8%	1,573	14.0%	5,049	23.9%	1,233	13.0%
35-44	6,640	19.8%	5,075	19.7%	3,617	18.9%	1,962	17.4%	3,954	18.8%	1,283	13.5%
45-54	5,315	15.8%	4,381	17.0%	3,419	17.9%	1,959	17.4%	3,830	18.2%	1,655	17.5%
55-64	4,731	14.1%	4,037	15.6%	3,347	17.5%	2,121	18.8%	3,551	16.8%	2,052	21.7%
65+	7,679	22.9%	6,900	26.7%	5,125	26.8%	3,645	32.4%	4,701	22.3%	3,247	34.3%
Total	33,594	100.0%	25,804	100.0%	19,094	100.0%	11,260	100.0%	21,085	100.0%	9,470	100.0%

Party	Registration		2024		2022		2021		2020		2019	
Unaffiliated	16,375	48.7%	11,513	44.6%	7,635	40.0%	4,123	36.6%	7,930	37.6%	3,044	32.1%
Republican	11,874	35.3%	9,970	38.6%	8,054	42.2%	5,064	45.0%	9,329	44.2%	4,614	48.7%
Democrat	4,688	14.0%	3,892	15.1%	3,206	16.8%	1,980	17.6%	3,591	17.0%	1,723	18.2%
Libertarian	290	0.9%	208	0.8%	147	0.8%	75	0.7%	169	0.8%	60	0.6%
Other	367	1.1%	221	0.9%	52	0.3%	18	0.2%	66	0.3%	29	0.3%
Total	33,594	100.0%	25,804	100.0%	19,094	100.0%	11,260	100.0%	21,085	100.0%	9,470	100.0%

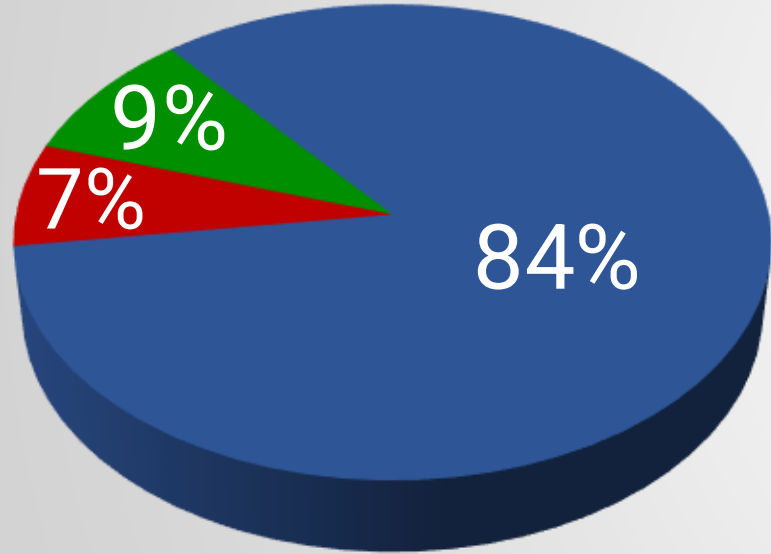
Key Findings

- ❖ **The ballot measure is currently falls below majority support:** Initial support for the proposed **0.8% sales tax increase** to build a second recreation center stands at **42% yes / 50% no**, with 8% undecided. After voters heard supporting information, support actually slipped slightly to **39% yes / 48% no**, mostly due to a group of respondents who want aquatics included.
- ❖ **Residents strongly support parks and recreation—but do not want to pay higher taxes:** The Parks, Recreation & Culture Department enjoys **84% job approval**, and **65%** agree the Town spends taxpayer dollars responsibly. Despite these favorable ratings, this support for the department does not automatically translate into support for a tax increase.
- ❖ **The strongest arguments focus on overcrowding and unmet demand, while the biggest weakness is the lack of aquatics:** The most persuasive message was that the existing recreation center is at capacity, with **56% saying they would be more likely to support** the measure after learning about heavy usage. However, the proposal's biggest liability is that **the new facility would not include aquatics—48% said this makes them more likely to reject** the measure.

Key Findings

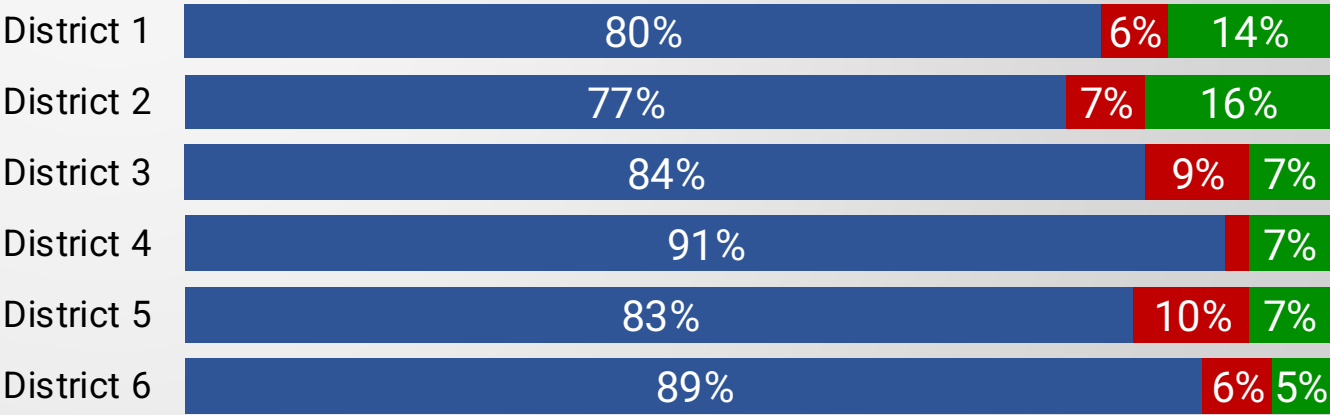
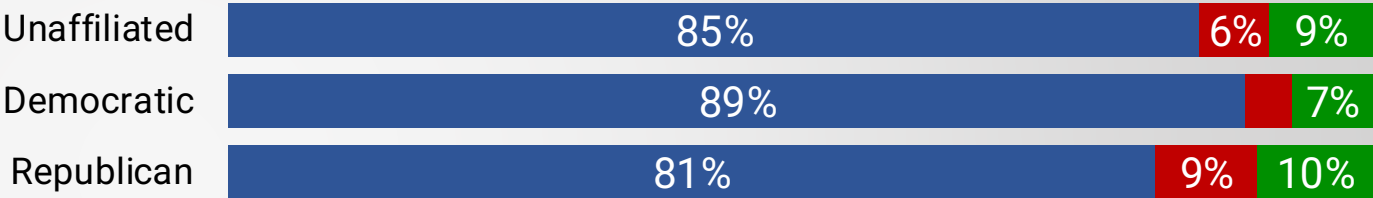
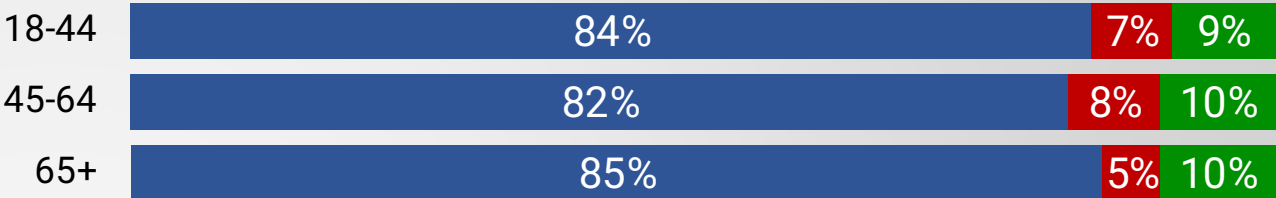
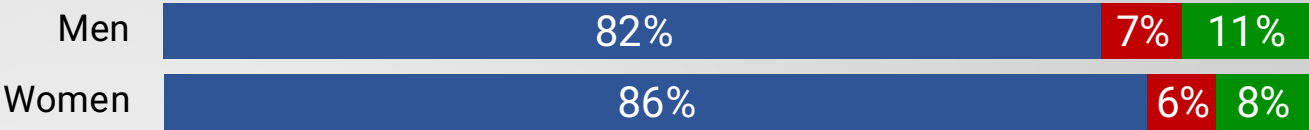
- ❖ **A partnership with Severance dramatically improves the measure's prospects:** When voters were told that partnering with Severance could reduce the proposed sales tax increase from **0.8% to 0.55%**, support increased to **50% yes / 42% no**.
- ❖ **The debate centers on taxes versus community growth—not whether recreation has value:** Supporters cite overcrowding at the current recreation center, Windsor's rapid population growth, improved access for residents, and the long-term quality-of-life benefits of investing in recreation. Opponents either primarily object to any tax increase, argue the project should include aquatics, or believe roads, water, schools, and public safety deserve higher priority.

Do you approve or disapprove of the job the Parks, Recreation & Culture Department is doing managing parks, facilities, events, and providing recreation programs in Windsor?



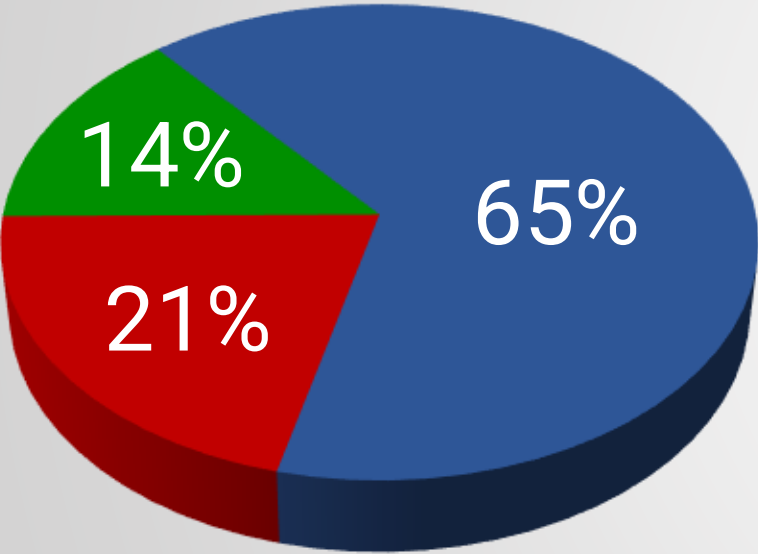
■ Approve
■ Disapprove
■ No Opinion

Strongly Approve	50%
Somewhat Approve	34%
Strongly Disapprove	2%
Somewhat Disapprove	5%



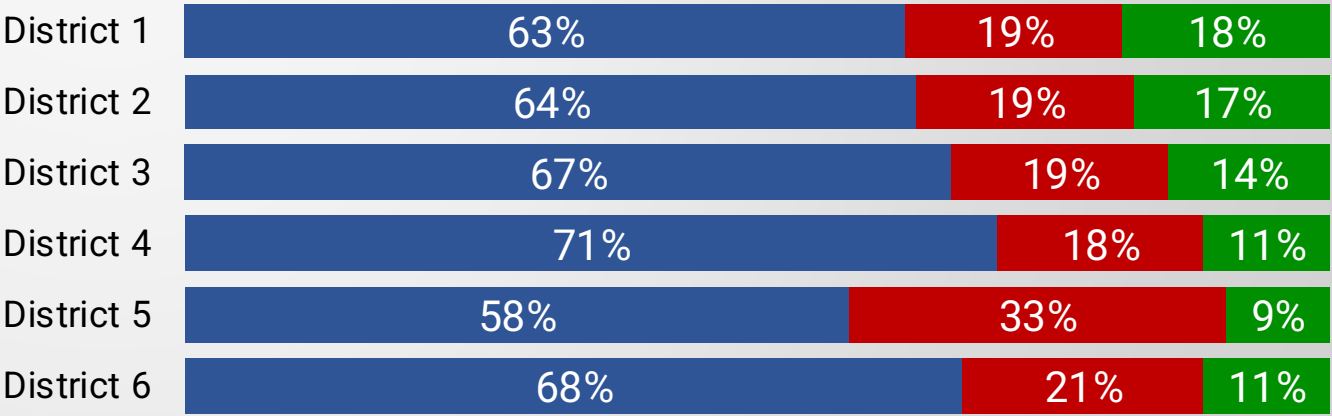
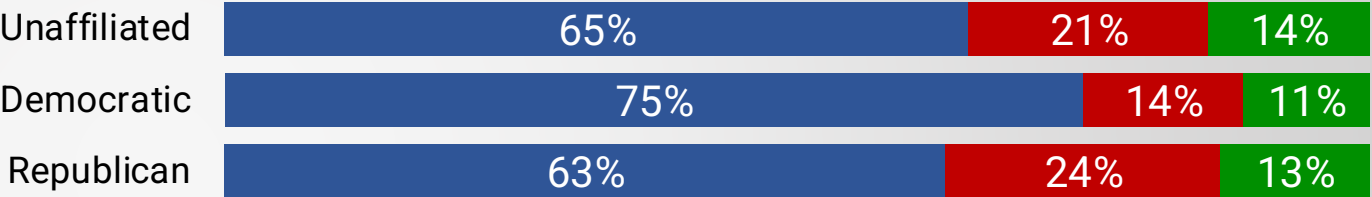
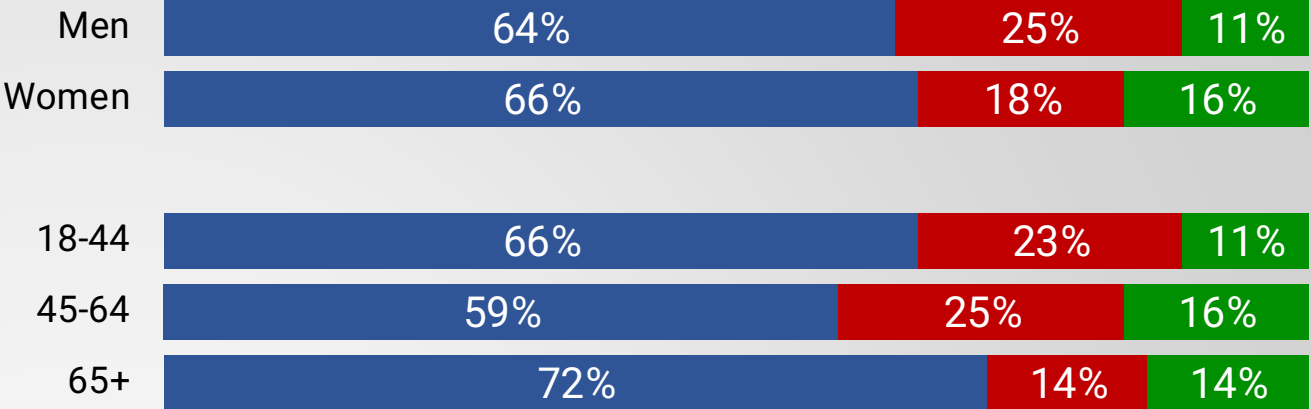
■ Approve ■ Disapprove ■ No Opinion

Do you agree or disagree with the following statement? *“The Town of Windsor is fiscally responsible and spends taxpayer money wisely.”*



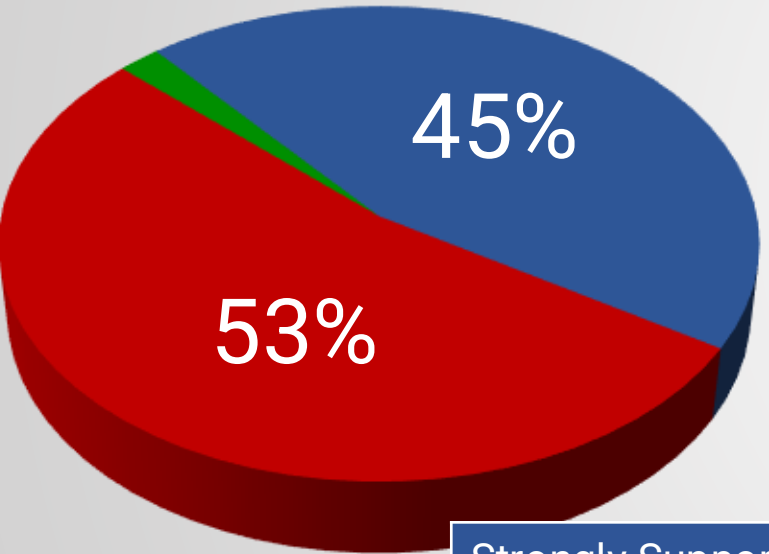
■ Agree
■ Disagree
■ No Opinion

Strongly Agree	23%
Somewhat Agree	42%
Strongly Disagree	7%
Somewhat Disagree	14%



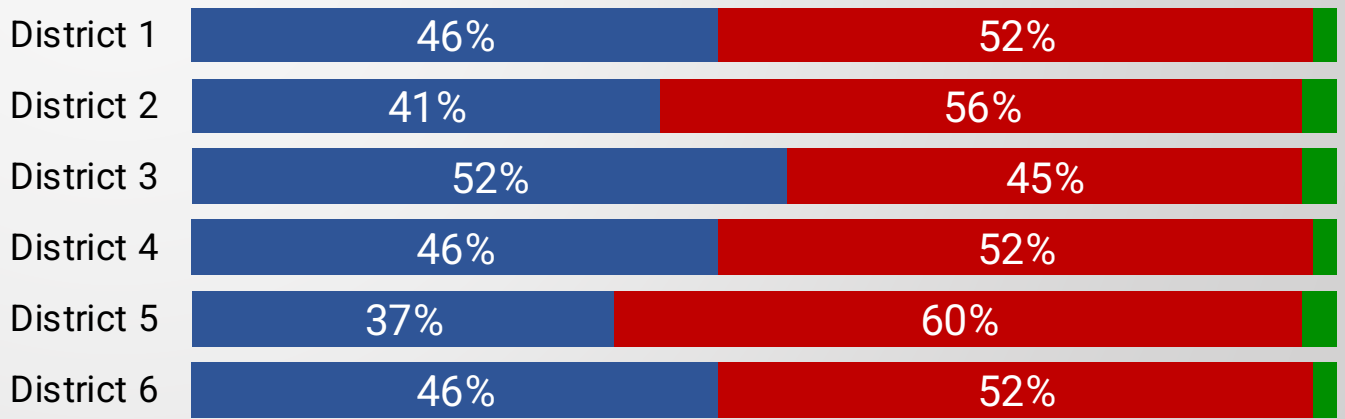
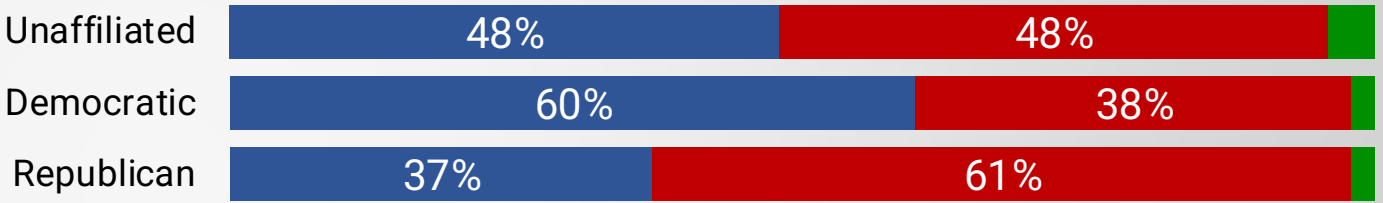
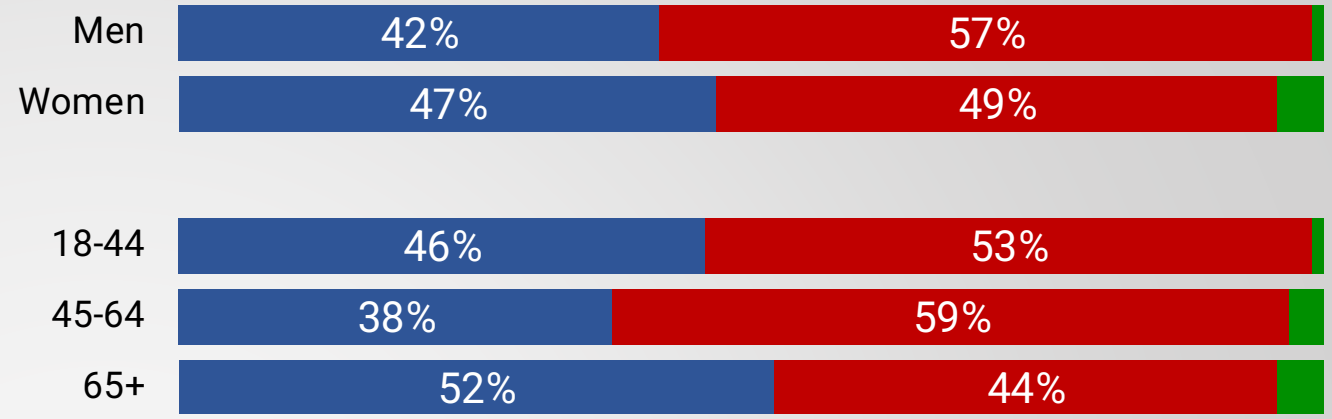
■ Agree ■ Disagree ■ No Opinion

Generally speaking, would you support or oppose a modest sales tax increase to create funding for the Town of Windsor to build a second recreation center?



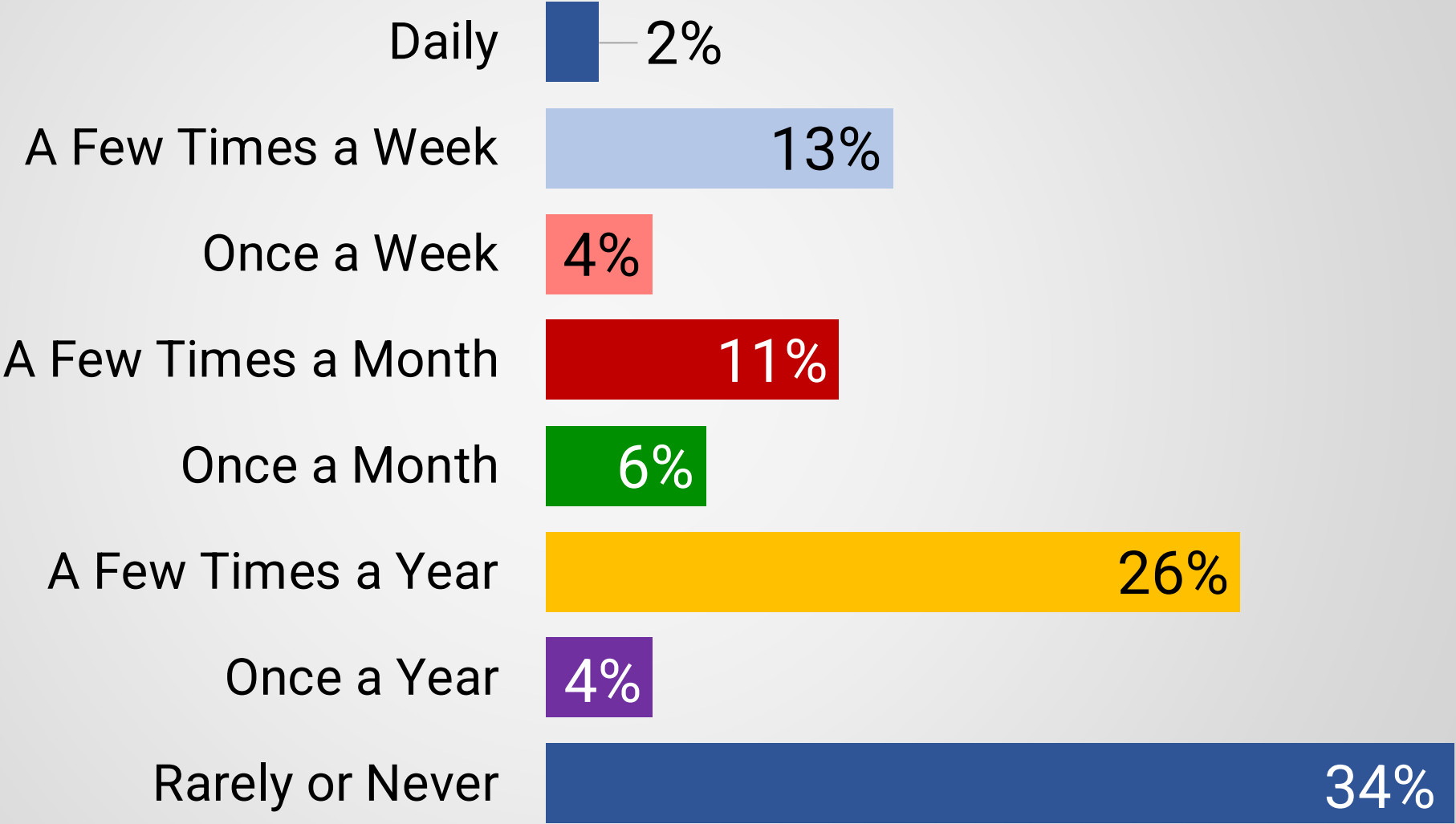
■ Support
■ Oppose
■ No Opinion

Strongly Support	18%
Somewhat Support	27%
Strongly Oppose	37%
Somewhat Oppose	16%



■ Support ■ Oppose ■ No Opinion

How often do you visit the Community Recreation Center located at 250 N. 11th Street in Windsor?



Town of Windsor Uninformed Ballot Measure



Before we continue, it is important to understand that the Town of Windsor has not yet decided to put a ballot measure before voters in November of 2026. However, your responses to the following questions will help make that decision. Let's continue the survey now.

The Town of Windsor is considering ballot language similar to that shown below. After reading the sample ballot language below, please indicate if you would vote yes and approve it or if you would vote no and reject it.

SHALL THE TOWN OF WINDSOR DEBT BE INCREASED BY AN AMOUNT NOT TO EXCEED \$115 MILLION, WITH A MAXIMUM REPAYMENT COST NOT TO EXCEED \$224 MILLION, AND SHALL THE TOWN OF WINDSOR TAXES BE INCREASED BY NOT MORE THAN \$7.5 MILLION IN THE FIRST FULL FISCAL YEAR AND BY SUCH AMOUNT AS IS GENERATED ANNUALLY THEREAFTER BY THE TAX INCREASE DESCRIBED BELOW SUBJECT TO THE FOLLOWING:

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2. SUCH BONDS SHALL BE DATED AND SOLD AT SUCH TIME, AND AT SUCH PRICES (AT, ABOVE OR BELOW PAR) AND CONTAINING SUCH TERMS, NOT INCONSISTENT HERewith, AS THE TOWN MAY DETERMINE;
3. SUCH TAX INCREASE SHALL CONSIST OF AN INCREASE IN THE TOWN-WIDE SALES AND USE TAX OF 0.8%, WHICH REPRESENTS EIGHT-TENTHS OF ONE CENT ON EACH ONE DOLLAR PURCHASE COMMENCING JANUARY 1, 2027;
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Town of Windsor Uninformed Ballot Measure



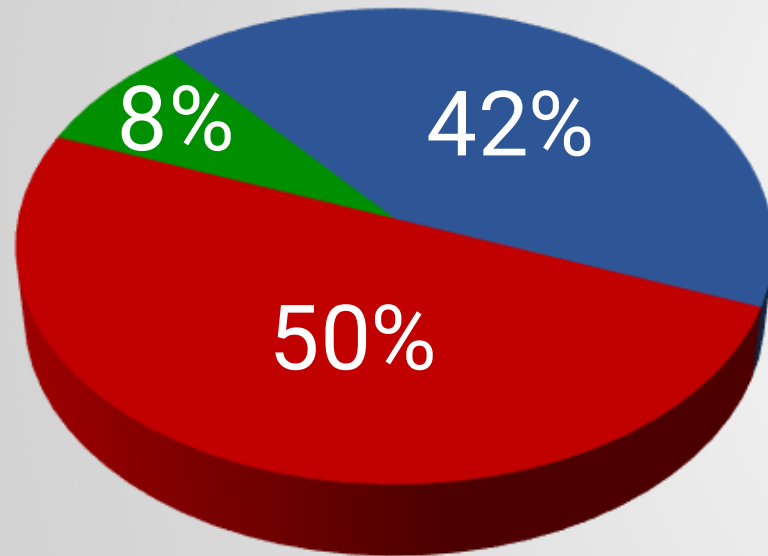
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- JOGGING WALKING TRACK AND ADVENTURE TRACK;
- MULTIPURPOSE FITNESS ROOMS AND WEIGHT ROOM;
- INDOOR PLAYGROUND AND OUTDOOR FITNESS;

5. THE PROCEEDS OF SUCH TAX INCREASE SHALL ALSO BE USED FOR PAYING THE COSTS OF DEPRECIATION, OPERATING AND MAINTAINING THE SECOND COMMUNITY RECREATION CENTER, OR PAYING THE DEBT SERVICE ON REVENUE BONDS OR REFUNDING BONDS ISSUED FOR SAID PURPOSES (INCLUDING ESTABLISHING RESERVES TO PAY DEBT SERVICE);
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7. AND SHALL ALL PROCEEDS OF THE BONDS AND TAX REVENUE AND ANY INVESTMENT INCOME THEREON CONSTITUTE A VOTER - APPROVED REVENUE CHANGE, AND AN EXCEPTION TO THE REVENUE AND SPENDING LIMITS OF ARTICLE X, SECTION 20 OF THE COLORADO CONSTITUTION?

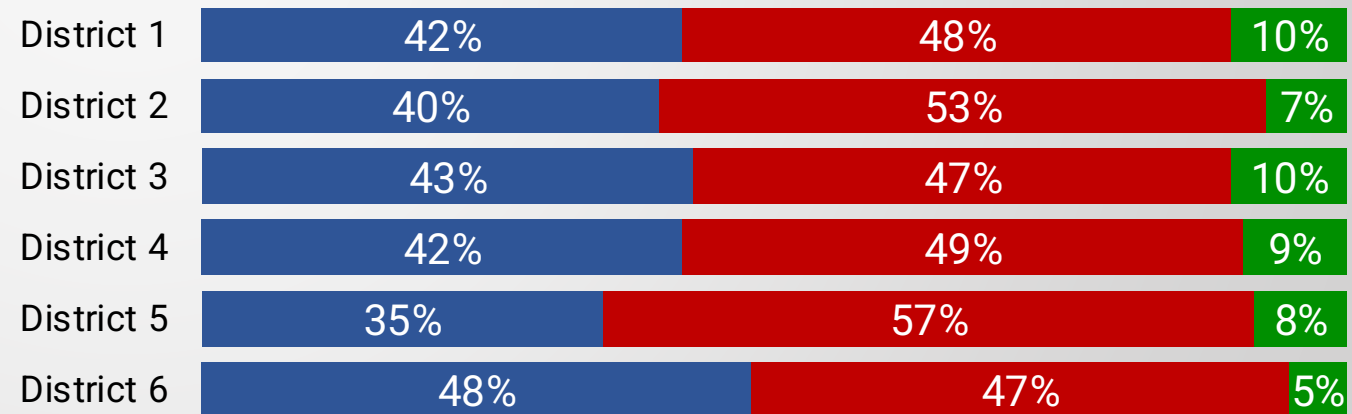
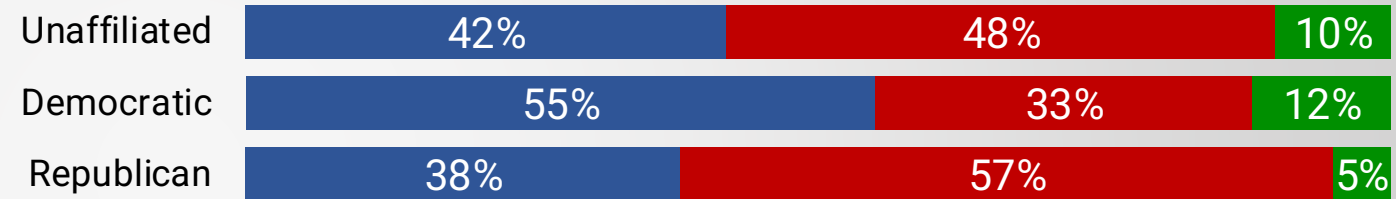
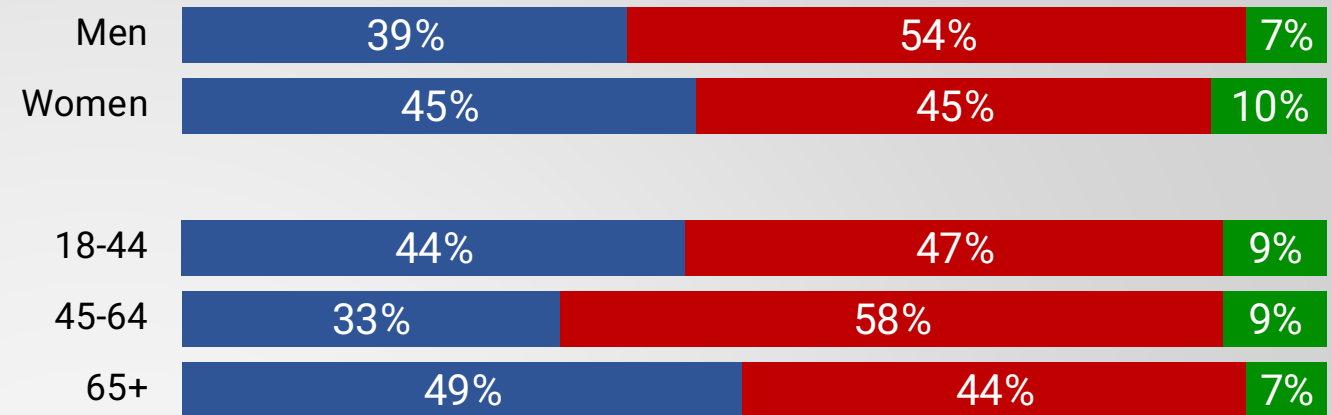
Town of Windsor Rec Center Uninformed Ballot Measure

Now that you have read the sample ballot language again, if an election were being held today, would you vote yes and approve the ballot measure, or would you vote no and reject it?



■ Approve
■ Reject
■ No Opinion

Definitely Approve	17%
Probably Approve	25%
Definitely Reject	31%
Probably Reject	19%



■ Approve ■ Reject ■ No Opinion

Town of Windsor Rec Center Information Questions

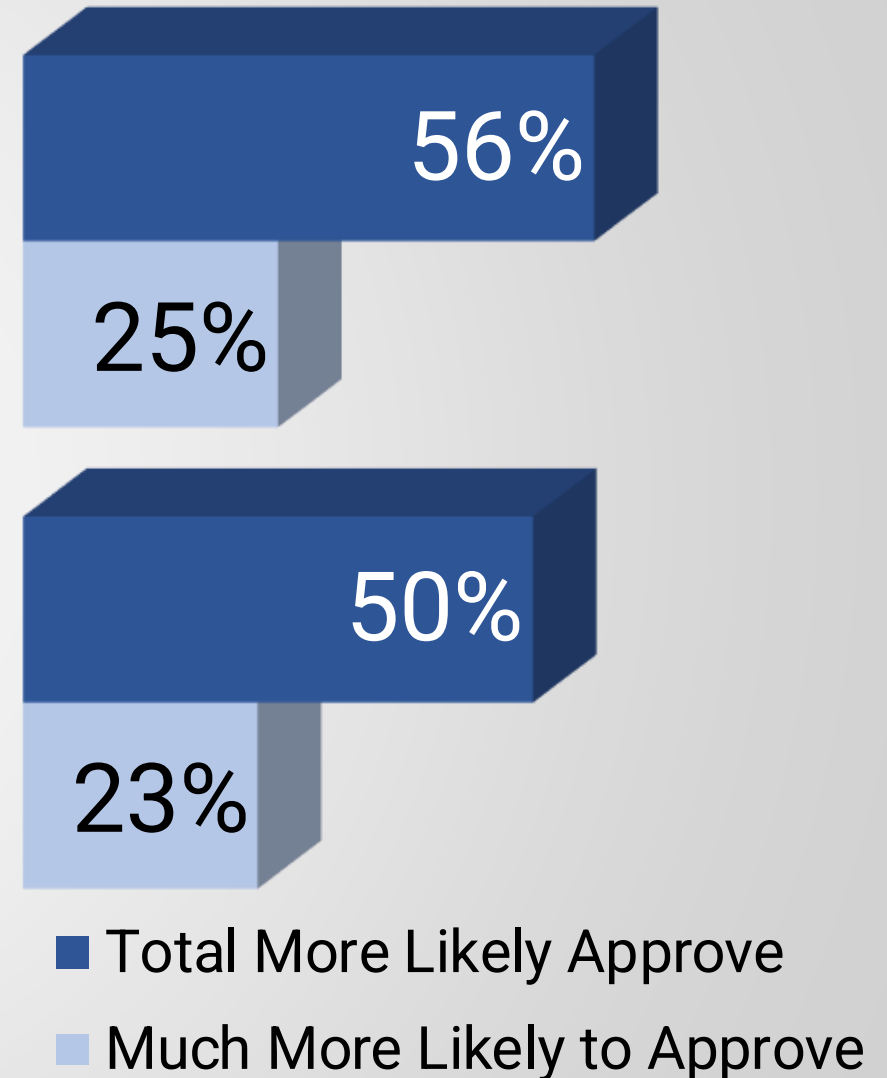


We will now share some information about the reasons why the Town of Windsor is considering this ballot measure. After reading the information, please indicate if you are more likely to vote yes and approve the ballot measure or if you are more likely to vote no and reject it. Let's get started.

Town of Windsor Rec Center Information Questions

Windsor's existing recreation center at 250 N. 11th Street is at functional capacity. With 6,600 current members and 431,138 users annually, it is a regional asset that would benefit from a second facility.

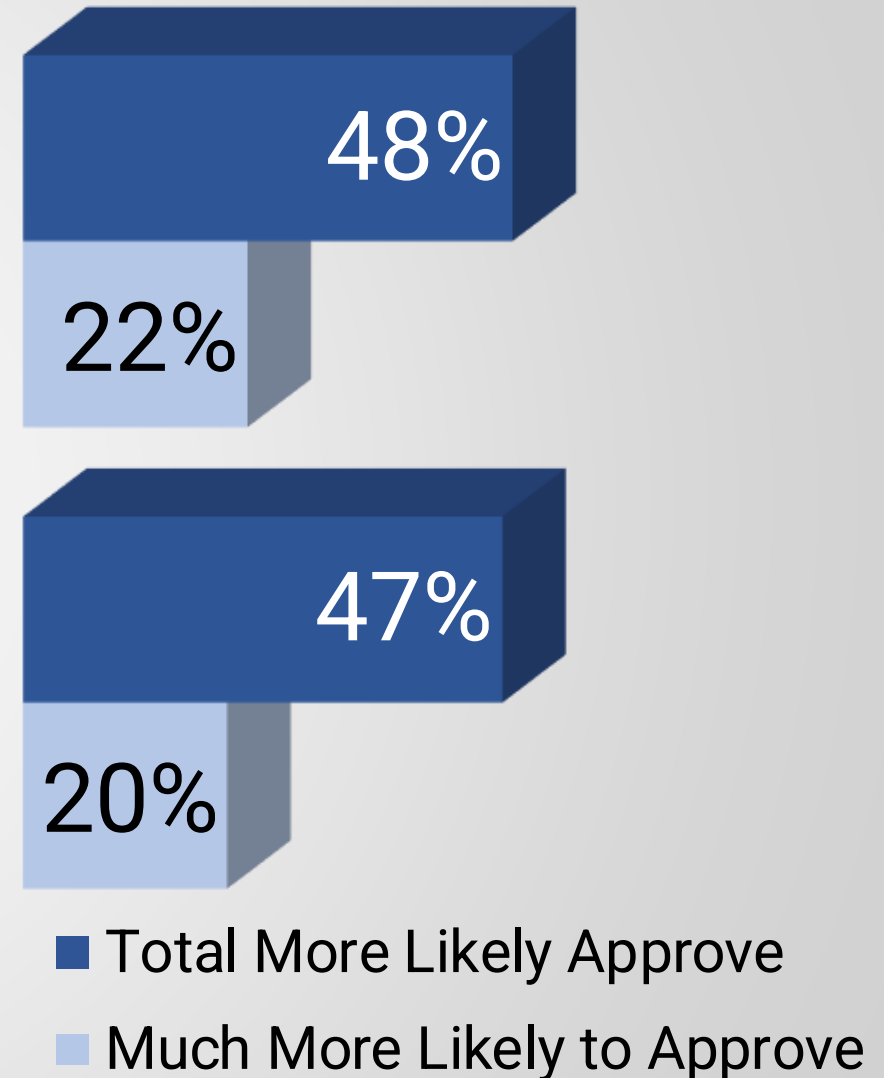
During recent community engagement residents reported difficulty accessing some amenities, including fitness/weight areas, senior meeting rooms and meeting spaces, gym space for pickleball, basketball, volleyball and open gym, walking track and fitness class space.



Town of Windsor Rec Center Information Questions

The two primary locations being considered for a second recreation center are on the East or the South side of Windsor. These locations prioritize ease of access from both Windsor and Severance, minimize reliance on travel through the east/west downtown Windsor corridor, provide connectivity to collector and arterial roadways that efficiently distribute traffic, and are integrated with both Town trail networks to support bicycle and pedestrian access.

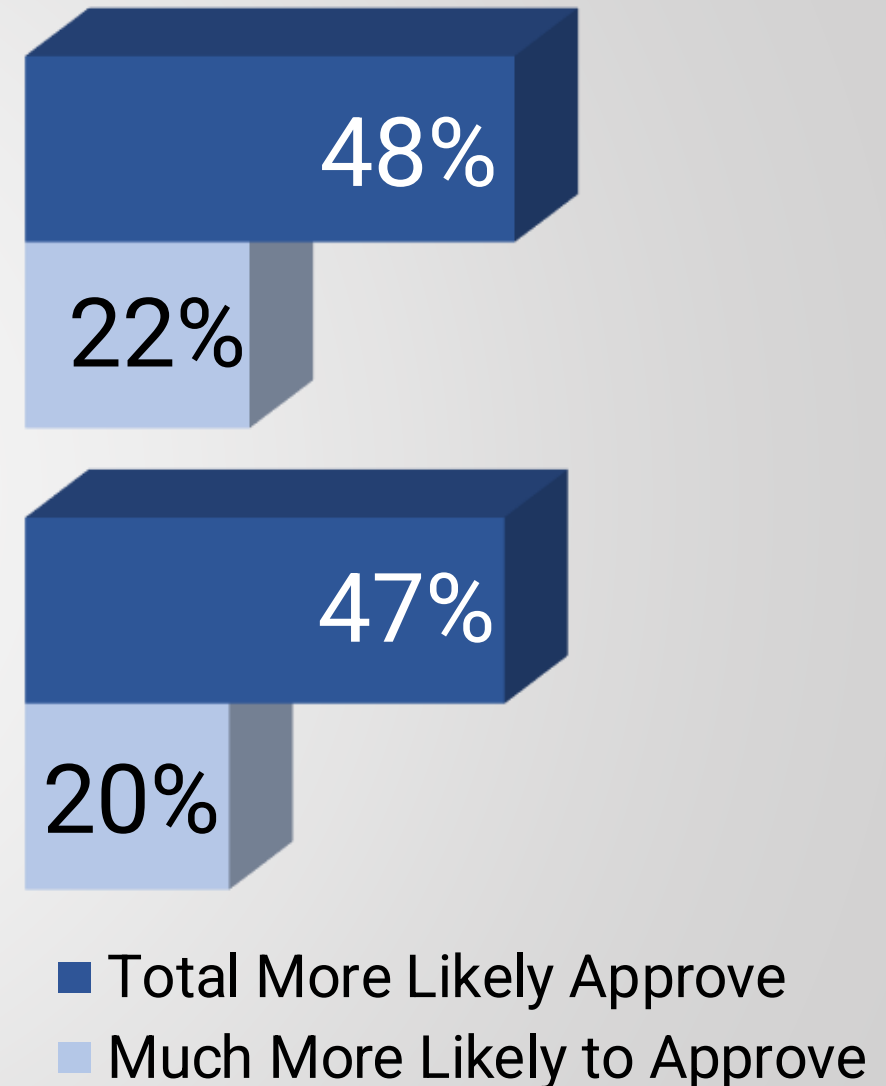
As the slide below shows, there are limited options for residents within a 20-minute drive from the existing recreation center.



Town of Windsor Rec Center Information Questions

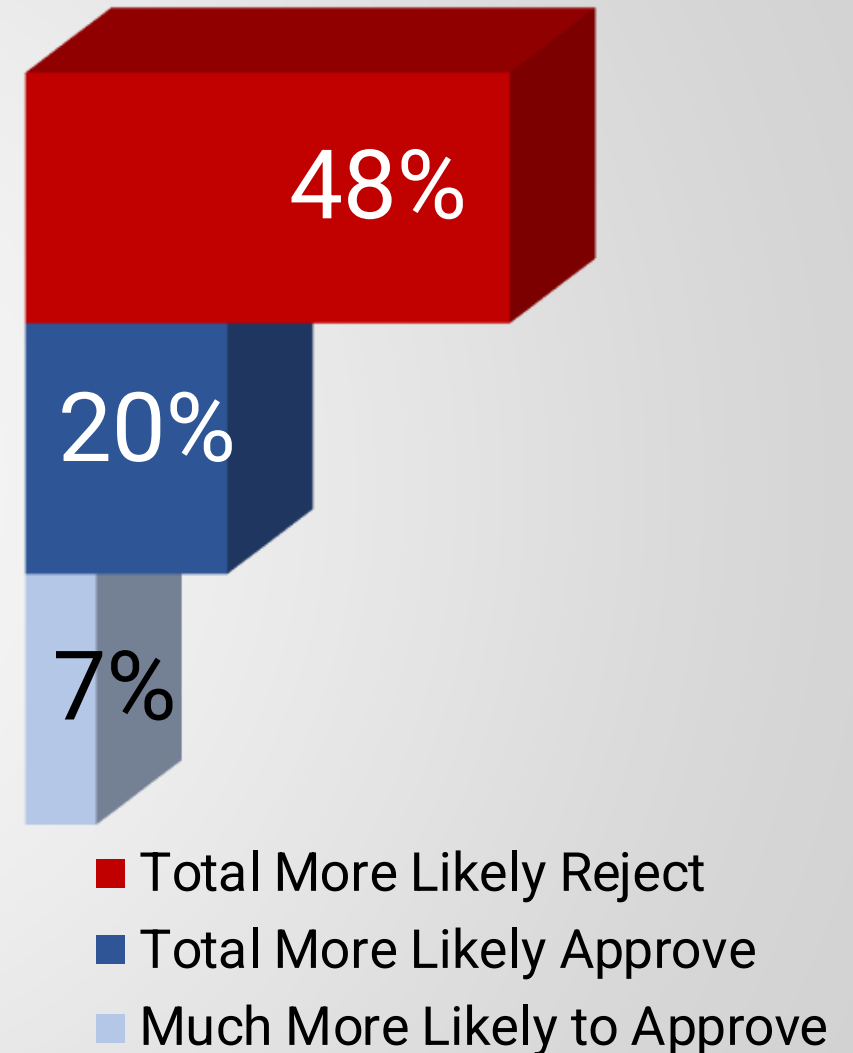
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As the slide below shows, there are limited options for residents within a 20-minute drive from the existing recreation center.



Town of Windsor Rec Center Information Questions

A second recreation center would not feature any aquatic features.



Town of Windsor Rec Center Information Questions

The building concepts for a second recreation center include the following amenities. For each one, please indicate whether its inclusion makes you or more or less likely to approve the ballot measure, or whether it makes no difference in your opinion.

	<u>More Likely to Approve</u>	<u>More Likely to Reject</u>	<u>Makes No Difference</u>
Fitness Area	54%	9%	37%
Gymnasium with Elevated Walk/Jog Track	49%	13%	38%
Senior Center	37%	13%	50%
Basketball and Volleyball Courts	36%	14%	50%
Indoor Playground	36%	17%	47%
Adventure Track	31%	15%	54%
Pickleball	30%	19%	51%
Rentable Space	19%	20%	61%

Town of Windsor Informed Ballot Measure



Thank you for learning why the Town of is considering a ballot measure in November. We now ask you to reread the potential ballot measure and indicate how you would vote if it was on the ballot:

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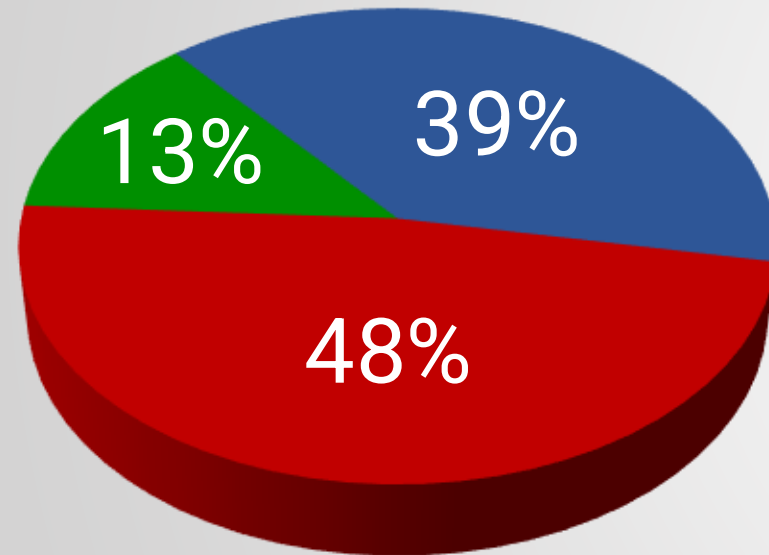


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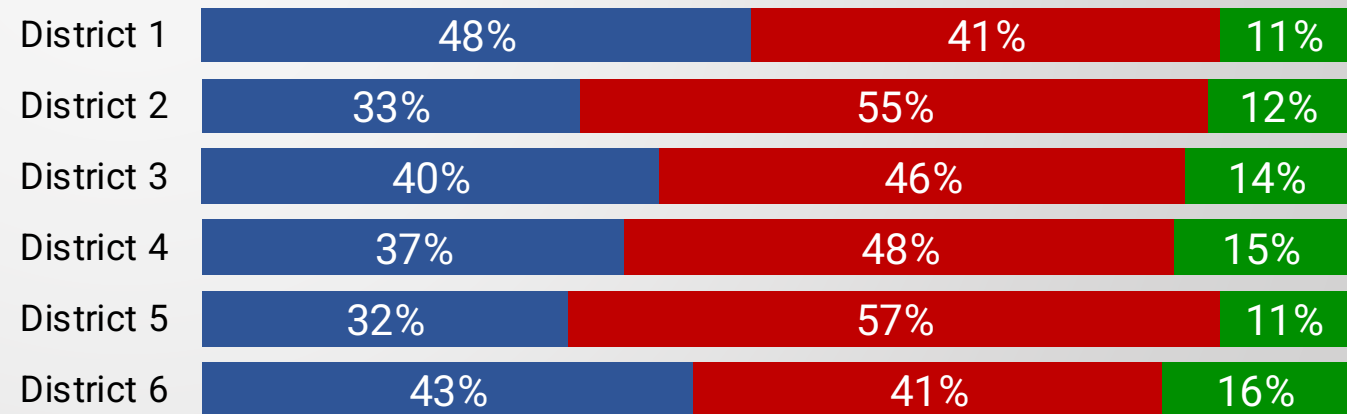
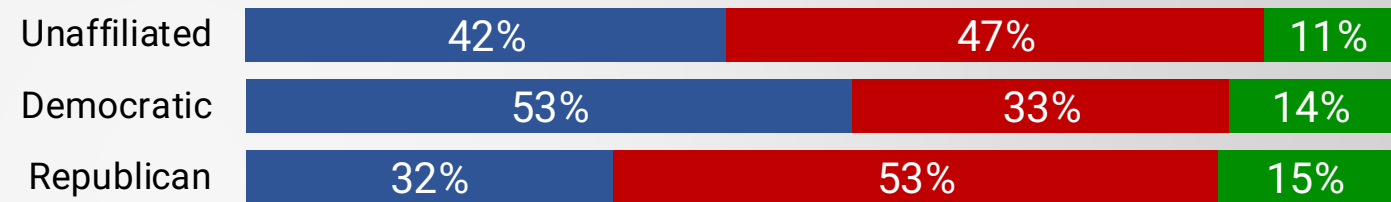
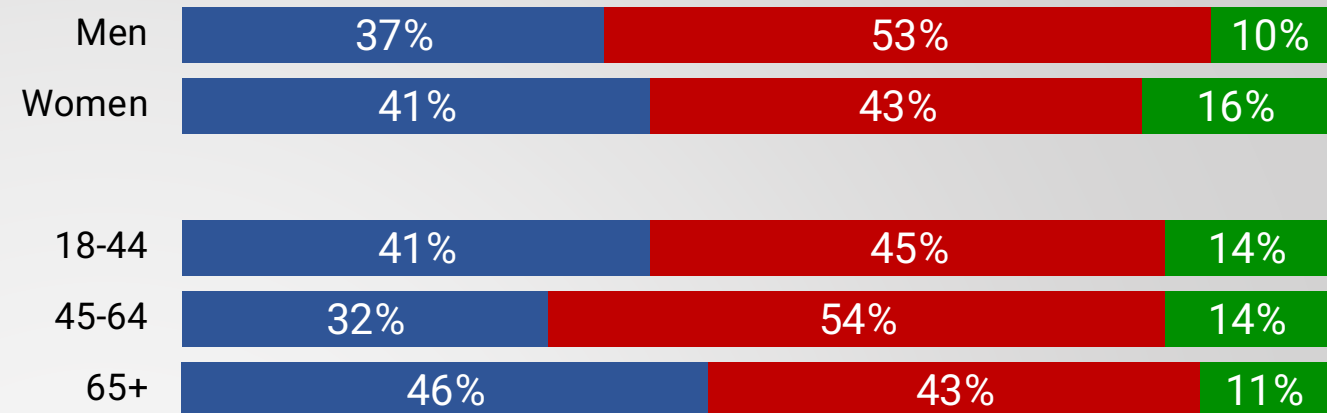
Town of Windsor Rec Center Informed Ballot Measure

Now that you have read the sample ballot language again, if an election were being held today, would you vote yes and approve the ballot measure, or would you vote no and reject it?



- Approve
- Reject
- No Opinion

Definitely Approve	15%
Probably Approve	24%
Definitely Reject	29%
Probably Reject	19%



- Approve
- Reject
- No Opinion

Please describe why you would vote yes and approve the ballot measure.

Current Recreation Center Is Overcrowded / At Capacity: This was the most common theme. Respondents describe the existing recreation center as too crowded, with long waits for equipment, full classes, limited court space, crowded parking, and difficulty accessing programs. Many said they use the center less—or stopped using it altogether—because of overcrowding.

Windsor's Rapid Growth Requires More Recreation Facilities: Many respondents believe a second recreation center is a natural response to the town's continued population growth. They view additional recreation infrastructure as necessary to keep pace with new residents and maintain quality of life.

Strong Desire for Aquatics and Expanded Amenities: Another common theme was disappointment that the proposed facility does not include a pool. Many said they would be even more supportive—or only support the proposal—if aquatics were added. Other frequently requested amenities included: walking track, pickleball courts, racquetball courts, larger weight room, volleyball and basketball courts, indoor playground, and a senior center space.

Improved Access, Convenience, and Community Benefits: Many respondents emphasized that a second recreation center would be closer to residents on the south/east side of Windsor, would improve access for families, seniors, and youth, and would reduce travel time and congestion.

Support for Recreation Investment, with Some Tax Concerns: This group of respondents views recreation facilities as a worthwhile public investment that enhances health, property values, and overall quality of life. However, support was often accompanied by concerns about the proposed sales tax, including affordability, regressive nature of sales taxes, desire for lower membership fees if taxes increase, and a preference for alternative funding sources (oil & gas revenue, grants, neighboring communities contributing).

Please describe why you would vote no and reject the ballot measure.

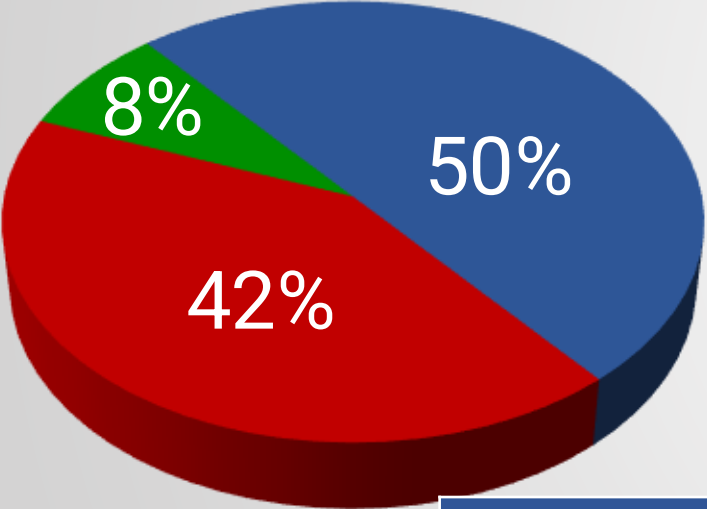
Strong opposition to any tax increase / affordability concerns: By far the most frequent response is that residents feel they are already paying enough in taxes. Many cite rising property taxes, sales taxes, water bills, insurance, groceries, and the overall cost of living. Numerous respondents say they would oppose any tax increase regardless of the project, while others say they support a recreation center in principle but not if it requires new taxes.

The proposal should include aquatics: A second common theme is that a recreation center without another pool is not worthwhile. Residents repeatedly mention overcrowded pools, lack of lap lanes, difficulty getting swim lessons, and the general need for another aquatic center before additional courts or fitness areas. Many explicitly state they would be much more likely to vote yes if the project included indoor and/or outdoor aquatics.

Other priorities should come first: Many respondents believe the town has more urgent needs than another recreation center. Frequently mentioned priorities include: roads and traffic congestion, water infrastructure, schools, and fire/emergency services. The overall sentiment is that recreation is viewed as a lower priority than core infrastructure and public services.

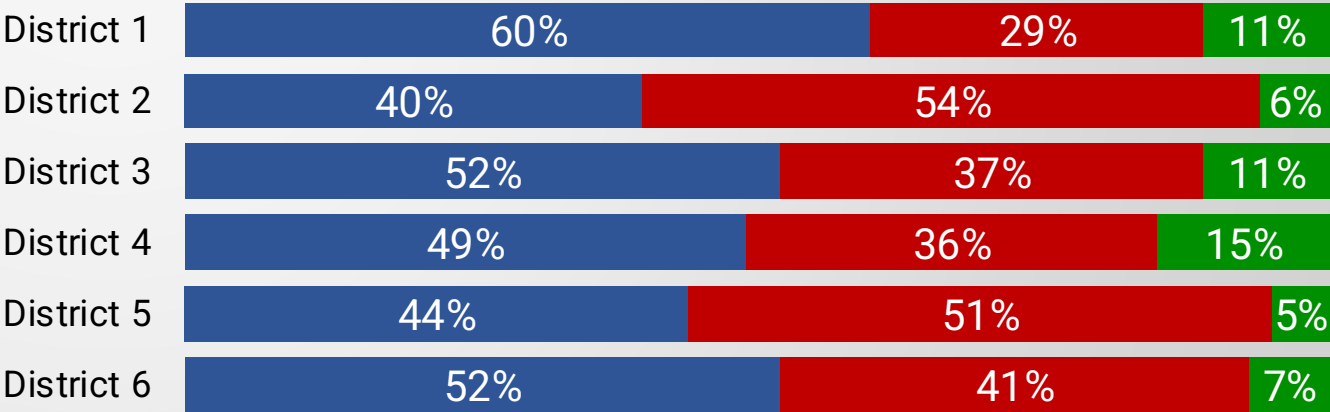
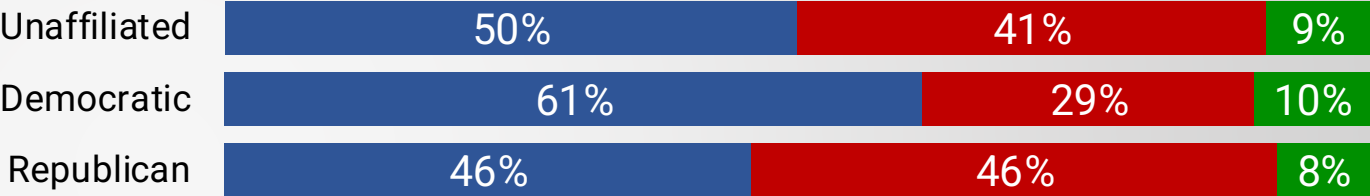
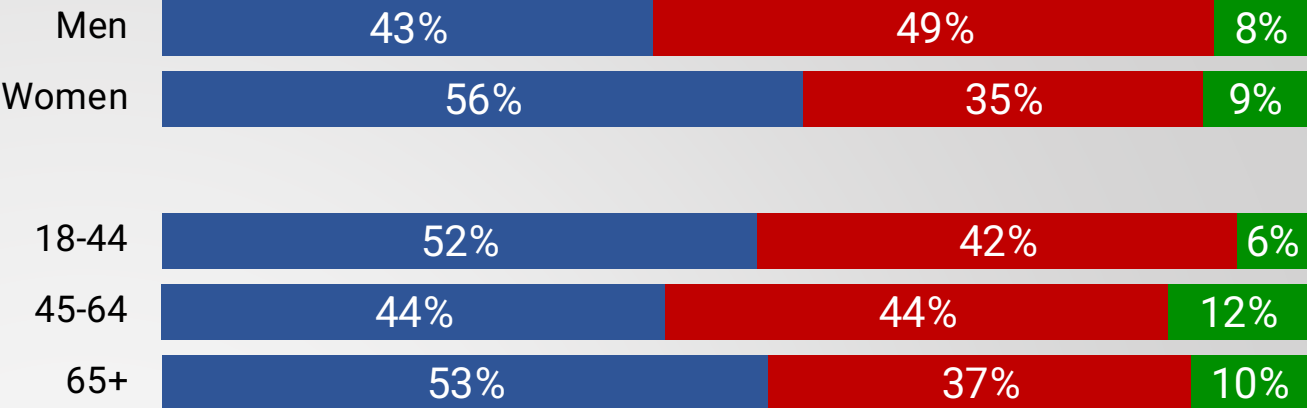
Questions about the need, design, and who should pay: Many respondents are unconvinced that Windsor actually needs a second recreation center. Common beliefs include: the current facility is not truly at capacity (outside of the pool), surrounding communities such as Severance and Timnath should build or fund their own facilities, users—not all taxpayers— should bear more of the cost through memberships or fees, and existing facilities (or Future Legends) should be expanded or repurposed instead of constructing a new building.

There is potentially an opportunity to partner with the Town of Severance to share the cost of constructing and operating a second recreation center. In this scenario, instead of a 0.8% sales tax increase, Town of Windsor voters may be asked to vote on a 0.55% increase. Knowing this, if the Town of Windsor partnered with the Town of Severance for the construction and operation of a second recreation center, how would you vote?



■ Approve
■ Reject
■ No Opinion

Definitely Approve	22%
Probably Approve	28%
Definitely Reject	25%
Probably Reject	17%



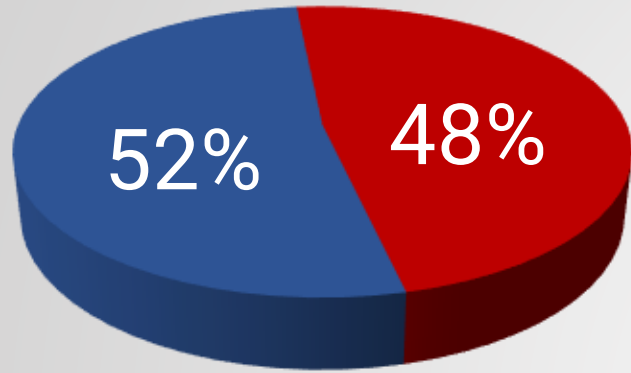
■ Approve ■ Reject ■ No Opinion



Survey Demographics

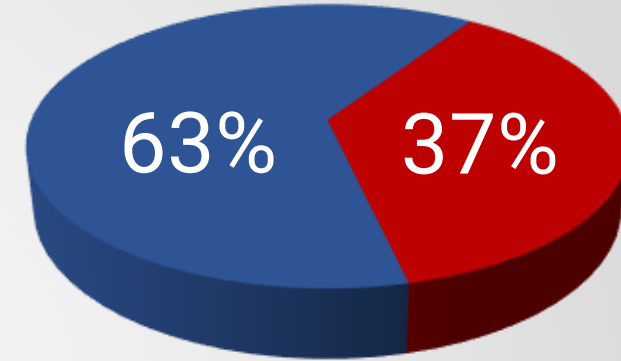
Survey Demographics

Gender



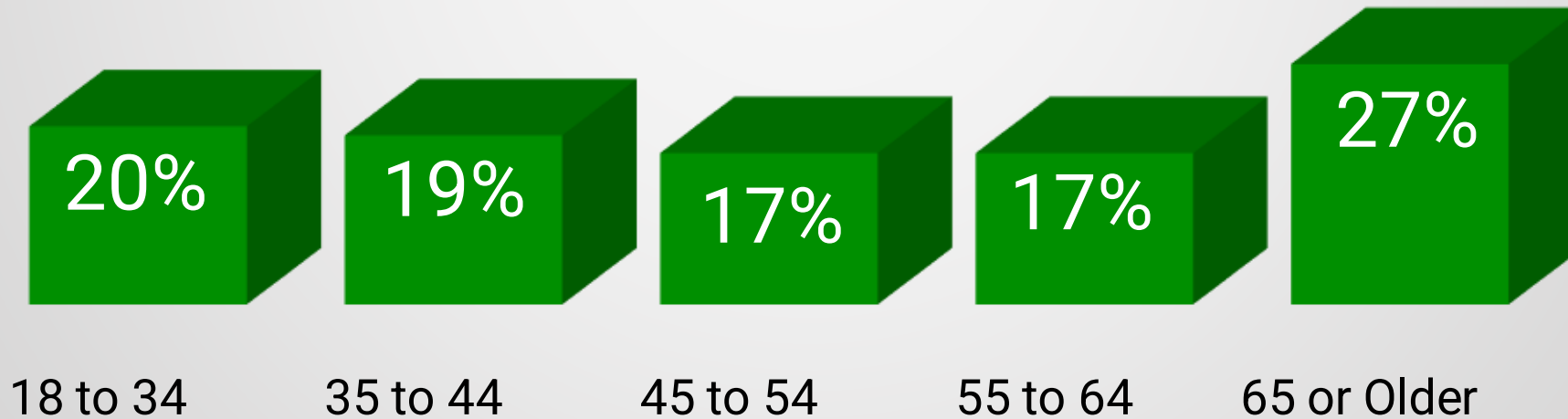
■ Female ■ Male

Four-Year
College Degree



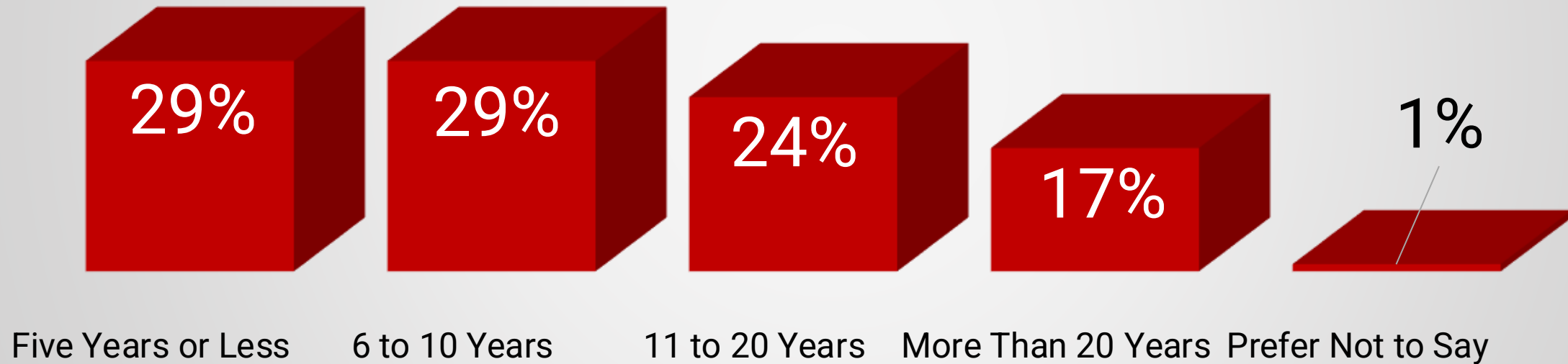
■ Yes ■ No

Age Range



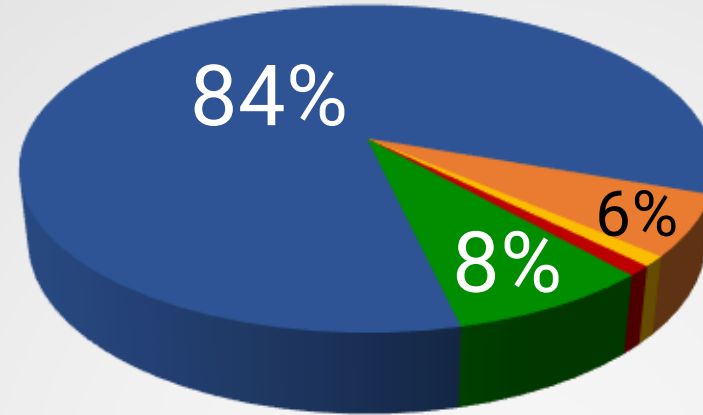
Survey Demographics

Lived in Windsor



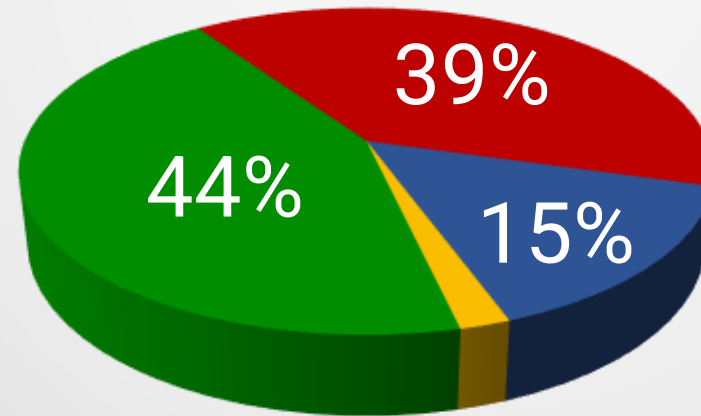
Survey Demographics

Race



■ White ■ Hispanic or Latino ■ Asian ■ Black or African American ■ Other Race

Party



■ Unaffiliated ■ Republican ■ Democratic ■ Other Party

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FUTURE TOWN BOARD MEETINGS

July 27, 2026 5:30 p.m.	Town Board Work Session New Hire - Meet the Board WDA Review and Evaluation
July 27, 2026 7:00 p.m.	Town Board Regular Meeting
August 3, 2026 5:30 p.m.	Joint Town Board/Planning Commission Work Session Data Center Ordinance Discussion
August 10, 2026 5:30 p.m.	Town Board Work Session Board/Manager/Attorney Monthly Meeting Housing Action Plan Affordable Housing Initiatives Update
August 10, 2026 7:00 p.m.	Town Board Regular Meeting
August 17, 2026 5:30 p.m.	Town Board Work Session Budget: Revenue Estimates Sign Code Update
August 24, 2026 5:30 p.m.	Town Board Work Session New Hire – Meet the Board
August 24, 2026 7:00 p.m.	Town Board Regular Meeting
August 31, 2026	Canceled – 5 th Monday
September 7, 2026	Canceled – Labor Day Holiday
September 14, 2026 5:30 p.m.	Town Board Work Session Board/Manager/Attorney Monthly Meeting Budget: Staffing Needs
September 14, 2026 6:45 p.m.	Kern Board Meeting
September 14, 2026 7:00 p.m.	Town Board Regular Meeting
September 21, 2026 5:30 p.m.	Town Board Work Session Budget: Capital Improvement Projects

September 28, 2026 5:30 p.m.	Town Board Work Session New Hire – Meet the Board Compensation Study Review and Recommendations
September 28, 2026 7:00 p.m.	Town Board Regular Meeting
October 5, 2026	Canceled – 1 st Monday
October 10, 2026 8:00 a.m.	Town Board Work Session Budget: Operating Requests
October 12, 2026 5:30 p.m.	Town Board Work Session Board/Manager/Attorney Monthly Meeting
October 12, 2026 7:00 p.m.	Town Board Regular Meeting
October 19, 2026 5:30 p.m.	Town Board Work Session
October 26, 2026 5:30 p.m.	Town Board Work Session New Hire – Meet the Board Budget: Utility Rates for 2027
October 26, 2026 7:00 p.m.	Town Board Regular Meeting

Future Work Session Topics

- Parking Plan update
- Camping Ban
- 2025 Annual Road Safety Report (Summer)
- Future Lodging Tax Discussion (Strategic Plan?)
- November 9th – Budget: Wrap up/Revisions
- October 19th meeting – Light Agenda (ICMA 2026)