



HISTORIC PRESERVATION COMMISSION REGULAR MEETING

May 10, 2023 - 5:45 PM

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

AGENDA

A. CALL TO ORDER

1. Roll Call
2. Review of Agenda by the Board and Addition of Items of New Business to the Agenda for Consideration
3. Public Invited to be Heard

B. CONSENT CALENDAR

1. Approval of the April 12, 2023 regular meeting minutes

C. BOARD ACTION

1. None

D. DISCUSSION ITEMS

1. Review DRAFT of Historic Preservation Plan
2. Discussion of key Historic Preservation Plan items to be presented to the Town Board at the May 22, 2023 Work Session
3. Future Meetings Calendar

E. COMMUNICATIONS

1. Communications from the Historic Preservation Commission
2. Communications from Town Board Liaison
3. Communications from Staff

F. 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.



MEMORANDUM

Date: May 10, 2023
To: Historic Preservation Commission
From: Kimberly Lambrecht
Planner II
Re: Approval of the April 12, 2023 regular meeting minutes
Item #: B.1.

Background / Discussion:

Please see attached April 12, 2023 meeting minutes for review and approval.

Financial Impact:

Relationship to Strategic Plan:

Recommendation:

CC:

Scott Ballstadt, Planning Director

Attachments:

1. 4-12-2023 HPC Minutes DRAFT



Historic Preservation Commission Regular Meeting

April 12, 2023 - 5:45 PM
1st Floor Conference Room, 301 Walnut Street, Windsor, CO
80550

MINUTES

A. CALL TO ORDER

1. Roll Call

Present:

Melanie Starck
Jean Zuckweiler
Kris Jabs
Ruth Brunner

Also Present:

Ron Steinbach, Town Board Liaison
Caitlin Heusser, Museum Curator
Kimberly Lambrecht, Planner II, Staff Liaison

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

Ms. Zuckweiler made a motion to approve the agenda with no changes. Ms. Jabs seconded the motion. Motion passed unanimously.

3. Public Invited to be Heard

No public in attendance.

B. CONSENT CALENDAR

MS. STARCK MADE A MOTION TO APPROVE THE CONSENT CALENDAR, WHICH INCLUDED MINUTES FROM THE MARCH 8, 2023 REGULAR MEETING AND THE MARCH 30, 2023 WORK SESSION. MS. ZUCKWEILER SECONDED THE MOTION. MOTION PASSED UNANIMOUSLY.

1. Approval of the March 8, 2023 regular meeting minutes

See attached March 8, 2023 meeting minutes for review and approval.

2. Approval of the March 30, 2023 work session minutes.

See attached 03-30-2023 work session minutes for review and approval.

C. BOARD ACTION

1. Resolution 2023-001 - Adoption of an Amendment to the Bylaws concerning the Election of Officers

During the course of the previous year, the long-standing Chairperson of the Commission formally announced she would not be seeking re-election to the position, thus opening up the opportunity for other Commissioners to hold that role. In an effort to allow for training of new officers and to provide a smoother transition of duties, the Commission requested that the annual election of new officers be held in a month prior to the officers assuming the role at the first meeting of the following calendar year.

Therefore, the following language is proposed to be amended in Article II, Paragraph (B)(4) of the HPC Bylaws:

Commission officers shall serve for a term of one (1) year. An annual election of officers shall take place during the November meeting of each year, with those elected taking office at the first Commission meeting of the following calendar year.

The HPC Bylaws require that amendments be provided to all members at least ten days prior to voting or that such amendments be read at the previous meeting. The amendment to the Bylaws was read and discussed at the March 8, 2023 meeting. The amendment to the Bylaws was discussed at the previous regular meeting. No further discussion was held. Motion to approve the resolution to amend the Bylaws by Ms. Zuckweiler. Second by Ms. Brunner. Motion passed unanimously.

D. DISCUSSION ITEMS

1. Community Engagement Survey Results

Please see attached Preservation Plan Community Engagement Survey Results, for review and discussion. The survey had 44 respondents, and was considered to be a decent response. Ron Sladek, Preservation Plan consultant, has been ill so discussion regarding the results of the Community Engagement survey, as well as the Historic Preservation Plan, has been delayed until a future meeting.

2. Update on the Windsor Lake designation discussion

Discuss any updates and/or new information. Ms. Zuckweiler provided a status update on where she's at in the research process. The Statement of Significance has been shared with Ms. Heusser and Ms. Kline for review and comment. Research and findings will continue to be shared with Town Staff for input. Ongoing concern regarding how a local designation may or may not impact the operation of the lake as a working reservoir has been expressed.

3. Historic Preservation Month Open House - update and discussion

Refer to Work Session Meeting Minutes for summary of plans and action items. In celebration of Historic Preservation Month, the original plan was to hold an Open House in partnership with the Downtown Development Authority's First Friday event in May. The DDA was not able to get the necessary approvals in place in a timely manner so they canceled their piece of the event. The Commission and Town Staff do not have the necessary resources to put together an Open House without the DDA's assistance, so the Open House will not be held in May. The current plan is to push an Open House to August and to continue to work on a partnership with the DDA. Historic Preservation Month will still be recognized with a proclamation at the first May Town Board Meeting.

4. Future Meetings Calendar

Please see attached Future Meetings Calendar for review and comment. Adjustments were made to the Future Meetings Calendar for May - to set aside the meeting primarily for a Preservation Plan discussion. Open House planning (for an August date) has been noted for June. The remaining items on the calendar will be shifted accordingly.

E. COMMUNICATIONS

1. Communications from the Historic Preservation Commission

Ms. Starck noted that she recently had an interview with Town Board for reappointment to the Commission. During the interview, Mayor Rennemeyer asked that the Commission present the Preservation Plan to the Board at an upcoming Work Session. Ms. Lambrecht will work with Staff to get that on the Town Board Future Meeting Calendar.

2. Communications from Town Board Liaison

Mr. Steinbach mentioned that the Town Board recently approved the addition of several items to the Museum collection. The Commission asked that the list be forwarded to them. Additionally, Mr. Steinbach noted that the Town Board passed a resolution not in support of Senate Bill 23-213 - concerning State Land Use Requirements.

3. Communications from Staff

Ms. Lambrecht provided an update to the status of the Comprehensive Plan, and provided feedback regarding the Comp Plan community engagement events.

F. ADJOURN

MS BRUNNER MADE A MOTION TO ADJOURN AT 7:17 P.M. MS STARCK SECONDED.
MOTION PASSED UNANIMOUSLY.

Kim Lambrecht

Kimberly Lambrecht, Planner II, Town of Windsor



MEMORANDUM

Date: May 10, 2023
To: Historic Preservation Commission
From:
Re: None
Item #: C.1.

Background / Discussion:

Financial Impact:

Relationship to Strategic Plan:

Recommendation:

CC:

Attachments:



MEMORANDUM

Date: May 10, 2023
To: Historic Preservation Commission
From: Kimberly Lambrecht
Planner II
Re: Review DRAFT of Historic Preservation Plan
Item #: D.1.

Background / Discussion:

Ron Sladek (Tatanka Historical Associates) has provided a DRAFT of the Historic Preservation Plan (see attached). Please review prior to the meeting, and be prepared to discuss any questions and comments.

Financial Impact:

Relationship to Strategic Plan:

Recommendation:

CC:

Scott Ballstadt, Planning Director

Attachments:

1. 2023-MAY-5 Windsor HPMP Draft 1



Historic Preservation Master Plan

FIRST DRAFT 5 May 2023



TATANKA HISTORICAL ASSOCIATES

HISTORIC DOCUMENTATION AND ANALYSIS
PRESERVATION CONSULTING SERVICES



CLAUSON RAWLEY ASSOCIATES INC
landscape architecture, planning, resort design

Acknowledgements

This plan was made possible due to the contributions of the Town of Windsor the Windsor History Museum, and the Historic Preservation Commission (HPC).

Caitlin Heusser, Museum Curator
Scott Ballstadt, Director of Planning
Ron Steinbach, Board liaison
Kim Lambrecht, Planner II, staff liaison
Eric Lucas, Public Services Director
Deanna Flanagan, Administrative Analyst

Jean Hansen Zuckweiler, HPC Chair
ToniRae Andres, HPC
Ruth Brunner, HPC
Kris Jabs, HPC
Melanie Starck, HPC
Vanessa Bouchard, HPC
Rachel Kline, HPC

Project Funding



The activity that is the subject of this material has been financed in part with Federal funds from the National Historic Preservation Act, administered by the National Park Service, U.S. Department of the Interior for History Colorado. However, the contents and opinions do not necessarily reflect the views or policies of the U.S. Department of the Interior or History Colorado, nor does the mention of trade names or commercial products constitute an endorsement or recommendation by the Department of the interior or History Colorado.



This program received Federal funds from the National Park Service. Regulations of the U.S. Department of the Interior strictly prohibit unlawful discrimination in departmental Federally-assisted programs on the basis of race, color, national origin, age or handicap. Any person who believes that he or she has been discriminated against in any program, activity, or facility operated by a recipient of Federal assistance should write to: Director, Equal Opportunity Program, U.S. Department of the Interior, National Park Service, 1849 C Street, N.W., Washington, D.C. 20240

Table of Contents

Section 1 – Introduction: Vision and Process

- 1.1 Executive Summary
- 1.2 Vision Statement
- 1.3 Purpose of the Historic Preservation Master Plan
- 1.4 What is Historic Preservation?
- 1.5 Public Engagement Activities

Section 2 – Historic Context

- 2.1 A Brief History of Windsor
- 2.2 Sources of Additional Information
- 2.3 Past Surveys and Context
- 2.4 Landmarked Properties

Section 3 - Identification of Historic Areas

- 3.1 Original Windsor Townsite
- 3.2 Historic Additions to the Townsite
- 3.3 Agricultural Areas

Section 4 – Education and Outreach

- 4.1 Value of Historic Preservation
 - Historic Preservation and Economic Development
 - Historic Preservation and the Environment
 - Historic Preservation and Community Character/Quality of Life
- 4.2 Existing Education and Outreach Programs
- 4.3 Branding and Public Engagement
- 4.4 Signage and Wayfinding

Section 5 – Goals and Policies

- 5.1 What are the resources we want to protect?
- 5.2 How can we achieve protection?
- 5.3 Existing Land Use and Preservation Codes
- 5.4 Role of the Historic Preservation Commission
- 5.5 Landmarking of Historic Resources
- 5.6 Preservation Incentives: Grants, Tax Credits and Other Options
- 5.7 Priorities for Preservation Efforts
- 5.8 Emerging Topics in Preservation Planning

Section 6 – Five-Year Action Plan

- 6.1 Recommended Activities and Timeframes/Action Item List

Section 7 – Appendices

- 7.1 Map of Historic Areas and Potential Landmark Districts
- 7.2 Historic Maps
- 7.3 Results from the Citizen Survey
- 7.4 Comments and Notes from Public Meetings

Section 1 – Introduction: Vision and Process

1.1 Executive Summary

Historic landscapes, structures, buildings, art, and architecture can foster deep community connections and facilitate understanding of how the past has shaped the present. Historic preservation provides a sense of place, a reminder that encourages reflection on Windsor's origins, its current reality, and an aspirational vision for the future of the town. Historic Preservation is an area of focus that helps guide the management of community change by providing insight into past patterns, connecting places with stories, and enriching and activating the collective memory of a population.

1.2 Vision Statement

The Vision Statement from the 2016 Comprehensive Plan states:

Windsor is a complete community that reflects the best aspects of a traditional "hometown" with a strategic balance and mix of residential, commercial, and industrial land uses, served by high-quality public services, educational and faith-based institutions, parks and open spaces. The Town of Windsor; however, is distinct from other municipalities in Northern Colorado for adopting growth policies that have concentrated development at key nodes while preserving its agricultural heritage. This includes a vibrant downtown, regional commercial and entertainment centers at the I-25 interchanges, a thriving industrial sector, and well-maintained residential neighborhoods that are interlinked through a comprehensive system of parks and trails anchored by the Cache la Poudre River. Simply, Windsor is one of the most desirable, successful communities in the Front Range, while also a meaningful part of the Northern Colorado region.

The 2016 Comprehensive Plan title page displays this key statement: *Honoring our Past; Celebrating our Future*. The Action Item List provides many recommendations, including:

1. Leverage the town's history and invest in projects that reinforce the community's tight-knit, small town character.
2. Maintain the character of existing residential neighborhoods and make investments that leverage their distinctiveness from newer parts of town.
3. Create a distinct sense of place for the town's commercial and industrial districts.

Accordingly, the vision for this Historic Preservation Master Plan that builds upon prior planning efforts is that:

Windsor is a model community for promotion of thoughtful, high-quality preservation efforts actively seeking balance for the protection and utilization of irreplaceable historic sites and landscapes. Windsor is a community knowledgeable about its cultural heritage and enthusiastic about preserving its unique history. Windsor is ready to share its stories, its historical and cultural resources with residents and visitors as part of our ongoing economic and community development strategy.

1.3 Purpose of the Historic Preservation Master Plan

Historic preservation planning includes identifying and evaluating historic resources and the relationship between the resource and the current context. The process involves identifying

actionable practices, establishing standards, and educating the public. The purpose and intent of the Windsor Historic Master Plan is to advance work that has already been done by the town by exploring shared community goals and the feasibility of various preservation tools. The Plan aims at reaching more of the population with informative and engaging outreach to help individuals connect to the history of their community.

The Plan provides useful information to make any resident a knowledgeable community-member and gives them tools and options to consider. The greater goal is to optimize any public-led preservation project to best reflect the goals of Windsor residents through information gathered from past plans, other guiding documents, and community outreach to ensure that historic resources remain viable well into the future. Facilitating the linkage of these resources with the stories that make them significant to make sure those stories are well-known among community members, and to increase vibrancy.

This Plan has been developed in collaboration with the Town of Windsor, the Historic Preservation Commission, and the members of the community who brought together their interests, opinions, and energy to contribute to this project. The Town of Windsor is a community with a diverse and rich history that has been reinvented repeatedly, always retaining its resilience and small-town character that is so cherished amongst community members, stakeholders, and tourists alike. This Historic Preservation Master Plan will provide recommendations on how to prioritize preservation efforts and make certain that plans adequately address preservation goals. The plan distinguishes clear opportunities for regulatory and organizational support as well as public participation in the ever-important process of historic preservation.

In formulating recommendations for the town, this Plan recognizes the need to maintain historical resources in a fashion that is not overly restrictive to private enterprise, landowners, and homeowners. These recommendations will be highlighted wherever appropriate in each section and then combined and added into Section 6, the Five-Year Action Plan, for quick reference. Community advocacy built from within will be the ultimate driver to completing these goals in the way that residents have expressed they see fit.

Additional historic preservation efforts take the form of Plans and Development Standards for the town, like the *Commercial Corridor Plan*, the *I25 Corridor Plan*, the *2016 Windsor Comprehensive Plan*, the *Municipal Code*, *Open Space and Trails Strategic Plan*, and *Vision 2025*. Each of these guiding and regulatory documents give insight into the priorities of the community, which include promotion of the downtown area as a place for vibrant, pedestrian-friendly community engagement and commerce. This area and the corridors that connect to it are the focus of previous preservation efforts, codified protections, and guidelines to design to enhance or maintain historic relevance.

Windsor is a Colorado Certified Local Government, Main Street Designated Community. This designation enables the town to benefit from certain resources like funding from the Federal Historic Preservation Fund, technical assistance from State Historic Preservation Office (SHPO) staff, as well as the additional inherent benefits including social, economic, and environmental, discussed further in Section 4.1. The town's dedication to maintaining this designation and continuing to further their historic preservation efforts is a noble endeavor that will help ensure that Windsor remains a great place to be, to live, work, and play. According to National Parks Service, requirements for the Certified Local Government include these goals, at a minimum, which this plan explains and builds upon:

- Establish a qualified historic preservation commission.
- Enforce appropriate State or local legislation for the designation and protection of historic properties. In most cases this is done in the form of a local ordinance.

- Maintain a system for the survey and inventory of local historic resources.
- Facilitate public participation in local preservation, including participation in the National Register listing process.
- Follow any additional requirements outlined in the State's CLG Procedures.

Residential Protection: In Windsor, any building which is 50 years of age or older is eligible to be designated as a local historic landmark. Moreover, some residential neighborhoods have historic qualities that should be identified and preserved as districts. A historic district may be identified because of its unique layout, a preponderance of historic structures, or an association with a certain period of migration into the community.

The town of Windsor has created mapping reference tools for 26 historic commercial or public buildings and eight churches, but there has been less of a focus on identifying and assessing residential buildings. Past surveys referenced in this plan cover historic homes on Walnut Street, but noting and assessing other historic residential resources would be beneficial for the town and the HPC. It can help for future review of reconstruction and development projects that could otherwise jeopardize the character of the neighborhoods in which historic homes are located.

Storytelling has a longstanding tradition of preserving historical information and passing that information on to youth, the future community leaders. Placemaking is a way to tell stories in a visual way. Integrating new development, innovative community development ideas, and placemaking to include historically significant spaces can tell a rich story and actively display the value of a place's heritage to youth, visitors, and long-time residents alike. This rich story can contribute to community vitality and connect residents to the place, enhancing the quality of life in Windsor.

Activities utilized to enchant the greater public include wayfinding and interpretive signage that tell stories about past residents, industry, ways of life, community events, etc. Walking tours are a great community activity. Windsor has a virtual walking tour of many historic properties available on their website. The Windsor-Severance Clearview Library district can also partake in activities such as the promotion of library books that discuss Windsor's history. The Genealogy and Local History Committee of the History Section of the Reference and Adult Services Division of the American Library Association has published *Guidelines for Preservation, Conservation, and Restoration of Local History and Local Genealogical Materials*, a resource for libraries to fulfill their responsibility to preserve local history. In this publication it is noted that, "Local history and local genealogical materials should include, but should not be limited to, city, county, and regional histories; biographical directories; cemetery and sextons' records; church records; family histories and genealogies; naturalization records; newspapers; census schedules; probate records; wills; tax lists; city and county directories; telephone directories; vital records; civil and criminal court records; land records; county atlases; county land ownership maps; fire insurance maps; and photographic prints and negatives." Maintaining access to these materials and collaborating with the library for the promotion of historic preservation efforts are among the many creative ideas that are already displaying success in other communities. <https://www.ala.org/rusa/resources/guidelines/guidelinespreservation>

1.4 What is Historic Preservation?

In practice, historic preservation is "the act or process of applying measures necessary to sustain the existing form, integrity, and materials of an historic property." Choosing an appropriate treatment for a historic building or landscape is critical.

- **Preservation** focuses on the maintenance and repair of existing historic materials and retention of a property's form as it has evolved over time.
- **Rehabilitation** acknowledges the need to alter or add to a historic property to meet continuing or changing uses while retaining the property's historic character.
- **Restoration** depicts a property at a particular period of time in its history, while removing evidence of other periods.
- **Reconstruction** re-creates vanished or non-surviving portions of a property for interpretive purposes.

For more information see: Four Approaches to the Treatment of Historic Properties, National Park Service, U.S. Department of the Interior: <https://www.nps.gov/tps/standards/four-treatments/treatment-preservation.htm>

But preservation goes beyond this very prescriptive definition. A significant area of preservation activity also requires the adaptive reuse of buildings and sites so they are economically viable and can continue to function as a useful part of the community. To accomplish adaptive reuse, historic preservation requires innovation. More than patching holes or stabilizing foundations, historic preservation often requires balancing faithful restoration by upgrading historic buildings with modern technologies so that they can remain attractive, efficient, and functional for continued use. In this manner, historic preservation gives us an opportunity to live in and be a part of our history.

It is the goal of this Plan that in exploring and using this document, the residents of Windsor will come to understand that historic preservation is not an activity that locks down growth and forward progress. On the contrary, historic preservation can become the catalyst of growth and an important feature of the town's identity. All communities have their creation stories and tales of past decades. By preserving Windsor's historic resources, we are ensuring that the town's history remains visible and usable today and for future generations. Some examples of Colorado municipalities that have utilized historic preservation to their benefit include:

- | | |
|----------------|--------------|
| ○ Loveland | ○ Lafayette |
| ○ Fort Collins | ○ Louisville |
| ○ Greeley | ○ Brighton |
| ○ Sterling | ○ Johnstown |
| ○ Berthoud | ○ Longmont |

Reusing and repurposing old buildings reinforces the urban pattern and creates nodes of activity. It has been shown that preserved places function as activity generators, bringing increased economic development along with new and varied options for housing and commercial space. Historic structures and neighborhoods provide a unique character attractive to many demographic groups, particularly the millennial generation. The 2017 publication, *Preservation for a Changing Colorado*, documents how historic preservation "strengthens our economy and our communities." For more information see: <https://www.preservationbenefitscolorado.com/>

Historic preservation also supports environmental sustainability. By reusing old buildings, huge inputs of energy can be avoided, and vast amounts of landfill trash withheld. Additionally, reusing and repurposing old buildings supports infill in the urban core of communities large and small, providing opportunities for revitalizing the original townsite and other historic areas of the town. This can result in an infusion of housing types and opportunities to attract diverse generations to the community.

1.5 Public Engagement Activities

One of the key elements of any preservation planning project involves engagement with resource owners, stakeholders in the community, and their representatives. In this case, meetings took place with town staff and the Historic Preservation Commission (HPC), staff from the Windsor Art & Heritage Center, and the director of the Downtown Development Authority. Public input was also solicited through two in-person meetings along with an online survey.

Discussions were ongoing throughout the project with the HPC and with Caitlin Heusser, who managed the project for the Town of Windsor. The first public meeting was held on 2 November 2022 in the Town Hall auditorium. This involved a presentation by consultants Stan Clauson and Ron Sladek about the methodology and goals of the preservation plan, followed by a question-and-answer session. A second public meeting, more heavily attended than the first, took place on 22 March 2023 at the Windsor Mill. This gathering was conducted by Ron Sladek of Tatanka Historical Associates. It took the form of a question-and-answer session on topics of local preservation interest, with the consultant asking questions that elicited responses from those in attendance. Toward the end, the attendees were invited to ask questions or provide comments about Windsor's historic preservation program and any concerns they might have had. All of the questions and comments from these various meetings were captured and used in the preparation of this preservation plan.

On 20 April 2023, Ron Sladek met with Michelle Vance, the new executive director of Windsor's Downtown Development Authority (DDA). For reasons that are unclear, Ms. Vance had not heard about the preservation plan project, so she was informed about its purpose and progress. Discussion then took place about the downtown commercial district and its historic resources, the DDA's façade enhancement program, and both interests and concerns expressed by business and property owners. Ms. Vance has had some professional experience with historic preservation and the celebration of local heritage prior to her arrival in Windsor. She is eager to help her constituents, the downtown business and property owners, in any way possible as they work to improve the commercial district. Ms. Vance expressed her support for historic preservation and her willingness to collaborate with the HPC and the Town of Windsor.

Finally, the online survey developed by the consultants in partnership with the Town of Windsor was advertised for several months on the municipal website and promoted at the public meetings and through the work of the HPC and town staff. The survey presented 24 multiple-choice questions about historic preservation in Windsor. These were designed to elicit responses that would help to assess public knowledge and sentiment about the subject. Forty-four people participated in the survey and their responses were collated into a report that presented the information in the form of graphs and pie charts. The more salient information derived from the report is built into the plan and provided in an appendix.

Section 2 – Historic Context

2.1 A Brief History of Windsor

While the history of Windsor is unique to its particular time and place, its birth and development occurred within the larger context of northern Colorado's history of human occupation, settlement and development. Consequently, Windsor's heritage is related to several themes, including the early Native presence on the land followed by the subsequent impacts of exploration and settlement, agriculture and immigration, transportation and town building, and commerce and population growth. All of these impacted the development of Windsor from its founding in the 1880s to the present time.

For millennia, the plains and foothills of northern Colorado were occupied by Paleo-Indian peoples who left archaeological evidence of their presence on the land dating back almost 12,000 years. Starting in the 1700s and continuing into the 1860s, the region was home to a series of nomadic historic tribes that had been pushed west and then south as the United States expanded beyond its original thirteen colonies. The plains of northern Colorado were visited by fur trappers and traders, along with exploration parties, between the 1830s and 1850s. By the time Euro-Americans began to enter the region in larger numbers in the 1860s in search of gold and land to settle, the trappers and traders were mostly gone, and the predominant tribes were the Arapaho and Cheyenne. Increasing conflict with settlers and the American government led to the permanent removal of indigenous peoples from Colorado's eastern plains by the end of the 1860s.

The Colorado Territory was established in 1861, with Weld County among its first political subdivisions. As the federal government asserted control over the western frontier, Congress passed the 1862 Homestead Act to encourage settlement and the Civil War came to an end three years later. Migration into Colorado sagged during the war but then exploded when it ended in 1865. Travel across the open plains of Kansas and Nebraska was soon aided by completion of the transcontinental rail line to Cheyenne in late 1867. In 1870, the Colorado Territory was connected by rail to the rest of the nation when the Denver Pacific Railway between Cheyenne and Denver, and the Kansas Pacific Railway between Kansas City and Denver were both constructed and opened to traffic.

The plains of western Weld County were first surveyed by the federal government in 1864. A survey crew led by Hiram Witter measured the land, dividing it into multiple 640-acre (one square mile) sections that were further subdivided into smaller quarter sections. In his field journal, Witter reported that the "smooth prairie" where Windsor would emerge two decades later was considered "second rate," meaning that it would be good for livestock pasture. The land was yet to be irrigated and no mention of a lake appeared in the field notes because none existed at this location.

Once the land was surveyed and mapped, the legal filing of property claims and acquisitions became possible. While some migrants arrived during the settlement era to seek their fortune in the alpine mining camps, many others recognized the rich opportunities that awaited them on the undeveloped plains just east of the mountains. The region held an abundance of land that could be homesteaded or purchased and developed into farms and towns. In a semi-arid landscape crossed by rivers and streams that transported snowmelt out of the mountains, it didn't take long for ambitious farmers, mutual aid associations, and even for-profit enterprises to develop

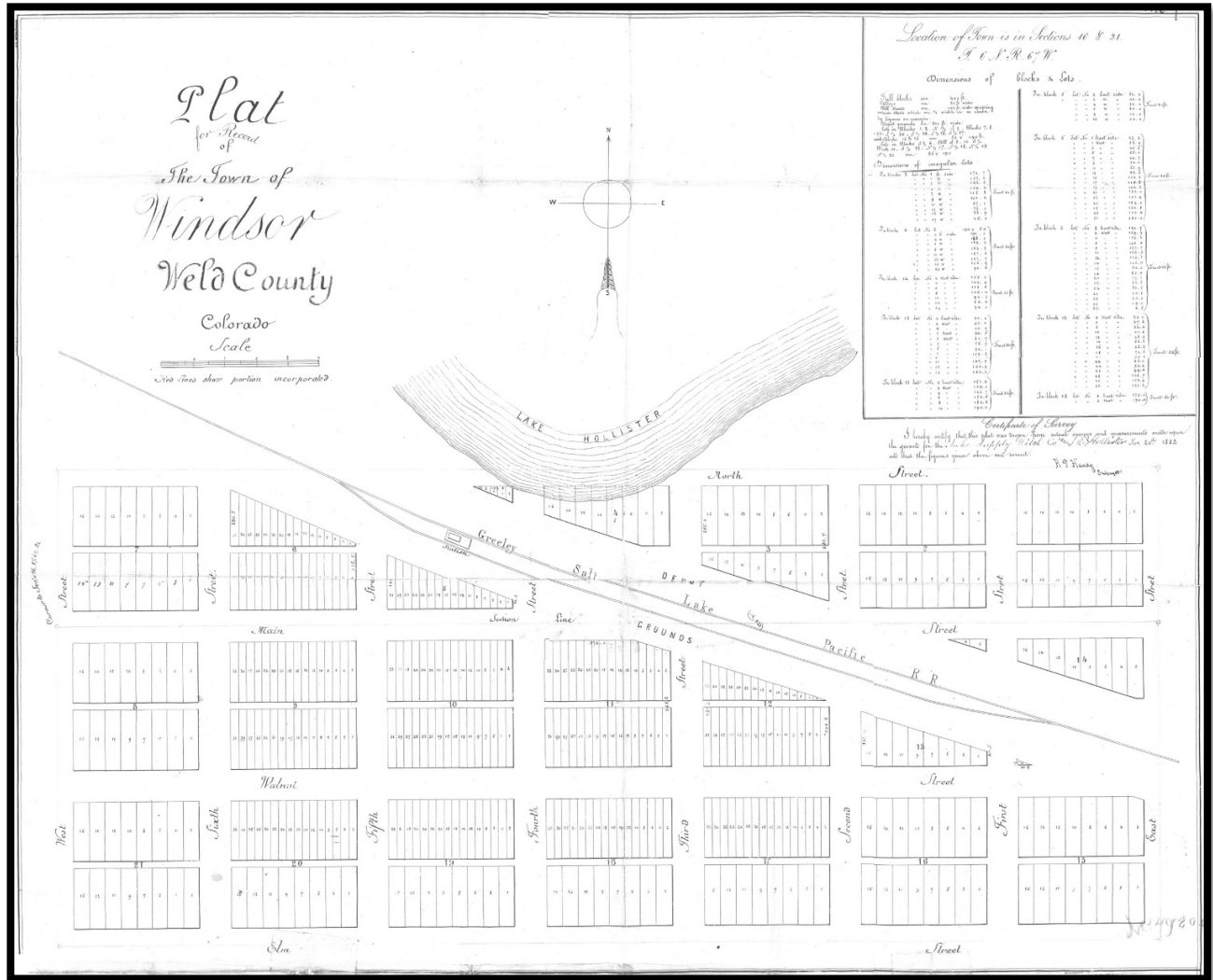
irrigation ditches and networks that allowed agriculture to thrive. One of these, the Whitney Ditch, was constructed in 1862 through the future area of Windsor.

Starting in the 1860s, a flood of applicants submitted paperwork to establish homesteads on the open prairie along the Cache la Poudre River corridor between Greeley and Fort Collins. Colorado entered the Union as the nation's newest state in 1876, laying the foundation for its future. Population growth in Colorado from the 1860s into the 1880s combined with the development of agriculture and rail transportation to become the decisive factors that led to the founding and settlement of Windsor.

Windsor's origins date to the summer of 1881, when the Greeley, Salt Lake & Pacific Railroad (GSL&P) launched the construction of a standard gauge line between Fort Collins and Greeley. With financial backing from the Union Pacific Railroad, the GSL&P's managers laid ambitious plans to continue west from Fort Collins, climb the Cache la Poudre Canyon over Cameron Pass and into North Park, and from there head for the West Coast. Due to the high cost of construction in the mountains, the line ultimately terminated at the sandstone and limestone quarries west of Fort Collins in the vicinity of Bellvue and Stout. In 1898, the GSL&P was taken over by the Colorado & Southern Railway (C&S), which was itself acquired in 1908 by the Chicago, Burlington & Quincy Railroad (CB&Q).

Grading of the GSL&P rail bed, followed by the laying of ties and rails, extended from 1881 into 1882. In the late summer of 1882, the railroad announced its plans to establish a station and townsite along the tracks halfway between Fort Collins and Greeley. The location was a 320-acre ranch owned by pioneer Edward Hollister and his wife Charlotte, along with land and a recently-completed irrigation reservoir to the north that was owned by the Lake Supply Ditch Company (in 1907, this was reorganized as the Kern Reservoir and Ditch Company). Originally called Hollister Lake or Kern Lake, area residents and newspapers soon settled on the name Windsor Lake, which it continues to be known as today. The rail station was initially referred to as London or New London, by the middle of September 1882 the railroad had changed its name to Windsor. GSL&P trains began to run on a regular schedule on December 1, connecting Fort Collins and Greeley and extending southward to Denver. Timetables printed in area newspapers showed that Windsor was in fact at the exact midpoint between the two larger towns.

In October 1882, the *Fort Collins Courier* published an article about Windsor and its potential for growth. The newspaper wrote that the rail station "has excellent prospects of developing into a solid little town. It is surrounded on all sides by as fine a farming district as there is in the state. Altogether the outlook for Windsor, and for those who are pinning their business faith to her, is flattering." In November 1882, Edward Hollister and the Lake Supply Ditch Company engaged Fort Collins surveyor H. P. Handy to map their lands south of Windsor Lake near the rail station that had recently been established by the Greeley, Salt Lake & Pacific Railroad. This resulted in the development of a plat for the Town of Windsor that was filed with the Weld County Clerk and Recorder. The plat laid out the town's grid of streets and alleys, along with blocks and lots that would soon hold houses, commercial buildings, public buildings, and agricultural-industrial facilities and warehouses.



Original Plat of the Town of Windsor, 1882

Cobbs & Woodward soon opened an agricultural products commission business on Main Street and over the following years John M. Cobbs had several commercial blocks constructed. Fort Collins merchant H. D. Seckner also had a wood-frame commercial building erected along the north side of Main Street to house his grocery store.

The *Fort Collins Courier* began printing a column in December 1882 that was devoted to developments in Windsor. Under the heading "Windsor Winnowings," readers were updated on newsworthy people, places, and events in and around the small but growing town. The first columns reported that the section house for the railroad was under construction, soon to be followed by the train depot. Cobbs & Woodward was doing excellent business, Seckner's wood-frame store was completed, and the surrounding farms were growing an abundance of hay and potatoes that were shipped to Denver by rail. The first residence was completed for Dan Rogers on the southwest corner of 4th Street and Main Street, a blacksmith shop was erected by Pierce Morgan, and the post office was initially placed in Cobbs & Woodward's commission house but soon moved to Seckner's store. Looking into the future, the newspaper noted that "Windsor Lake

is bound to become one of the chief attractions of this thriving little town." The irrigation reservoir drew wild ducks and geese to its surface that soon brought hunters to its shores.

On January 6, the *Fort Collins Courier* reported that opportunities were to be found in Windsor for anyone looking to open a business there. The town needed a hotel, hardware store, dry goods store, brickyard, drug store and a shoe shop. The railroad section house was ready in January and work began on the combined passenger and freight depot, which was completed at a rapid pace. In January and February, the Lake Supply Ditch Company set a twelve-man crew to work on Windsor Lake harvesting 1,000 tons of ice, which they cut into blocks and shipped to Denver on six to ten rail cars per day. Harvesting and shipping of ice from the lake became an annual affair. In mid-May 1883, the *Fort Collins Courier* wrote that "Windsor is growing and already presents the air of a lively little town."



Windsor Lake, circa 1905

Source: Ron Sladek Postcard Collection

The small community and its environs continued to grow, with enough activity taking place that the *Fort Collins Courier* wryly commented "With several cases of burglary, two of horse stealing, two dances in a week, and a general boom in all lines of business, who dare say Windsor is not improving and putting on metropolitan airs." The business of Cobbs & Woodward was thriving as the firm expanded beyond buying and selling farm produce to carry hardware, lumber, coal, wagons, and farm implements and machinery (Woodward left the firm in 1884 and it was renamed Cobbs and Laybourn). Pierce's blacksmith shop was busy with repairs and fabricating tools and equipment.

Additional development took place throughout the 1880s. Hollister continued to sell town lots and although only about half a dozen houses were completed by 1884, others were under construction and the number greatly increased as each year passed. Commercial buildings also continued to be erected along the Main Street corridor. These included a meat market operated

by Edwards & Hunt, a fruit, tobacco and confectionery store, and a livery stable owned by Charles Yancey. The Hotel de Harris opened in the residence of renowned hunter, trapper and veterinary surgeon Robert Harris on the northwest corner of Main Street and 5th Street. Many of his guests were hunters from Denver, drawn there by Harris' hospitality and the nearby lake crowded with waterfowl. Windsor Lake was stocked with fish, adding to its attraction. In May 1885, one enterprising local set a net in the water and hauled in a large catch. After providing onlookers with free fish for their dinner tables, he shipped about 1,500 pounds of his catch to Denver and Cheyenne. Also that year, a wagon and carriage shop opened in downtown Windsor and a grain elevator was completed. During the fall harvest, the elevator purchased 1,000 bushels of wheat daily for \$1.25 per bushel.

The first religious service held in Windsor occurred on 1 January 1883, when Reverend Samuel A. Winsor (not Windsor), pastor of the Methodist Episcopal Church in Fort Collins, officiated at a New Year's service held in Seckner's store. In 1885, the First Methodist Episcopal Church constructed the first religious building in Windsor on the southwest corner of 5th Street and Walnut Street. That building was demolished and replaced with a greatly enlarged church in 1915. Other churches emerged in the neighborhood south of Main Street over the following decades, many of them along Walnut Street and Elm Street. These included the Christian Church of Windsor (1900 – the oldest still standing) at 530 Walnut St., St. John's Evangelical Lutheran Church (1906) at 102 Elm St., Zion Evangelical Lutheran Church (1914) at 129 Walnut St., German Congregational Church (1906) at 130 Elm St., and St. Alban's Episcopal Church (1914) at 311 6th St., and the Windsor Assembly of God Church (1940) at 416 Oak St. Because of the preponderance of Germans from Russia (also known as Volga Germans) who lived in and around Windsor, St. John's and Zion Evangelical had German-speaking ministers who conducted services and provided sermons in German.



Christian Church of Windsor, circa 1910

Source: Ron Sladek Postcard Collection

By 1890, Windsor's permanence seemed assured and the growing town of approximately 175 souls was incorporated in April of that year. The boundaries were set at the railroad right-of-way on the north, Locust Street on the south, 1st Street on the east, and West Street (today's 7th Street) on the west. Despite the town plat filed several years earlier, the area north of the railroad right-of-way was not included in the incorporated town, nor were the two square blocks on the east side between 1st Street and East Street (today's Chimney Park Drive). A town board was formed, a mayor elected, and appointments made to the positions of town marshal, police magistrate and health officer. Development continued over the following decade and by 1900 the town's population had increased to 305. In 1883, residents raised funds and attempted to complete an artesian well on the Hollister land south of Main Street. However, the effort failed to secure a reliable source of water for the town. A decade later, in 1894, the town purchased an 80-acre water right from the Cache la Poudre Irrigation Company to provide water for lawns and gardens. Domestic water was provided by shallow private wells. This system of water supply proved to be inadequate for the town's needs and was soon replaced.

An important development of the 1890s involved the founding of the *Windsor Leader* newspaper in 1898. Roy Ray acquired the paper in 1901, changed its name to the *Poudre Valley*, and became its publisher and editor. Until his death in 1942, Ray remained one of Windsor's best-known and most respected boosters through his breezy editorial style of writing. He also served as town clerk, a member of the town board, and as mayor. Ray represented Windsor on the state level by serving two terms in the Colorado House of Representatives. His wife Ethel continued to run the paper until 1947, when it was sold and its name changed to the *Windsor Beacon*.

The first flour mill in Windsor stood along the rail corridor on the east side of town and was operated by E. M. Gillette. It was destroyed by fire on 4 July 1899. Shortly afterwards, the Windsor Milling & Elevator Company constructed a large facility on the southwest corner of Main Street and 3rd Street. The building consisted of a brick mill, wood frame elevator, stacked-plank grain bins, and a warehouse. With its modern machinery, the mill produced 300 barrels of flour each day. Eventually the milling company struggled to purchase affordable high-quality wheat and the plant was closed. The building was then used for grain storage and as a feed store. In May 2008, it was damaged by a tornado and then in August 2017 a large part of the building burned to the ground as it was undergoing rehabilitation. The facility was rebuilt a few years later and reopened as one of Windsor's premiere venues for dining, drinking, and special events.

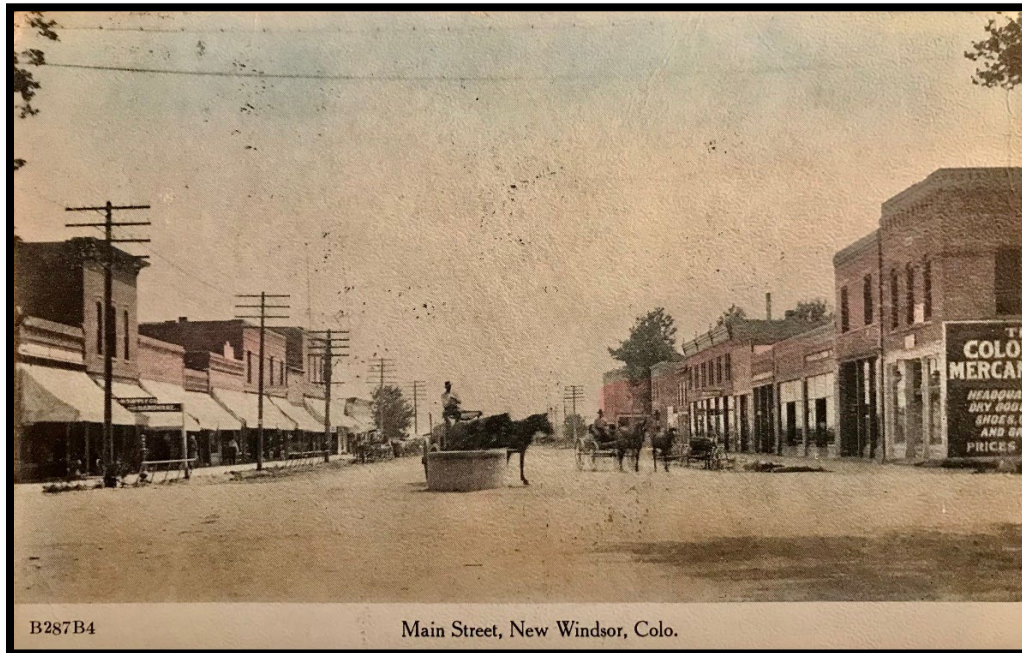


Windsor's Great Western Sugar Factory, date unknown

Source: Ron Sladek Postcard Collection

In 1903, the Windsor Sugar Company arranged for a large factory to be constructed on the east edge of Windsor, a development that would transform the town and surrounding countryside for miles in every direction. The factory was acquired in 1905 by the Great Western Sugar Company of Denver, which was taking control of all of the northern Colorado sugar plants. The firm contracted with area farmers prior to planting of the sugar beets and reliably paid cash for the crop when it was harvested and delivered to the factory. Many farmers switched to growing the lucrative crop, and soon the factory supported both town and countryside as irrigated sugar beet farming became the area's economic mainstay.

Windsor's population surged as new arrivals settled in the community after the sugar factory opened. Some came to work in the plant and surrounding agricultural fields, and others provided goods and services. This spurred rapid development of the commercial and residential districts, and over time the sugar company built around two dozen houses for employees in Windsor. An increase in tax revenues also led to the construction and improvement of public facilities. Windsor entered the 20th century as a boomtown and by 1910 its population had increased to 935, representing a 206% growth rate from a decade earlier. During this period, settlement-era wood-frame commercial buildings were replaced by brick buildings that were one to two-stories in height. Main Street from 3rd Street to 6th Street was lined by a variety of retail stores and service shops that included Dr. Porter's Pharmacy and the Osterhout Lumberyard. Warehouses and other small businesses operated along the rail corridor.



Windsor's Main Street Commercial District, circa 1905

Note the public water trough in the middle of the street.

Source: Ron Sladek Postcard Collection

Numerous workers were employed in Windsor's sugar factory, and the growing, harvesting and shipping of sugar beets supported thousands of others throughout the region. While some lived on area farms, others were town residents. Additional workers were employed by the company's rail line, the Great Western Railway, which was used to ship beets from area beet dumps to regional sugar factories. The industry found a workforce among the Germans from Russia who were immigrating to the United States seeking opportunities to rebuild their lives in their new home. Most were experienced in farming, including the growing of sugar beets. During the first half of the 20th century, they greatly influenced the trajectory of Windsor's culture and development. Through ambition and hard work, many acquired farms of their own and were no longer available as sugar beet laborers. In the 1920s, the company turned to seasonal Latino workers from southern Colorado, New Mexico, Texas and Mexico. Similar to the Germans from Russia, some of them settled permanently in the Windsor area, where they acquired property, raised families, and worked in agriculture or other fields. Many descendants of the early Germans from Russia and Hispanic families remain in the area today.

The commercial district along Main Street continued to develop from the late 1800s through the first few decades of the 20th century as numerous buildings were constructed to house a variety of retail stores and service shops. Businessman Lewis Teller acquired the Seckner Store and partnered with Otis Hill to operate the Hill-Teller Mercantile Company. By 1900, the firm was reorganized as the Windsor Mercantile Company, selling hardware, groceries and dry goods at 414 Main Street. It also operated a grain elevator and warehouse along the railroad tracks near 4th Street. The business remained in operation through the late 1950s. Charles Yancey completed the Yancey Block at 517-519 Main Street in 1905 and had other commercial buildings erected along the thoroughfare. He served as mayor from 1908 to 1911. In 1904, the Bank of Northern Colorado opened in a small brick building on the prominent southwest corner of 5th Street and Main Street. The following year, the bank received a federal charter and became the First

National Bank of Windsor. The building was demolished in 1919 and replaced with a much larger two-story building that held the bank on the main floor with two commercial spaces to the rear. The Bank Hotel occupied the entire second floor.

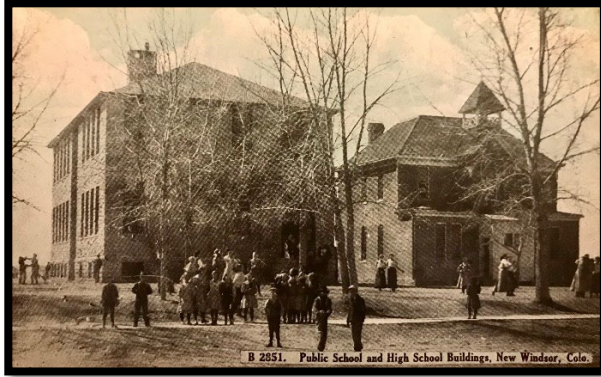


First National Bank of Windsor, circa 1920

Source: Ron Sladek Postcard Collection

The town's water supply continued to be a problem and in 1901 plans were made for the installation of a waterworks system. A shallow well was completed in the northwest area of town, with a tower above that supported an elevated water tank. Water mains were installed along the town's streets and a pumphouse built near the well. The most significant change took place in 1908, when the Town of Windsor secured a contract that would provide water from Greeley's treatment plant at the mouth of the Cache la Poudre River near Bellvue. A reliable source of treated water for the entire community was finally assured. The system was greatly improved in 1932 with the help of the federal Public Works Administration.

In 1908, the town board approved a franchise with the Northern Light & Power Company to provide electricity to Windsor. Wires were strung across poles throughout the town and from there into each building. The community's electric system became active in February 1909. Telephone service arrived in Windsor in 1896 when the Colorado Telephone Company extended a line there from Greeley. At the time, there were only three telephone connections in the area, two of them to the Greeley No. 2 Canal headgate and reservoir and the third to the Windsor Mercantile Company. The first telephone exchange was installed in the town in 1900 and in 1910 a dedicated telephone building was constructed at 217 5th St. This exchange was operated through the early 1960s by the Mountain States Telephone & Telegraph Company. The number of telephones connecting all of the residences and other buildings in town increased year by year. The town's first sewer system was installed in 1906 and it was extended into the later additions over the following years. A sewage treatment plant was constructed in 1937. Main Street was first paved in 1921, reportedly the first street to be finished with cement in all of Weld County.



Park School on the Left, circa 1906

Source: Ron Sladek Postcard Collection



Cohagen Hall, circa 1922

Source: Ron Sladek Postcard Collection

As a growing number of families settled in the town of Windsor, the need for adequate schools became a pressing issue. In 1883, the small Whitney schoolhouse was moved into town from the countryside. That was replaced in 1886 by a two-story brick schoolhouse. Another brick school was built in 1901 on the northeast corner of 4th Street and Walnut Street. In June 1904, a bond issue of \$12,000 was approved and work began on a high school on the southwest corner of 3rd and Walnut. Known as the Park School, the building was completed in 1905. By 1907, the school district was educating almost 500 students and the Park School was already deemed inadequate. Another bond issue for \$23,000 was approved in 1909 for expansion of the Park School to the west. This required that the adjacent 1886 schoolhouse be demolished. In addition to increased classroom space, the enlarged Park School was designed to hold a third-story multi-purpose auditorium, school assembly room and public hall. The expansion of the Park School was completed in 1910.

Growth led to the construction of a new high school in 1919 on the west end of town. The following year, several of the small rural school districts in the area were disbanded and the students began to attend school in Windsor, swelling attendance and crowding its facilities. A junior high school was constructed just west of the high school in 1921. Until the early 1920s, teachers were provided with accommodations in private homes. However, the increase in students caused by population growth and school consolidation led to a need for teachers' housing. This was achieved in 1921 through construction of a teacherage at 519 Walnut Street that was capable of housing 32 teachers. Known as Cohagen Hall, the building was named for A. C. Cohagen, the first superintendent of Windsor's school district.



Windsor Junior High School, circa 1922

Source: Ron Sladek Postcard Collection

In 1909, Dr. T. B. Gormley and Dr. E. I. Raymond opened a 2½-story private hospital they had constructed at 216 5th St. on the back of the lot that held Dr. Gormley's residence. The prominent brick building featured a curvilinear Mission Style parapet centered high above the front entrance. Mounted on the parapet face is the phrase Windsor Hospital along with a red cross. The building's main floor held offices and the second floor was occupied by an operating room, sterilization room, wardroom, and three private patient rooms. Two additional patient rooms were located on the top floor. The hospital's founding doctors and those who followed them treated many patients and delivered many babies in the facility. Another private health care facility, the Bartz Memorial Hospital, opened in 1916 after it was built for Dr. L. E. Bartz. This 15-bed hospital was located at 214 7th St. and continued to operate under the management of other doctors following Bartz's death in 1937. Both hospitals closed in the 1940s.



Windsor Hospital, circa 1910

Source: Ron Sladek Postcard Collection

Another public amenity that emerged during the early 20th century was a town library, formed by the Windsor Improvement Club in 1906 with donated books and an initial book-buying budget of \$200. After years without a home, a small house was acquired in 1919 on the lot just south of the First National Bank (see the left side of the bank photograph above) and by 1923 the library was owned by the Town of Windsor. The library moved into larger quarters in 1936 when the schoolhouse on the northeast corner of 3rd Street and Walnut Street was remodeled to serve this purpose. In 1961, the library moved into a mid-century Modern building at 214 5th St., where it remained until the mid-1990s.



Windsor Public Library, circa 1940
Source: Ron Sladek Postcard Collection

Windsor's burial ground on the east end of Main Street was established in the 1880s and became known as Lakeview Cemetery. The site was surveyed by Professor Mead of the Colorado Agricultural College, acting on behalf of the First Methodist Church. In 1900, the church sold the cemetery to the Town of Windsor, which expanded the grounds to the east a few years later. Improvements to the landscape began in earnest when a well was completed in the cemetery's northeast corner in 1916. A pump transported water to the cemetery's highest point, from which water flooded the site. This development allowed for grass to be planted, along with trees and shrubs. A caretaker was hired around that time and fencing and ornamental gates were installed in 1919. The site's water system was improved during the Great Depression.

Windsor needed an adequate seat of local government and in 1909 a brick two-story Town Hall was completed on 5th Street, one half block north of Main Street. The multi-use building held the clerk's office, a public records vault, a jail cell, office space for the police and fire departments, a second-floor meeting room, and an indoor parking space for the community's single fire truck. A public water tap was installed on the alley side of the building. The façade's Classical Revival detailing, including pilasters, a projecting cornice with a dentil band, and a pediment, formed something of a second-story temple front. This provided the building and residents with an element of sophistication and permanence in governance.



Windsor Town Hall, circa 1920

Source: Ron Sladek Postcard Collection

Throughout the first half of the 20th century, Windsor was transformed by the arrival and proliferation of the automobile. Horse-drawn vehicles were replaced by an ever-changing array of automobiles that required fuel and repairs and places to park. Windsor's Main Street was adapted to diagonal parking and gasoline stations, auto repair shops and small dealerships appeared along its length. Local cafes also catered to the traveling public. Main Street was

designated by the Colorado Department of Highways as State Highways 257 and 392, placing the town along the primary east-west route between Fort Collins and Greeley.

Windsor's population continued to grow throughout the first few decades of the 20th century. Between 1910 and 1930, the number of town residents grew from 935 to 1,852, representing an increase of almost 200% but taking twice the amount of time compared to what occurred during the century's first decade. The town's population then fell into a downward slide as it dropped from 1,852 in 1930 to 1,548 in 1950. This loss of residents was due to a decline in the beet sugar industry, combined with the impact of the Great Depression and World War II as some of its young men and women left to participate in the war and then migrated to other communities and opportunities. In the last few sections of his book, *Highlights in the History of Windsor, Colorado*, author Roy Ray provides a detailed and very useful listing of the many changes to businesses and buildings and residents that took place between around 1900 and 1940 as the town grew and evolved.



Parade Along Main Street, View to the West, 1937

Source: Windsor Museum (Image #1900.002.455)

From the 1950s through the 1960s, Windsor's population hovered around 1,500. Its stagnation during this period is largely attributed to the mechanization of work in the beet fields, continued decline in the profitability of beet sugar as the domestic industry competed with imported cane sugar, reduced demand for sugar following World War II as the federal government cut back on defense spending, the mid-1960s completion of Interstate 25 more than four miles to the west, and closure of the Great Western Sugar Factory in 1966. Parts of the factory were demolished a decade later. Despite the loss of its largest employer, the small community held on, and many residents continued to live and shop there.

In 1968, the Eastman Kodak Corporation of Rochester, New York, announced that it had acquired 2,400 acres of land on the east side of Windsor and would launch the development of a large campus for its Kodak Colorado Division. The company initially occupied the former sugar factory and placed its local administrative offices in the historic building. Construction began in 1969 on the extensive manufacturing facility that would occupy the open fields southeast of Windsor and work on the plant continued in phases through the mid-1970s. By 1980, almost 3,000 people worked in the Kodak plant. Around 460 lived in Windsor and the rest resided in Fort Collins, Loveland, Greeley, and the surrounding countryside. Products manufactured there included medical X-ray film, thermal media, lithographic plates, phototypesetting paper, color print paper, 16mm film, and the 35mm film that Hollywood used in the production of motion pictures. The massive influx of jobs and paychecks boosted Windsor's economy and heightened the need for additional housing, retail stores and services. The town emerged from the doldrums of previous years and exploded in size as its population increased from 1,564 to 9,896 between 1970 and 2000.

In the mid-1960s, the Westview Addition on the town's west side opened for development. Following the arrival of Kodak, Windsor began to expand into the surrounding countryside at a more rapid pace. Developments of the 1970s that occurred around the town's periphery included Windormere Village (1970), Windsor Village (1971), Windsor West Subdivision (1973), Willow Park Subdivision (1978). The Windsor West Shopping Center was also developed during the 1970s, pushing the town's commercial district to the west along the Main Street corridor. Most of these development projects were concentrated to the west and south of Windsor's historic core. Other residential projects were taking place on former crop fields within a few miles of the town. Along Main Street, several of the facades were remodeled in the 1970s to reflect an idealized German Old-World motif, with the intention of "sprucing up" the commercial district. Development continued through the 1980s and 1990s in the residential additions that were evolving around the town's perimeter.

From the 1990s into the 2010s, Eastman Kodak's business declined as the company failed to adapt to the advent and rapid spread of digital photography. During the first two decades of the 21st century, its operations in Windsor were scaled back and hundreds of employees were laid off. This led to some turmoil as jobs were lost. However, by that time Windsor had become an attractive bedroom community for nearby Fort Collins and Greeley, and with the growth of northern Colorado along the Interstate 25 corridor the town's continued upward trajectory seemed assured. By 2020, Windsor was rapidly expanding into the surrounding countryside through annexations and its population reached 32,716. It is continuing to grow today as the number of residents passes 36,000.

2.2 Sources of Additional Information

Colorado Historic Newspapers:

Fort Collins Courier
Fort Collins Express
Greeley Tribune
Loveland Reporter
Windsor Leader
Windsor Beacon

Fire Insurance Maps of Windsor, Colorado. New York: Sanborn Map Company, 1900-1921.

Hamilton, Candy. *Footprints in the Sugar: A History of the Great Western Sugar Company*. Ontario, OR: Hamilton Bates Publishers, 2009.

Kline, Rachel D. and the Windsor-Severance Historical Society. *Images of America: Windsor*. Charleston, SC: Arcadia Publishing, 2012.

Krakel, Dean. *South Platte Country: A History of Old Weld County, 1739-1900*. Laramie, WY: Powder River Publishers, 1954.

Lindblad, Mary Alice. *A Walk Through Windsor, 1940-1980*. Greeley: Greeley Municipal Museums, 1981.

Newspaper Archives of the Fort Collins Coloradoan, Poudre Valley, Windsor Beacon and Windsor Leader.

Ray, Roy. *Highlights in the History of Windsor, Colorado*. Windsor: Press of The Poudre Valley, 1940.

Shwayder, Carol Rein, ed. *Weld County - Old & New: Chronology of Weld County, Colorado, 1836-1983* (Volume 1). Greeley: Unicorn Ventures, 1983.

Survey Forms and Reports and Historic Context Documents, Prepared for the Town of Windsor, 1997-2019.

Windsor, Colorado, Fire Insurance Maps. New York: Sanborn Map Company, 1900, 1906, 1911, 1921.

Windsor History Museum, Archival Collections.

2.3 Past Surveys and Contexts

Between the mid-1990s and late 2010s, the Town of Windsor had several historic preservation studies completed. Their purpose was to document elements of the community's history of development and to record a number of its built resources. The projects focused upon the core historic area of Windsor. These included the downtown commercial district, the residential district to the south, and early additions to the east and west, and specific resources including churches and the sugar factory. The following presents a recap of these projects along with discussion of their quality and recommendations they might have made.

Historic Resources Survey, 1996-1997: This project was completed in 1996-1997 for the Town of Windsor through funding from the town along with a Colorado State Historical Fund grant awarded to the Windsor-Severance Historical Society. The work was coordinated by a consulting team consisting of Paul Foster, Barbara Norgren and Todd Vess. The survey area included the original Town Plat and 2nd Filing, along with the Lakeview and Park Additions, Kern's Addition, Bowman's Addition, and the Cemetery Addition. These areas were developed during the late 1800s and early 1900s. While survey was limited to buildings constructed prior to 1947, at that time the 50-year age mark, most were much older. Town residents, including high school students and

volunteers from the historical society, were recruited to assist the project by completing historical research and taking photographs.

Work began during the summer of 1996 when a preliminary search of the Colorado Office of Archaeology and Historic Preservation's database determined that 10 random properties in the Windsor area had already been documented. These would be reevaluated and the complete list of 125 buildings to be surveyed was developed. A one-day workshop was held with the volunteers to instruct them on the fieldwork, archival research, and completion of inventory forms. Over the following months, the properties were documented through the completion of inventory forms. Fifty were found to be field eligible for local landmark designation, 2 were eligible for the Colorado State Register of Historic Properties, and 14 were eligible for the National Register of Historic Places.

The project identified two potential landmark districts in the town. One was a proposed Walnut Street District, which would hold 22 contributing buildings. The other was an Elm Street District with 31 buildings and 1 site, Windsor's Town Park. Of the 31 buildings, 25 were determined to be contributing. Among the 125 buildings surveyed, 39 were found to be ineligible for individual landmarking and would not contribute to a potential historic district. The results of the survey were summarized in a brief report. This project represented the beginning of coordinated survey work in Windsor. No specific recommendations were made for further projects.

Downtown Historic Resources Survey and Context, 2008-2010: This project was completed for the Town of Windsor between 2008 and 2010 by architectural historian and consultant Adam Thomas with Historitecture LLC. Assistance was provided by field technician Jeffrey DeHerrera and intern research historian Rachel Kline. Funding was provided by the town along with a Colorado State Historical Fund grant. The survey area encompassed the original downtown commercial district between 3rd Street and 6th Street. It involved the documentation and analysis of 46 properties. Each was recorded in the field and researched through area archives. Landmark eligibility determinations were made, and historic district potential was addressed. The project resulted in the completion of inventory forms along with a detailed report. Another task item in the scope of work involved the production of a video program based upon the survey.

The study concluded that five properties were eligible for listing in the Colorado State Register of Historic Properties and National Register of Historic Places. Fourteen were determined to be eligible for local landmark designation by the Town of Windsor. The project report provided a lengthy and well-written historic context for the Town of Windsor and the development of its downtown district. It also addressed the 1970s idealized German Old-World style as a vernacular motif. Four recommendations were made to the Town of Windsor at the end of the project report. These were that the landmark-eligible properties be nominated; that some sort of historic district be established in the downtown district under certain conditions (see below); that the community's residential areas be surveyed; and that Windsor's newspaper collection be digitized to improve access for research.

Regarding the question of a downtown historic district, the report suggested two possible strategies that might be considered for it to be eligible. The first would involve removal of the German Old-World façades and restoration of their earlier details. While some features apparently survived behind the 1970s alterations, others were likely missing and would require reconstruction based upon physical and photographic evidence. A second strategy would involve maintaining the German Old-World facades and nominating the downtown district as these features reached the fifty-year mark in the 2020s. However, it was noted in 2010 that many of the character-defining details of that motif were already being removed, including half-timbering, multi-light windows, wood-shingled awnings, and lighting and signage. This second

approach was also problematic because the materials and work dating from the 1970s were considered to be of poor quality and the style was not well-liked by many Windsor residents who viewed it as outdated and even kitschy.

Sugar Factory Documentation, 2016: The surviving features of the Great Western Sugar Company factory on Windsor's east side were documented for the Town of Windsor in 2016 through the completion of two inventory forms. This work was done by three graduate students from Colorado State University's Department of History: Natalie Walker, Dustin Clark and Katie Oldberg. They prepared one form for the warehouse building and silos, and a separate form for the adjacent chimney. This unusual approach appears to have been taken because the resources are separately owned. Typically, resources near one another and with a shared historical association (in this case, a factory complex) would be recorded on a single form with both owners listed.

Common to student projects, the inventory forms do not meet current standards for the documentation and analysis of historic properties. Consequently, they should not be relied upon by the Town of Windsor for planning or decision-making. Their shortcomings are typical of student projects, simply because they lack experience in the field.

The sugar factory is an important site that merits the attention of a professional historian and should be documented again and re-evaluated on a single inventory form. This would include an improved architectural description, a more cohesive but brief history of the resource, and substantial evaluation of integrity, significance, and landmark eligibility. The resources were found to be individually eligible for local landmark designation and to the State and National Registers of Historic Places. While they may in fact be eligible for some level of designation, the arguments need to be reformulated and strengthened. Finally, the site is missing from the COMPASS database maintained by History Colorado's Office of Archaeology and Historic Preservation. This suggests that the student inventory forms (which do not include official site numbers) were never filed for review and that the property has not been documented by anyone else.

Church Survey, 2016: This project, also completed in 2016, involved the documentation of eight historic churches in Windsor through the completion of inventory forms. The work was done by graduate students from Colorado State University's Department of History, apparently as a class project. Participants included Raymond V. Sumner, Jed Jackman, Maggie Jones, Kaitlyn Cherry, Bennett Lee, Dylan Perry, Hailey B. Groo and Beth Hodgell.

The quality of the inventory forms is highly variable, and they all contain errors that need to be corrected. Many of the architectural descriptions could be improved and the statements of integrity and significance are generally weak. A few include more solid architectural descriptions and histories. Their shortcomings are typical of student projects, simply because they lack experience in the field. Consequently, the inventory forms do not meet current standards for the documentation and analysis of historic properties, and they should not be relied upon by the Town of Windsor for planning or decision-making.

Because the churches are such important historic buildings, the Town of Windsor will want to have them documented again and re-evaluated by a professional historian to produce reliable information. This would include improved architectural descriptions, more cohesive but brief histories of the resources, and substantial evaluation of integrity, significance and landmark eligibility.

Walnut Street Residential Survey / Architectural Guide to Windsor, 2018-2019: This project involved the documentation of 27 historic residential properties along Walnut Street through the completion of inventory forms. They were accompanied by a document that was titled "Walnut

Street Historical Context." However, in form and content it was an abbreviated project report. A second phase of work involved drafting a document called "A Little Architectural Guide to Windsor, Colorado." These tasks were completed in 2018-2019 by graduate students from Colorado State University's Department of History, apparently as a class project. Participants on the Walnut Street survey included Carly Boerrigter, Rose Gorrell, Andy Olson and Bekah Schields. Other students assisted with the architectural descriptions. The Architectural Guide was written by Andrew Olson.

Review of the Walnut Street survey forms show that they vary in content and quality. None include the required photographs, sketch maps and location maps, and it is unclear whether those items were provided to the Town of Windsor. The architectural descriptions need to be rewritten and various data fields were left blank. While some of the histories were reasonably good, others were very brief. In addition, the source documents they were derived from were not provided in adequate detail. Statements of integrity and significance were either left blank or minimally addressed, and while some made determinations regarding landmark eligibility others did not. Generally, the site forms should be viewed as student material and not relied upon by the Town of Windsor for planning and decision-making until the buildings are resurveyed to professional standards.

The Architectural Guide is a 26-page document that provides a little information about each style found in Windsor along with photographs for illustration. As with the inventory forms for Walnut Street, this was a student project and its quality reflects that. While it is a good start at producing an architectural guide, something that would be of great use in Windsor, the information provided for each style is minimal and there are a number of errors in both the text and accompanying images. This guide should not be relied upon by the Town of Windsor as a reliable source of information.

2.4 Landmarked Properties

[UNDER CONSTRUCTION]

DESIGNATED HISTORIC PROPERTIES IN WINDSOR				
Property Name	Address	Type of Designation	Date of Designation	Other Information
Kaplan-Hoover Site (Bison Arroyo)	Poudre River Trail Corridor	National Register	4/18/2003	
First United Methodist Church	503 Walnut Street	National Register	7/7/2004	CERTIFICATE OF ALTERATION APPROVED BY HPC ON 3/11/2009
Old Town Hall (Art & Heritage Center)	116 N 5th Street	National Register	1/15/1999	
Cheese Factory and Creamery	190 Ash Street	Local Landmark	9/27/2004	DESIGNATED BY ORDINANCE #2004-1195
Windsor Railroad Depot (Part of Museum at Boardwalk Park)	100 N. 5th Street, Unit B	Local Landmark	3/26/2012	DESIGNATED BY ORDINANCE #2012-1427
Park School Building (Current Town Hall)	301 Walnut Street	Local Landmark	2/10/2014	DESIGNATED BY ORDINANCE # 2014-1468
Eaton House (Part of Museum at Boardwalk Park)	130 N. 5th Street	Local Landmark	2/9/2015	DESIGNATED BY ORDINANCE #2015-1493
Halfway House	33327 Weld County Road 15	Local Landmark	9/14/2020	DESIGNATED BY ORDINANCE #2020-1614
Halfway Homestead	33327 Weld County Road 15	Local Landmark	9/28/2020	DESIGNATED BY ORDINANCE #2020-1615
Dickey Farmhouse	33327 Weld County Road 15	Local Landmark	9/28/2020	DESIGNATED BY ORDINANCE #2020-1616
423 Main Street	423 Main Street	Local Landmark	9/13/2021	DESIGNATED BY ORDINANCE #2021-1628
408 Walnut Street	408 Walnut Street	Local Landmark	2/28/2022	DESIGNATED BY ORDINANCE #2022-1644

Note: Windsor Flour Mill (301 Walnut Street) was removed from the National Register following fire in 2017.

Section 3 - Identification of Historic Areas

3.1 Original Windsor Townsite

The Downtown Commercial District: Rather than aligning Windsor on a diagonal in relation to the rail line when he developed the original town plat in 1882, surveyor H. P. Handy aligned its streets with the primary compass points. All of the streets were platted to be 100' wide. While most of the lots in the town's central core were 25' x 190', others around the perimeter were twice that wide. Main Street was placed along the east-west section line that divided Hollister's land from that of the ditch company to the north. The town boundaries ran from North Street (now Ash Street) on the north to Elm Street on the south, and from East Street (now Chimney Park Drive) on the east to West Street (now 7th Street) on the west. Covering an area of twenty-one blocks, three blocks from north to south and seven blocks from east to west, the townsite was bisected by the rail corridor, which ran on a northwest-southeast axis. All of these early features remain evident in Windsor today.



Looking West on Main Street, 2023

Despite demolitions that have taken place over the past 140 years, Main Street and the downtown commercial district in general retain its small-town scale and many of its historic commercial buildings. The buildings are all one to two-stories in height, occupy one or two lots, and the majority are of masonry construction. Most face onto Main Street, with a few oriented east or west toward the side streets. While some retain good architectural integrity, others have been modified to varying degrees. Façade alterations appear to predominantly date from the past fifty years as the community and surrounding region grew in population and property owners, merchants and service businesses strived to maintain a vibrant commercial district. They also faced the challenge of competing with emerging shopping centers in the much-larger communities of Fort Collins, Greeley, and Loveland. In recent years, Windsor's Downtown Development Authority has conducted a facade renovation program, providing financial assistance to property owners. The

program's purpose has not been to restore the facades to their historic appearances, but to improve the look of individual buildings and the downtown district as a whole.



Main Street Commercial Buildings, 400 Block, South Side



Main Street Commercial Buildings, 400 Block, South Side

Among the many commercial buildings that date from the late 1800s and early 1900s, several retain enough of their original or early architectural details and character that they are instantly recognizable as historic. These include the following properties, all of which exhibit their original massing, materials, and strong elements of historic facades:



406 Main St.



Barbershop, 411 Main St., Built 1915



**414 Main St., Windsor Mercantile and
Odd Fellows Hall, Built 1898**



427 Main St.



423 Main St.



512 Main St., John Brunner & Co. Building



426 Main St.



514 Main St.



515 Main St., Yancey Block Built 1905



217 5th St., Mountain States Telephone & Telegraph Building, Built 1910



520 Main St.



Lot 8, Block 6, Facing the Railroad Corridor

Two additional historic buildings toward the east and west ends of the early commercial district have been modified but are still recognizable. One of these is the Windsor Mill at 301 Main St. Constructed in 1899, the facility played an important role in the processing of locally-grown wheat into flour. Flour milling declined in the early 20th century as more lucrative sugar beets replaced wheat crops. The facility was then used for decades as an animal feed processing and sales facility.

In 1998, the property was listed in the National Register of Historic Places and work began to stabilize and rehabilitate it for new use with the help of private funding and grants from the State Historical Fund. Due to the financial struggle involved in this massive effort, it was placed on Colorado's Most Endangered Places list in 2002. No one understood at the time how endangered the building would be in the coming years. In 2008, the facility was heavily damaged by a tornado that struck Windsor. While it was being repaired and adapted for new use in 2017, most of the building was destroyed by fire. Since that time, the surviving basement and lower level of the brick portion of the building were retained while the rest of the facility was rebuilt to reflect the essence of its historic character and appearance. The mixed-use property has been turned into one of Windsor's premiere venues for dining and entertainment and is an example of historic reconstruction and adaptation.



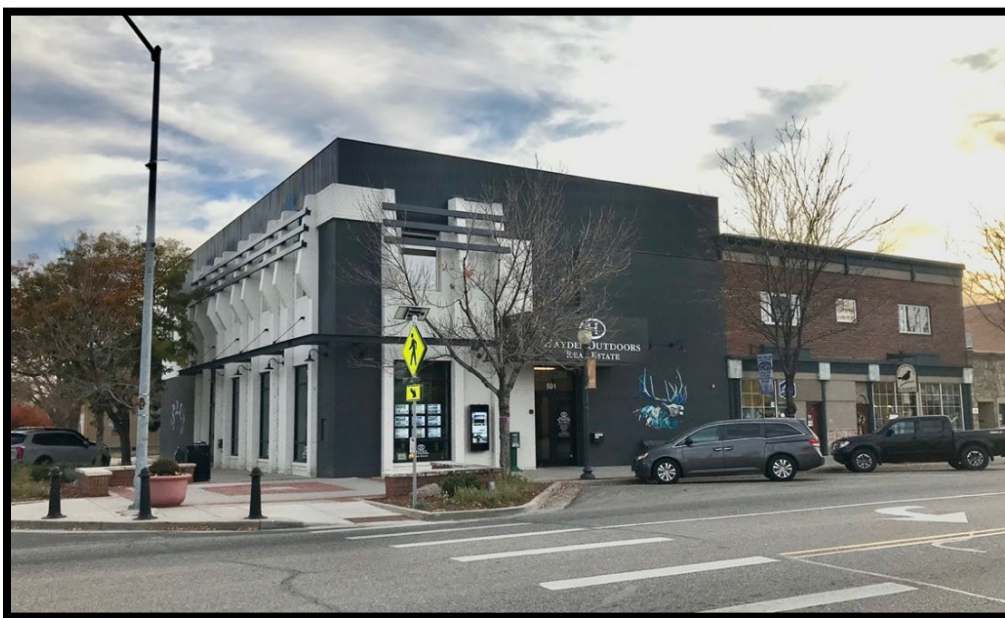
Windsor Mill, 301 Main St.

Toward the west end of Main Street is a former gasoline station at 529 Main St. Built in 1963, the facility housed a Frontier gasoline station followed by a Husky gasoline station. It is no longer in use for this purpose but now houses a retail store. Despite alterations to the building's exterior, it is still recognizable as a historic mid-20th century gasoline station. This is evident in its oblong-box form with a two-level roof and cantilever. The original office space remains, complete with its large plate-glass windows. The taller area that contained the service bays is evident on the east and the entrance to the restroom remains on the west.



Frontier-Husky Gasoline Station, 529 Main St.

Another remodeling project that took place in 1970 involved the First National Bank of Windsor at 501 Main St. Located on the prominent southwest corner 5th and Main, the two-story building was constructed in 1919 and was one of the town's most notable examples of early 20th century commercial architecture. Modification of its exterior began in the summer of 1970, effectively stripping the building of its historic style and appearance. The windows and decorative features were removed, and the building was clad in new brickwork. Vertical brick pilasters, buttress-like in appearance, were applied to the east wall and part of the north façade. Plate-glass windows were installed along the main floor, with paired windows on the upper floor. When the project was completed, the building retained its original two-story massing but nothing of its historic materials and appearance remained. It was a modern alteration of the era and does not appear to fit into the prevailing Old-World motif that was transforming much of Main Street.



First National Bank of Windsor, 501 Main St.

The Old-World Motif: By the late 1960s, Windsor's downtown was struggling after years of stagnation and competition from shopping centers that were emerging in Fort Collins and Greeley. Denver and its many opportunities for shopping and services was also just an hour away by automobile on the recently-completed interstate highway. In Windsor, the downtown commercial district had several vacant store spaces, and its historic buildings needed attention. Pressure to revitalize the downtown district increased when Kodak announced its plans to build a massive manufacturing facility in southeast Windsor, signaling that the town was about to experience tremendous growth. Something needed to be done to improve the look of Main Street and entice shoppers to spend their time and money locally rather than drive elsewhere.

In February 1968, mayor Wayne Miller suggested to the members of the Windsor Chamber of Commerce that downtown be provided with a facelift based upon a "German motif" that would reflect the heritage of many of the town's residents along with those who lived and farmed

nearby. Concerned that Main Street might devolve into something like Denver's seedy Larimer Street, the editor of the *Windsor Beacon* addressed the community's need for downtown revitalization in several editorials, discussing approaches that might be taken. The most extreme would involve leveling the entire downtown and rebuilding it into a model shopping district using federal funds that were available for urban renewal projects. However, it was feared that this would strip the town of its local businesses in favor of chain stores and large merchandisers. No mention was made of historic preservation, an approach that was in its infancy at the time. Piecemeal repairs and storefront remodels were failing to address the larger problem of downtown's decline. The newspaper's editor concluded that the Chamber of Commerce needed to develop a cohesive plan so the owners of downtown's buildings could work individually and together to bring Main Street back to life.

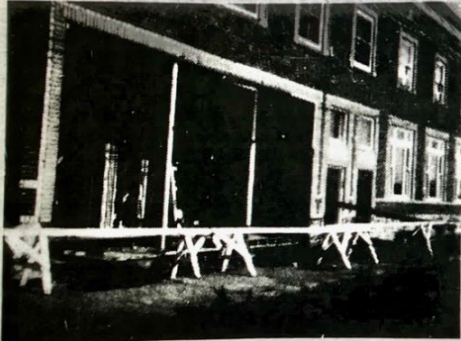
In October 1968, the Chamber of Commerce appointed a Main Street committee to study the problem and devise a solution. The committee initially met with representatives of Kansas City-based Fashion, Inc., a firm that specialized in remodeling and modernizing downtown districts. Fashion, Inc. proposed that the Chamber of Commerce cover the cost of having the upper facades throughout downtown clad in corrugated steel panels in various colors. The storefronts would then be remodeled by the property owners to their own liking. This plan was rejected. The editor of the *Windsor Beacon* called for some of the more dilapidated historic buildings to be demolished, while the rest would receive façade remodels based upon a common theme.

The Chamber of Commerce ended up engaging H.O.H., a planning consultant that studied Main Street, met with property and business owners, and had architectural sketches drafted to inspire thinking about the area's future appearance. At a public meeting in January 1969, the idea of a "German motif" was mentioned again but no action was taken to develop a comprehensive plan or guidelines or to implement changes to the buildings. In April 1970, the members of the Chamber of Commerce voted to use the "Old-World" motif (the term "German motif" was no longer being used) for the downtown area. It was expected that this would pave the way for town officials and staff to begin planning for other improvements to the district, including lighting and parking. It was also expected that an architectural review committee would be established to review property owners' plans for their façade remodels. The motif could not be required by the Town of Windsor or Chamber of Commerce unless the property owners created a covenant, so owner participation would be voluntary.

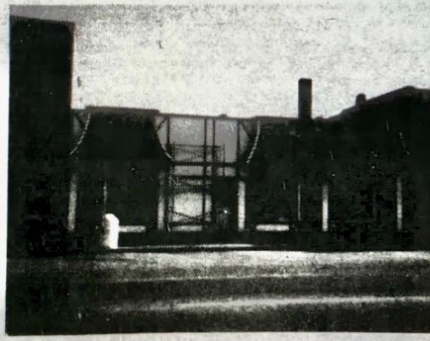
Encouraged by the Chamber of Commerce, the first property owners moved to remodel their facades in the spring of 1970 to the "Old-World" appearance. Wayne Lieser, the owner of Lieser's Corner Drug, and Dr. Ronald Hansen, who owned four Main Street buildings, signed contracts with the Epcon Company to begin work. Dr. Kadlub was also in the process of having plans prepared for his building and engaging a contractor. Work on these facades and others to follow typically involved the removal and obscuring of historic materials and details, followed by the installation of stucco, faux half-timbering, fixed awnings that were either metal or clad in wood shingles, carriage lamp sconces, and signage that was in English but employed some "Old-World" fonts. The appearance of downtown Windsor began to change one building at a time as its late 19th and early 20th century American commercial appearance disappeared behind an idealized faux central European village. Most of the work was done by the Epcon Company, which was engaged by many of the property owners.

"Old World" Motif Is Beginning to Show on Main St.

Remodeling to the tune of an Old World motif is progressing on several store fronts on Main Street. The biggest job, remodeling inside and out, is the bank. Shown below at left is the gap in the wall which once was the front of the Public Service company and Dr. Sabin's office.



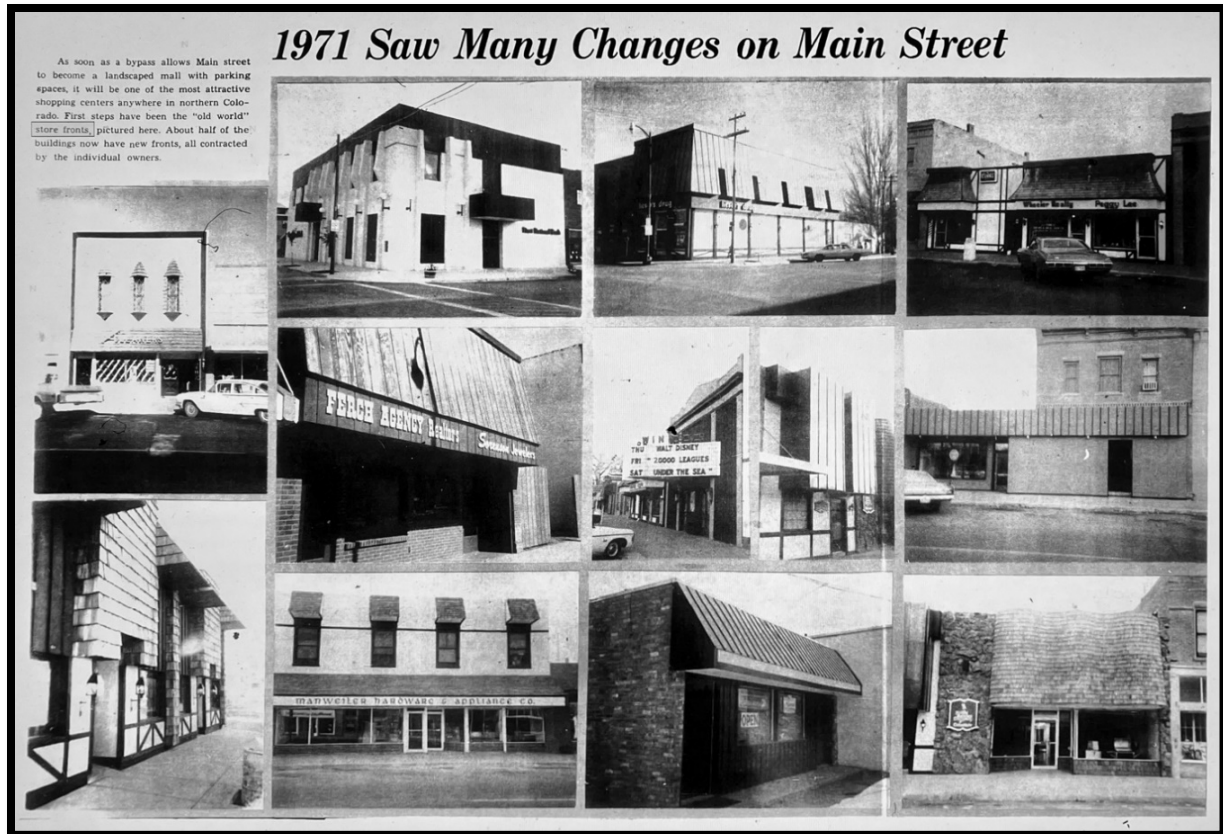
Below center is the Hansen building on the north side of Main Street, housing Russ's barber shop, the Cozy Inn, Wheeler Realty and the Peggy Lee shop, and at right is the front of Lieser's drug store. Photos were taken early Saturday morning—before parked cars lined the curbs.



Windsor Beacon, 30 July 1970, p. 1

In the meantime, the Town of Windsor had little say in the remodeling of facades other than to ensure that changes complied with the building code. This proved to be somewhat controversial, and the subject came up for discussion at town council meetings. Of particular concern was the question of fire danger associated with the wood shingle-clad awnings and other materials and construction techniques being employed. The planning commission continued to push for a comprehensive downtown plan and Mayor Miller continued to encourage property owners to move forward with the Old-World motif. He also sought city council action that would make the motif official. Town planner Joe Simmons warned that this raised significant questions about what design features would constitute the elements of the motif, and who would regulate remodeling plans.

By August 1970, the Chamber of Commerce had appointed and activated an architectural review committee to review façade plans before permits were issued by the Town of Windsor. The first façade remodels were already being completed, others were soon approved, and the Old-World motif was gaining momentum. In November 1970, Public Service Company announced that it would be remodeling its façade at 422 Main St. to meet the motif, complete with a heavy shingle-clad awning with a curvilinear shape and framing rockwork. Façade remodels continued through 1973.



Windsor Beacon, 30 December 1971, p. 12

The impact of Windsor's shift to an Old-World motif in the downtown area was not all positive. Once the work was completed, many property owners raised rents to cover the costs. This started to drive up the cost of doing business in downtown Windsor for both business owners and their customers. In February 1972, a letter to the editor appeared in the *Windsor Beacon* questioning the impact of faux Old-World alterations upon the town's authentic historic architecture and heritage. While this comment was largely ignored, it did raise a question that would become more salient over the following years as historic preservation was integrated into urban planning nationwide.

Another concern was that after all the trouble and expense of remodeling the facades, Windsor's commercial district did not experience the economic boom that was expected. While some residents of the town and surrounding countryside continued to patronize downtown businesses, many others headed for the modern shopping centers that were continuing to emerge in the surrounding communities. The situation was exacerbated by the opening of the Greeley Mall and Foothills Mall in Fort Collins in 1973. Some in Windsor began to consider closing a few blocks of Main Street to traffic and converting the street and adjacent commercial buildings into an Old-World themed shopping mall. This idea never gained steam and it would be a few years before the commercial district began to draw shoppers in larger numbers again.

The question today is what is left of the Old-World motif in downtown Windsor? Field work completed for this study found that most of the 1970s alterations have been removed and replaced. While some of this occurred over the past few decades, the Chamber of Commerce's

façade revitalization program of recent years has so far resulted in seventeen remodels with more likely to occur in the next few years. This leaves Windsor's downtown commercial district with a remnant of the motif. The following buildings are either largely intact from the 1970s or retain some features from the era:



418 Main St.



424 Main St.



421 Main St.



431 Main St.



422 Main St.



508-510 Main St.



517-519 Main St.

Public Buildings and Health Care Facilities: Windsor's original townsite holds several historic buildings that were originally built and used as public facilities or centers of medical care. All appear to be in excellent condition and remain in use today as vital parts of the community. While some are locally designated or listed in the National Register of Historic Places, all seem likely to be eligible for some level of landmark designation.

The original Town Hall at 116 5th St. was built in 1909 and served as a meeting place for the town council, housed the community's administrative offices and records, contained a jail cell, and was used by the fire department and police department. The second floor also contained a public meeting room. In 1999, the building was listed in the National Register of Historic Places. It now serves as Windsor's Art & Heritage Center and is registered as a Town of Windsor landmark.



Historic Town Hall / Current Windsor Art & Heritage Center, 116 5th St.

Constructed in two phases between 1904 and 1910, the Park School at 301 Walnut St. served Windsor for years as its primary educational facility. After junior high and high school buildings were constructed on the west side of town between 1919 and 1921, the Park School continued to house grades one through six for several more decades. When Tozer Elementary opened in 1961, the Park School was vacated. Renamed the Park Building, it then housed the school district's administrative offices, a nonprofit preschool, and a senior citizens' center. It also provided the community with meeting rooms and various activities.

The Town of Windsor began to occupy the building in the mid-1980s. In 2010, the building was restored on the exterior and remodeled on the interior, and it continues to serve as Windsor's Town Hall to the present day. The building appears likely to be eligible for local landmarking and designation to the State and National Registers of Historic Places.



Historic Park School / Current Town Hall, 301 Walnut St.

Another historic building related to education in Windsor is Cohagen Hall, located at 519 Walnut St. Prior to around 1920, teachers were almost exclusively single women who boarded with local families. As the community's population grew in the early 20th century, more teachers were needed to staff classrooms and the school district found it increasingly difficult for them to live in private homes. A solution to housing teachers needed to be found.

This two-story building with a raised basement was constructed in 1921 to serve as a teacherage capable of housing 32 female teachers. Required to live there, they were subject to strict enforcement of rules overseen by a house matron. These included that the exterior doors be kept locked, quiet hours be maintained, smoking was not allowed, and male visitors were restricted to the parlor. Cohagen Hall continued to be used as a teacherage through the 1940s, after which rooms were rented to teachers, college students, and married couples. The building was remodeled into several apartments starting in the 1950s and then sold in 1970 to a private party. It became known as the Cohagen Apartments and is evidently used for that purpose today. The building was locally landmarked in 2014 and appears likely to be eligible for designation to the State and National Registers of Historic Places.



Historic Cohagen Hall, 519 Walnut St.

Another historic school building stands on the west side of Windsor, northwest of the intersection of 8th St. and Main St. This is the former Windsor High School that was constructed in 1919. The building was substantially modified and greatly expanded during the 1960s and then replaced in 1975 with construction of a new school on adjacent acreage that had been acquired to the northwest. After the building was vacated, it became the town's Middle School, housing grades six to eight. It continues to be used for that purpose today. Due to the extensive alterations made to the building and the negative impact they had upon its architectural integrity, it does not appear to be eligible for local landmarking or designation to the State or National Registers of Historic Places.



Windsor Hospital, 216 5th St.



Bartz Memorial Hospital, 214 7th St.

Starting in 1936, the Windsor Public Library occupied a former schoolhouse at 3rd St. and Walnut St., followed by over a decade in the second floor of the old Town Hall on 5th St. In 1961, the library moved into a new building at 214 5th St. that had been constructed for its use. Designed by Greeley architects Einhorn and Nash, who also prepared the plans for Tozier Primary School in Windsor, the project was funded by public subscriptions along with a sizable donation from the American Legion post.

The building was a commercial or public-use expression of what has been termed the Contemporary style of architecture, which was at its height in the United States between approximately 1945 and 1990. Inspired by the work of Frank Lloyd Wright and commonly employed on houses, the style's defining characteristics include low massing with a very low-pitched and often front-gabled roof, widely overhanging eaves with exposed roof beams, windows placed just below the eaves, and the use of natural materials including brick.

The Windsor Public Library continued to occupy the building until the mid-1990s, and it now houses a dental clinic. The former library is one of the town's most significant Contemporary style buildings. Showing little evidence of alterations, it appears to be eligible for local landmarking and possibly designation to the State or National Registers of Historic Places.



Windsor Library, 214 5th St., Built 1960-1961

Another important mid-20th century Modern building is the US Post Office at 215 6th St. From 1920 to 1957, the post office was located at 428 Main St. followed by a decade from 1957 to 1967 at 430 Main St. Preliminary discussion about a new post office started in 1966 and in February 1967 the *Windsor Beacon* announced that a building would be erected on 6th Street. Conforming to US Post Office requirements, the facility would be privately built and owned, and then leased to the federal government. A request for bids was advertised in May and the contract was awarded to Kelsey Pottenger Jr. of Castle Rock, Colorado. Construction was completed by the end of the year and the editor of the newspaper described the new post office as “one of the prettiest buildings in town.” It appears to be eligible for local landmarking and possibly designation to the State or National Registers of Historic Places



United States Post Office, 215 6th St., Built 1967

Historic Residences Along Main Street: Historic residences are present along Main Street to the east and west of the commercial district, predominantly east of 2nd Street and in the two blocks from 5th Street to 7th Street. (The houses west of 7th Street are addressed in the Bowman's Addition discussion below.) Architectural features among these houses indicate that those to the east, close to Windsor Lake, the Windsor Mill, and the Great Western Sugar Company factory, are typically vernacular and modest in size. This suggests they were likely occupied by factory and farm workers, along with others employed in working-class jobs. Although some remain in use as residences, other houses to the west have been converted to offices and for small service businesses such as a spa or salon. Most exhibit elements of distinct architectural styles such as Queen Anne, Edwardian, Craftsman and Terrace. Various alterations appear to have been made to adapt some of the houses to commercial uses. While some might be individually eligible for landmark designation, most seem likely to contribute to a future historic district in this area.

Examples of Houses in the 500 and 600 Blocks of Main Street



521 Main St.



601 Main St.



Dr. Porter House at 530 Main St.



605 Main St.



612 Main St.



616 Main St.

Windsor's Original Residential Neighborhood: Located directly south of Main Street is Windsor's original residential neighborhood, which holds approximately 140 houses. These stand along both sides of Walnut Street and the north side of Elm Street between Chimney Park Drive and 7th Street. A small number of the houses face onto the intersecting numbered streets. Most date from the 1880s through the 1920s, along with some infill that might have taken place following World War II. While some of the houses are vernacular, many others represent a variety of architectural forms and styles. These include Queen Ann, Edwardian, Foursquare, Hipped-Roof Box, Gabled-Ell, Craftsman and Bungalow. A single Rustic style log house is located at 620 Walnut Street. Very few non-historic changes appear to have taken place in this area and it seems to be an excellent candidate for landmark status.

The 2010 Downtown Historic Context recommended that all of Windsor's residential neighborhoods be surveyed. Walnut Street's residential properties were then the subject of a student project in 2018-2019 that resulted in site forms and a very brief history of its development. The study concluded that a full intensive-level survey of Walnut Street be completed. That should extend to the north side of Elm Street, covering the entire original neighborhood. However, due to the large number of resources in this area, what might be more practical is a reconnaissance survey, including the historic public buildings and churches, followed by an intensive-level survey of select properties. This could then form the basis of a district nomination.

Examples of Historic Houses Along Walnut Street



Houses in 200 Block of Walnut St.



Houses in 300 Block of Walnut St.



Houses in 400 Block of Walnut St.



House at 616 Walnut St.



Houses in 400 Block of Walnut St.



House at 705 Walnut St.



House at 601 Walnut St.



House at 710 Walnut St.



House at 812 Walnut St.



House at 813 Walnut St.

Examples of Historic Houses Along the North Side of Elm Street



House at 124 Elm St.



House at 318 Elm St.



House at 214 Elm St.



House at 410 Elm St.



House at 412 Elm St.



House at 416 Elm St.

Churches in the Original Residential Neighborhood: Windsor's original residential neighborhood contains seven churches that are scattered among its numerous houses. They were constructed between 1900 and 1957 to serve the English and German-speaking communities that were present in the town and surrounding countryside. The First United Methodist Church at 503 Walnut St. was listed in the National Register of Historic Places in 2004. Three years later, the congregation received a large State Historical Fund grant that was used to restore the building. Although the other churches have experienced various alterations, as some of the most prominent historic buildings in Windsor they merit consideration for local landmark designation. Some might also be eligible for the State or National Registers of Historic Places.



**Christian Church of New Windsor
530 Walnut St.**



**Zion Evangelical Lutheran Church
129 Walnut St.**



**German Congregational Church
130 Elm St.**



**St. Alban's Episcopal Church
311 6th St.**

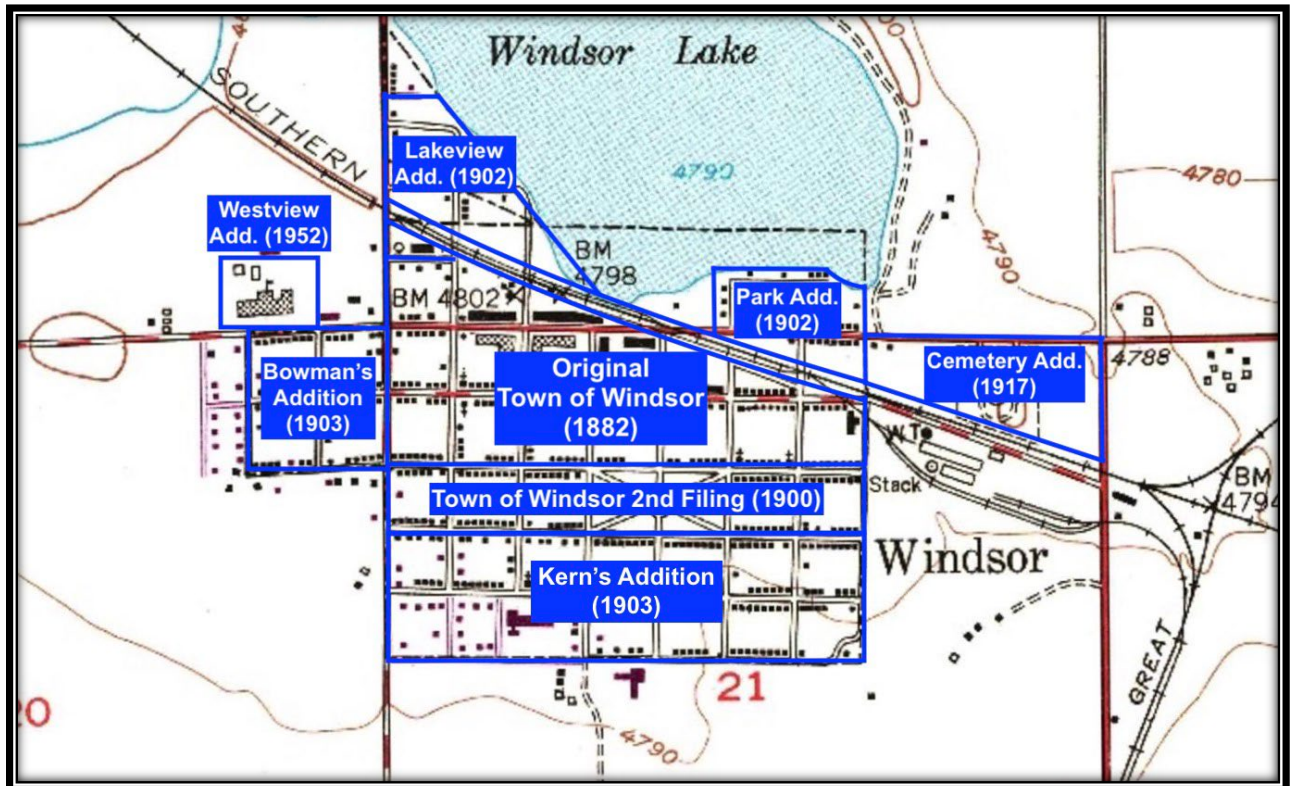


**St. John's Evangelical Lutheran Church
102 Elm St.**



**Bethel American Lutheran Church
328 Walnut St.**

3.2 Historic Additions to the Townsite



[UNDER CONSTRUCTION]

3.3 Agricultural Areas

[UNDER CONSTRUCTION]

Section 4 – Education and Outreach

4.1 Value of Historic Preservation

Rather than locking historic sites away, historic preservation demands that new uses be found and that historic sites become vital and active places, complementing and directing new development. Repurposing old buildings reinforces development patterns of the past and creates nodes for pedestrian activity and engagement with significant community sites. Historic preservation plays an important role in the physical organization of a town. Historic sites become centers of activity, increased activity translates to new opportunities for housing options, economic development, and innovations that support the long-term sustainability of the town. Both commercial and residential history is important to preserve, and the historic sites allow for unique options, and can always contribute to *heritage tourism*, defined by the National Trust for Historic Preservation as “travelling to experience the places, artifact, and activities that authentically represent the stories and people of the past and present. Cultural, historic, and natural resources make up heritage tourism sites.” https://www.achp.gov/heritage_tourism

Windsor's foundation can be reinforced by prioritizing historic preservation, and therefore solidified for future generations to build upon. The value proven to be associated with Historic Preservation include increased opportunity for economic development, protection of the environment, protection of the character of the town, and so much more.

Historic Preservation and Economic Development

The economic benefits of historic preservation have been widely proven in Colorado and across the nation for decades. Since the early “Main Street” movement - a role model program in



downtown revitalization begun in the 1970s - historic preservation has grown to become a fundamental tool for strengthening communities and an effective method to achieve a wide range of public goals. Small business incubation, affordable housing, sustainable development, neighborhood stabilization, commercial district revitalization, job creation, promotion of the arts and culture, small town renewal, and heritage/cultural tourism are established examples of preservation-enhanced, “place-based” economic development. Windsor's Downtown Development Authority has a current program that seeks improvement of downtown facades to support this notion.

Historic Preservations contributes toward shared goals of increasing tax base and property values around historic resources, encouraging private investment for historic areas by demonstrating a commitment to a property, district, or neighborhood. Place-based economic development can be launched by tourism

surrounding historic places and heritage. There is also evidence that rehabilitation of places offers a higher return on investment for job creation than new construction or manufacturing because of its reliance on artisanship rather than the purchase of materials. Preservation can create jobs and can promote long-term occupancy for buildings being underutilized.

A 2017 report by Clarion Associates, *Preservation for a Changing Colorado: The Benefits of Preservation*, provides that:

...every \$1 million spent on historic preservation in Colorado leads to \$1.03 million in additional spending, 14 new jobs, and \$636,700 in increased household incomes across the state. And preservation will continue playing an important role over the next 50 years, helping local communities adapt to trends that will bring significant changes to Colorado. Larger economic trends also are changing the ways in which Coloradans work, and preservation is providing new spaces for creative communities and co-working.

As explained by the National Trust for Historic Preservation, “place-based strategies build on the existing, unique assets [of] areas, including natural and scenic amenities, cultural heritage and traditions, and distinctive historic structures and landscapes Protecting and enhancing their assets contributes to an improved quality of life that helps retain existing residents and attract new investment.”

Numerous seminal studies over the last 30+ years, including the 2011 PlaceEconomics report, *Measuring Economic Impacts of Historic Preservation: A report to the Advisory Council on Historic Preservation*, supports these findings regarding historic preservation's role in economic development:

- Historic preservation helps enhance cultural vitality and identity, which in turn works to attract tourists, inspire community-based volunteer-ism and increase tourism employment Increases the demand for labor and increases business for local suppliers
- Effectively targets areas appropriate for public intervention
- Creates jobs in short term construction and long-term occupancy
- Increases tax bases and property values
- Reusing buildings and existing infrastructure often reduces overall project and maintenance costs
- Preservation activity can impact and encourage private investment in an area by demonstrating public commitment to a district or neighborhood
- Historic tax credit programs encourage and stimulate historic preservation activity. Tax incentives, which Colorado has embraced with two state historic tax credit programs, attracts businesses and home buyers to older urban areas and historic districts, encouraging the reuse of old buildings rather than adding to suburban sprawl with new buildings
- Historic preservation is an effective planning policy to combat urban blight, reduce crime, and address affordable housing issues.

Historic Preservation and the Environment

In accord with the Historic Preservation Plan community input event held 22 March 2023, attendees emphasized how much Windsor Lake is treasured. Not only is it historically significant, but it also contributes to the environment and wildlife as a character-defining feature of the community. Preservation of historically significant landscapes includes avoiding degradation of the resource. In the case of Windsor Lake, the *Open Space and Trails Strategic Plan* notes the high usage of Windsor Lake for motorized boating and paddle sports, fishing, heavy use on the

surrounding trail, and wildlife viewing. It acknowledges challenges to maintenance of the resource including noxious weed management and shoreline habitat quality diminishment, along with the dog park and motorized boat access that produce noise, disturb wildlife, and contribute to the degradation of the resource. Finding balance between the benefits of access to this resource and the resource's health into the future necessitates understanding through education and enforcement of rules that respect the resource. The Mission statement for *The Secretary of the Interior's Guidelines for the Treatment of Cultural Landscapes* explains that the Department ensures that "development is in the best interest of all our people by encouraging stewardship and citizen participation in their care." The simplicity of movements like LNT, "Leave No Trace" can be bolstered with lessons on the historical significance to the community of Windsor, its establishment, and its future.

The history of Windsor Lake is intimately tied to the community's history and even predates the town's establishment, when there was just a small encampment at its shore. Once a watering hole for buffalo, the lake, which is actually a constructed reservoir was developed as "Lake Hollister," to provide recreational opportunities, wildlife solace, and agricultural irrigation opportunities. The future quality of the lake will be determined by regulation for its protection or lack thereof.

Historic Preservation allows for usable, attractive buildings on developed land, it is a form of environmentally conscious infill development. The reduction in new materials necessary directly relates to the reduction in *embodied carbon*, the amount of carbon emitted during the construction of a building. These reductions, coupled with the ability to utilize existing infrastructure makes preservation and redevelopment the gold standard of development. This is especially true when developers or municipalities are careful and considerate of the important and unique features that make a place historically significant or that tie it to a distinct period in a form of context-sensitive design to carry on a legacy. Among the major findings on historic preservation's role in sustainability, reported in the Saving Places research policy "Older Smaller Better" are:

- All across America, blocks of older, smaller buildings are quietly contributing to robust local economies and distinctive, livable communities. Numerous studies, reports, and research analysis demonstrate the unique and valuable role that these older, smaller buildings play in the development of sustainable cities. Established neighborhoods with a mix of older, smaller buildings perform better than districts with larger, newer structures when tested against a range of economic, social, and environmental outcome measures.
- Buildings are more than their individual components. The design, materials, type of construction, size, shape, site orientation, surrounding landscape, and climate all play a role in how buildings perform. Historic building construction methods and materials often maximize natural sources of heating, lighting, and ventilation to respond to local climatic conditions. The key to a successful rehabilitation project is to identify and understand any lost original and existing energy-efficient aspects of the historic building, as well as to identify and understand its character-defining features to ensure they are preserved. The most sustainable building may be one that already exists. Thus, good preservation practice is often synonymous with sustainability.

(Source: <https://forum.savingplaces.org/act/research-policy-lab/older-smaller-better>)

Historic Preservation and Community Character/Quality of Life

Human memories are grounded in place. How each of us experiences the built environment is shaped in our awareness that historic places have touched our lives and are pivotal to our memories. Of the many ways humans perceive history, the most profound is through the built environment. How we feel about the built environment and the way it allows us to act, interact,

think, and reflect are all important aspects of the character of a place. We value our ancient vistas and our durable historic places because they enrich our quality of life.

Throughout the process of creating this plan, feedback was gleaned from community members which included negative acknowledgment that there are some changes being formulated or actively happening that impact the long- standing character of a neighborhood, the historic significance of existing buildings or landscapes, the pedestrian-scale of downtown, and the Windsor Lake area. This feedback also made it clear that community members are often reluctant to pursue stringent or restrictive regulations. Rather, they look for balance between old and new through community education, outreach, incentives, and selective review techniques that are already in-place. Some additional regulation may be welcomed if it is first vetted by the public and outreach contains an educational component.

Smart historic preservation policies recognize that not all old buildings are salvageable. Some may be functionally, technically, or architecturally beyond redemption. Older buildings may need updating to meet today's living standards, involving the incorporation of new materials and environmental systems. This Plan utilizes this understanding and suggests ways to rank-order or prioritize preservation initiatives or projects based on several factors. (See section 5.7)

4.2 Existing Education and Outreach Programs

It is clear that Windsor and its community members have already made great strides to prioritize their history, with excellent community resources such as the Windsor History Museum and the programmatic activities and outreach it takes on, the Clearview Library District which provides access to books and online resources to discover historic information about Windsor, and the Town of Windsor with its existing preservation program, Historic Preservation Commission, and regulations regarding the importance of preservation of historic resources. Another great example of existing education and outreach tools is the Windsor Project Connect website, which implores residents and stakeholders to engage with community resources, policy, and programs. Windsor has an awards program for historic preservation, which could be bolstered or reimagined to create a more meaningful impact on residents and participating businesses or historic resource owners.

4.3 Branding and Public Engagement

For any branding program, a historic theme should take the forefront. Throughout Windsor's many iterations, there remains some disconnect between the drivers of development of the ages, industry. The industries of the past ranged from agricultural to value added product, railroad shipping. Although perceived as disconnected, the story of Windsor is intriguing, one of resilience and adaptation, and worth celebrating. A compelling edge to spreading the stories from the different Eras (1865 Cheyenne and Arapaho tribes ceded their claims to the land, 1869 Settlement (Meeker and Greeley) Colony of 400 homes, 1873 Halfway house John Hilton: Hiltonville, Dryland farming, Jacoby Farm History, the Railroad (Location between Fort Collins and Greeley), Flour & Sugar, Kodak era, 2008 tornado, to the standing display of productive adaptive reuse – Windsor Mill.

A consistent brand needs to be articulated that captures the dynamic nature of the town through its many phases that currently may appear to be “random” and highlight that a community such as Windsor can define its place in the web of development along the northern Front Range and continue to succeed by remaining adaptive to change.

In some cases, community members can rally around one specific piece of their built heritage and gain momentum for protection of other historic resources in the wake of those efforts. Windsor's historically significant areas include Windsor Lake, Kaplan-Hoover Site, First United Methodist Church, Old Town Hall, Cheese Factory and Creamery, Windsor Railroad Depot, Park School Building, Eaton House, Halfway House, Halfway Homestead, Dickey Farmhouse, and more. (See map in Section 7.1)

4.4 Signage and Wayfinding

Storytelling is a vital tool that can help define a “brand” for Windsor's history. The History Museum has publicized historic storytelling to connect with youth and through people with a long history with the community. Establishing an inclusive brand means that Windsor is open to newcomers, all generations, backgrounds, and creeds being connected, and elevated by their connection, to the historic resources within the community. The brewery demonstrates an example of an adaptive reuse of historical structures with a silo-turned bar. This place can be utilized for outreach, as we have done for prompting feedback on this Plan. This type of reuse can encourage people to blend their recreation and leisure activities with historic preservation.



Historic Walking tours, and town celebrations surrounding Windsor's history and historic resources are great ways to passively include the entire population, as well as tourists and visitors. Wayfinding that includes Historic sites as places of interest can create a very immersive pedestrian experience. Targeted outreach to schools, senior centers, and organizations within the community could provide benefits as well. In any case, the town has already achieved a great deal of community support for preservation and utilizing the recommendations in this Plan will help to propel Windsor toward even more winning achievements.

Section 5 – Goals and Policies

5.1 What are the resources we want to protect?

We want to safeguard the heritage of the town by historical designation and associated regulation of buildings, districts, landscapes, sites, and structures that signify the town's history. We also want to ensure that new development preserves or enhances the character of the Downtown and historical designated buildings, districts, landscapes, and structures. We seek to promote the town's history and foster public support, appreciation, and understanding of historic resources through public education and partnerships.

Many of Windsor's historic resources have been previously identified in inventory surveys including certain residential streets, publicly owned buildings and structures, industrial and civic spaces, parks and open spaces, and commercial areas. Only a small percentage are protected. It should be noted that the National Register listing affords no protection nor triggers design review at the local level.

5.2 How can we achieve protection?

Developing incentives for the preservation, restoration, and adaptive reuse of historic structures is a strategy to achieve protection, but more than that, protection is achieved through a strong, enforced ordinance that is properly administered and understood by the appointed body whose job it is to apply the preservation regulations. In the case of Windsor, only formally landmarked historic properties go through a design review process. There are regulations for certain areas of town as noted, but it could be important for the HPC to establish guidelines for which local properties are subject to their input and review. In order to create their guideline, the HPC can use this Plan to identify the historic trends and characteristics of the community that warrant protection.

Since preservation is a local effort, listing a property on the National Register of Historic Places is not the only action needed, and this protection requires the property owner's consent. For example, the town can harness the public input received to designate larger geographical areas through the creation of historic overlays and districts that may have distinctive characteristics, related uses, or collectively represent a certain period. Windsor Lake was identified in a public meeting as a notable area that is suitable for this kind of district designation, downtown, and some neighborhood areas could also be designated. This districting strategy can work to create more historically potent neighborhoods where the experience of interacting with historic resources embraces and bolsters the unique charm of that area. The Action Item List found in Section 6 of this plan provides a proposed roadmap for effective preservation efforts and must be carefully studied, prioritized, and implemented where found appropriate.

5.3 Existing Land Use and Preservation Codes

Alignment, balance, and preservation of character are some of the guiding principles of Land Use planning. The town has done much work to implement land use strategies that further the goals of the town. The goal of this Plan includes creating alignment between the land use regulations, preservation standards, and the guiding documents such as the Windsor Visions 2025 Plan, Downtown Corridor Plan, and the 2016 Comprehensive Plan, or identifying where there is disconnect. The goals and policies in this Plan build upon those identified by past planning efforts

to help guide growth and development in a way that is respectful to historic resources. They are intended to serve as a policy guide for additional plans as they relate to identified historic resources of Windsor.

Existing provisions, especially in the *Downtown Corridor Design Guidelines* contain objectives to maintain historic resources and aim to create a pattern in the design of new development near historic resources. Architectural standards aid in suiting a pedestrian-scaled, walkable downtown core that is vibrant, and avoids trending materiality and sticks with the classics to remain cohesive with the surrounding historic buildings.

The Guidelines articulate the importance of preserving “the historic heritage of the original core community” and explains that surveys completed by Windsor residents display a clear preference for keeping the “Small Town Feel.” Land Use regulations can promote this shared community value and have already made strides to do so. Promotion of unique destinations and innovative adaptive reuse of historic structures in the town center will further advance the notion that a nod to the history of the town is important for community connection and a highlight of the community. Retrofitting buildings in a way that increases their viability, while protecting the historic character should be a goal with any updates to preservation code. The code should be protective but not overly restrictive so that a large variety of businesses would be able to exist within historic buildings and highlight past architecture as a unique advantage to occupying the space. According to community outreach (See Section 7.5) conducted for the creation of this Plan, is clear that Windsor residents could be made comfortable with additional regulation if they are educated on the reasons why such regulation might be pertinent.

Article XVI - Historic Preservation Sec. 15-16-10. - Purpose and intent, of the *Town of Windsor Charter and Municipal Code* states:

It is the purpose and intent of this Article to provide for the protection and preservation of the town's historic and cultural heritage through the designation of historic landmarks and districts. Such protection and preservation will enhance property values through the stabilization of historic neighborhoods and commercial areas and will create economic and financial benefits to the town by making it attractive to tourists, visitors, homebuyers, businesses, and developers. This Article is designed to create a method to draw a reasonable balance between private property rights and the public interest in preserving the town's historic character by ensuring that the demolition of, moving of or alterations to properties of historic value shall be carefully considered for the impact to the property's contribution to the town's heritage.

Historic Preservation can help Windsor accomplish goals related to ensuring that downtown remains vibrant by promoting the maintenance of infrastructure, buildings, and historic resources and creating a cultural center where activities take place in iconic surroundings. These efforts can create a tangible presence of history in a location and provide a rich environment that people want to make a destination. The efforts in preservation of heritage will in-turn promote hometown pride by furthering understanding of the history and promoting connection with the past for residents and visitors alike. The town would be able to utilize historical resource preservation to advance goals of providing diverse cultural opportunities, programmatic outreach, and opportunities for the community to collaborate and live up to the “Small Town Feel.” Detailed analysis of historic preservation benefits is provided in Section 4.1.

The ordinance in its current state does not include HPC Design review for all historic properties (over 50 years of age) or new development near historic sites to confirm that they are sensitively designed to be compatible with their historic surroundings. Questions on the support of these

review options were taken to the public with a Historic Preservation Master Plan Survey and found to be supported by the majority of responders. (See Section 7.4)

The 2016 Comprehensive Plan highlights goals that relate directly to the preservation of Historic resource in the community. The 2016 Plan offers that Windsor considers the use of form-based code regulations to maintain and enhance the desired design of the neighborhood, promote desired infill development. It also discusses goals to maintain the character of existing residential neighborhoods and make investments that leverage their distinctiveness from newer parts of town, to invest in projects that reinforce the community's tight-knit, small town character, to promote diversity in the types of housing available (including historic homes) and creating opportunity for affordable housing development. (See Section 4.1)

5.4 Role of the Historic Preservation Commission

The Historic Preservation Commission was established for the purpose of taking on the responsibility of historic preservation matters. The commission should consist of five members, three of which have some professional or technical knowledge or skills that relate to historic preservation, or a notable interest in the topic of the community's history. Of the Historic Preservation Commission's powers and duties, some are advisory in nature, participating in public education programs, conducting surveys, and pursuing financial assistance for preservation-related programs.

There are two key quasi-judicial roles:

- Designation of landmarks and historic districts (Sec. 15-16-30)
- Review of construction or demolition on proposed or existing landmarks (Sec 15-16-90 and following sections).

For decisions relating to proposed changes/redevelopment of landmarked properties, the HPC has final decision-making authority. This review includes a list of exemptions that the HPC may want to consider in making its determination. Of particular concern may be the "economic hardship exemption" since no specific criteria are provided in the Code for this exemption.

The final decisions of the HPC with respect to alteration certificate applications are further subject to appeal or call-up by the Town Board. An applicant may appeal the decision of the HPC to the Town Board within a designated period of time. See Section 5.5 for more information on Landmarking of Historic Resources.

5.5 Landmarking of Historic Resources

Nomination for designation as a local landmark can be made by HPC members or any resident by filing an application with the town. The Planning Department and at least one member of the Commission shall contact the owner to explain the reasons and effects of the designation in an effort to gain consent from the owner. Before the application is complete for review, this consent must be secured. Process is explained in Section 15-16-40 & 15-16-50 of *the Town of Windsor Charter and Municipal Code*. There is a separate procedure for review without the owner's consent. Especially concerning designation for non-consenting owners, it is important for the HPC to have clear criteria for designation.

5.6 Preservation Incentives: Grants, Tax Credits and Other Options

The National Parks Service's *Preservation Planning Guidelines* explains the process of completing this kind of work, the framework is explained, and it takes a broad approach so that it is easily replicable for a variety of purposes and could be applied to the Windsor context. Focus on public buy-in and participation is essential to the quality of the outcomes of Preservation planning. This resource also makes the important point that preservation goals should be oriented toward the greatest possible protection of properties in the historic context and should be based on the principle that properties should be preserved in place, if possible, through affirmative treatments like rehabilitation, stabilization, or restoration. Understanding how to prioritize efforts that have the maximum potential for preservation and implementation in Windsor will be the topic of this section, as a variety of tools, policies, and programmatic devices are considered for the community along with discussion of findings.

Findings: Does this bolster economic development? Does it Conserve Natural resources? Does it conserve Cultural resources? Does it promote the community's historical education? Does it promote infill? Does it support other goals articulated by the town? (in plans, strategies, regulations, etc.)

- Protection of town-owned properties
- National Register of Historic Places (and Local Landmarking)
- Local Official Education (including Local Real Estate and Construction professionals)
- Resident Outreach and Education
- Adopt Historic Design Standards for residential development (just commercial for now/ covered by HPC)
- Demolition review (covered by HPC)
- Trails and Open Space review for Lakeside development
- Funding programs (incentives, tie to other initiatives like climate change/ affordable housing, tourism, etc.)
- Grant recipient readiness (shovel-ready preservation projects)
- Collaborative programs
- Continued advocacy programs
- Preserved historic resources attract business and home buyers to older urban areas when paired with a Historic tax credit program.
- Expansion of Awards Program

[UNDER CONSTRUCTION]

5.7 Priorities for Preservation Efforts

Historic Resource Surveys - Windsor's preservation ordinance was adopted in 1995, and among the various powers and duties of the HPC is a requirement that it "conduct surveys of historic areas for the purpose of defining those of historic significance and prioritizing the importance of identified historic areas and structures." Other responsibilities of the HPC are essentially reliant upon the completion of survey projects.

Survey work began in Windsor in 1996-1997, when 125 properties throughout the original townsite and its early additions were documented by a professional consulting team with the help of local volunteers. Many of the resources were found to be eligible for landmarking by the Town of Windsor and for designation to the State and National Registers of Historic Places. Two potential landmark districts were also identified in the historic residential neighborhood south of Main Street.

One decade later, in 2008-2010, a survey and historic context of Windsor's downtown commercial district were completed by a different professional consultant. That project also identified properties that were eligible for local landmarking and designation to the State and National Registers. The historic context provided the Town of Windsor with a history and analysis of its commercial core, while also addressing the introduction of façade alterations in the 1970s that were intentionally completed to update or freshen Main Street by turning it into a faux version of the main thoroughfare in a central European town. At the time of the changes, this was referred to by community leaders and the newspaper as an "Old-World motif." The question of a potential downtown historic district was addressed in light of the façade modifications as they existed at that time.

Between 2016 and 2019, three additional projects were completed in Windsor, all of them by students from Colorado State University. These included a study of the Great Western Sugar Company factory site on the east end of town, documentation of the community's historic churches, and a survey of Walnut Street and completion of a brief guide to the town's architecture. As discussed in greater detail above, these projects resulted in student-quality work, meaning that the documentation is highly variable. While some of the work done to document the historic residents of houses along Walnut Street or to establish the histories of churches was well-researched and written, important elements of the survey forms and other project deliverables are not reliable for the purposes of preservation planning and decision-making. These projects essentially provided the students with experience outside the classroom and likely cost the Town nothing. However, they failed to provide Windsor with professional quality results, requiring that the resources be surveyed again.

Despite the historic resource survey projects that were completed over the past three decades, much of Windsor's historic fabric needs to be resurveyed or documented for the first time. Also, as time has passed the number of properties reaching the fifty-year mark has only increased. This is particularly notable in Windsor because the town started to emerge from a long period of stagnation around 1970. When the previous surveys were completed, many of these built resources were not considered for documentation because they had not reached the minimum age standard. This includes places such as Tozer Primary School, some commercial and public buildings, and the many apartment buildings and residences that date from the late 1960s and early 1970s.

The expansion of survey work throughout Windsor needs to cover three primary periods in its history of development: town settlement and early growth during the 1880s and 1890s; growth and transformational change during the first half of the 20th century sparked by construction of the Windsor Mill and Great Western Sugar Company factory; and the sudden burst of growth and change in the late 1960s and 1970s that was caused by the arrival of Kodak. All of these need to be taken into consideration as future preservation surveys and other studies are planned.

Downtown Commercial District: Survey work in the downtown commercial district was completed between thirteen and fifteen years ago, at a time when many of the Old-World alterations of the early 1970s were still in place and none were near the fifty-year mark. Many changes have taken place in the area since that time, including multiple façade remodels. While the project deliverables from 2008-2010 were well written and remain useful today, some of the site forms likely need to be updated to reflect architectural changes, to fill information gaps (for example using digitized newspapers that were not available at the time), and to re-assess the integrity and significance of each property. This could result in changes to the individual determinations of eligibility for landmark status. Properties that were developed during the 1960s and early 1970s might also need to be documented for the first time. Resurvey of the commercial district might

result in a conclusion that a potential historic district is present there or that individual properties have become eligible (or are now ineligible) for landmark status due to façade restorations and renovations. Survey and re-survey in this important area should be treated as a high priority in the near future.

Original Residential Neighborhood and Early Additions: Windsor's original residential neighborhood and early additions are predominantly occupied by houses, churches and public buildings. Lakeview Cemetery and Windsor Park are also part of early additions to the town. These areas and features are all deserving of reconnaissance survey followed by focused intensive-level survey. Priority surveys should cover the original residential neighborhood, followed by the Town of Windsor 2nd Filing and Kern's Addition to the south, and Bowman's Addition to the west. The Park and Lakeview Additions would follow those unless redevelopment pressures or other factors make them rise in priority. The sugar factory site and cemetery could be documented at any time, independently of the larger survey efforts.

Historic Resources Dating from the 1960s and 1970s: Rapid growth in Windsor during this period resulted in the development of individual properties such as Tozer Primary School and Faith United Church of Christ, along with new additions close to the town's earlier historic core. That would include the residential blocks south of Chestnut Street and west of 7th Street. Survey in these areas should start with reconnaissance work that would define the resources and boundaries for further investigation. That would direct intensive-level survey so that it focuses upon those areas or individual resources that merit the time and expense.

Agricultural Resources: As the Town of Windsor expanded into the surrounding countryside over the past several decades, various historic agricultural resources were annexed into the community. Crop fields were developed into housing subdivisions, a process that is ongoing today. This also resulted in the loss of farmsteads and other historic agricultural features. What remains are several surviving farmsteads along with irrigation ditches that run through the Town of Windsor. These include segments of the Whitney Ditch, Greeley No. 2 Canal, B. H. Eaton Ditch, and the Loudon Ditch. All of these features of the area's agricultural heritage are worthy of documentation and analysis in the coming years.

Historic Districts - The fieldwork and research completed for this plan indicate that more than one historic district is merited in the Town of Windsor. Although Main Street will require additional study, it might retain enough integrity to be designated by the Town of Windsor as a historic downtown commercial district. Its history is well documented. Eligibility will rely upon how much the buildings have changed and in what ways, including in recent years, and whether the area is intact enough to merit designation. At this time, it appears that a nomination would be successful through the Town of Windsor. Whether it merits nomination to the State or National Registers would require further investigation and discussions with the Colorado State Historic Preservation Office.

South of Main Street, the original residential neighborhood along Walnut Street and the north side of Elm Street is little changed from the early 20th century, with few major alterations, demolitions, or infill projects to alter its integrity. The early Town of Windsor 2nd Filing and Kern's Addition to the south, along with Bowman's Addition to the west, are similarly intact and appear as an extension of the original neighborhood due to the ages and styles of the houses. The area also includes Windsor's historic Town Park. While these areas might appear to merit the establishment of a single residential historic district, that might be problematic due to the excessively large number of properties. Instead, they might need to be approached as two or three districts. A reconnaissance survey conducted to focus upon potential boundaries would be the starting point for the nomination of residential districts.

Windsor Lake has been discussed as potential individually landmarked historic site or district due to the central role it has played since the 1870s or 1880s in area irrigation along with recreation from the late 19th century through the 20th century. {UNDER CONSTRUCTION}

Mid-20th century resources should also be considered for potential historic district status in the coming years and decades. Areas highlighted for consideration might include Windsormere Village, Windsor Village, the Windsor West Subdivision, the Willow Park Subdivision, and the Windsor West Shopping Center. However, these would need to be studied first to analyze their architecture, look at potential boundaries, and determine whether they merit district designation.

5.8 Emerging Topics in Preservation Planning

Throughout the review of the Town of Windsor's existing plans and regulations, some of the emerging topics in preservation and planning were excluded. These include climate change preparedness, provisions for identifying and supporting the skilled trades and practitioners that are required to take on preservation work, and an overarching goal for inclusivity in historic preservation.

Climate Change: The increased frequency of significant weather events is indicative of climate change repercussions that require a vast number of resources and early investments for preparedness. Even with preparation, there are some weather events that are unavoidable, unpredictable, or that no amount of preparation can address. Historically relevant resources should be retrofitted to best endure potential climate impact. They can serve as a symbol of resilience, displaying the past in their stately, enduring way.

Skilled Trades: Encouragement of training in the traditional trades could positively impact the future of historic resources. Skilled tradesperson in construction are a dwindling resource. Replenishment of the pool of craftspeople skilled enough to tackle restoration projects jobs is a concern for the future of historic preservation. Some communities have made a point of identifying and even certifying tradespeople who are skilled in maintaining and renovating historic structures.

Equity and Inclusion: [UNDER CONSTRUCTION]

Section 6 – Five-Year Action Plan

6.1 Recommended Activities and Timeframes

These recommendations have been brought together into several broad categories, with timeframes attached. Although recommended timeframes are provided here, all actions will be subject to completion as staff availability and funding allows. The longest timeframe shown here is five years to accommodate for changed circumstances that may suggest revisions to this Action Item List. Many items suggested here may become ongoing activities, while others can be removed upon completion. While most elements of the Historic Windsor Preservation Plan will remain valid well into the future, it is suggested that the Action Item List be revised on a five-year cycle to ensure that the goals remain timely, practical and are completed. The recommendation numbers are associated with the section of the plan that they relate to.

Timeframes for completion are defined as follows:

Near Term = 1-3 years

Long Term = 3-5 years

Ongoing = Current and Continuing

Task Area One: Community Survey and Education

Recommendation 1.3a: Expand the online resource Windsor Online Walking Tour to include the Walnut St. Survey historic residential properties and other notable historic sites to the map. Collaborate with the County and neighboring municipalities such as Severance, Timnath, and Loveland to identify historic resources within the 3-mile plan area. Include these resources in the Map in Section 7.1. (Near Term)

Recommendation 1.3b: Create a toolkit for its area contractors, construction and real estate professionals, and its own employees to continue their education in historic preservation. This educational approach to expanding the prevalence of historic preservation could cover a baseline understanding of what HP is, the history of the area, historic architecture, or technical skills that can be applied to restoration. With this toolkit, there should always be encouragement to pass knowledge and skills on, perpetuating and expanding the community capacity for Historic Preservation. (Near Term)

Recommendation 2.3a: Engage a professional historian to document and evaluate the sugar factory site and correct other survey forms for Walnut Street the Church Survey as well as an update to the Architectural Guide, to supplement the information there. (Near or Long Term)

Recommendation 4.1b: Establish a robust information program on the rehabilitation and restoration of older structures within the community. This program would include information on the environmental benefits of rehabilitation rather than a scrape-and-replace ethic. In the same way that most people understand the benefits of recycling as much household trash as possible, the environmental benefits of preservation should be made clear. (Near or Long Term)

Recommendation 4.3d: Members of the HPC, planning staff, and interested Town Trustees should be supported and encouraged to attend the annual “Saving Places” Colorado Preservation conference. (Near Term)

Recommendation 4.3e: Elected officials and department staff should be provided with educational opportunities, hosted by the HPC, where they can become more knowledgeable about various aspects of preservation and how it can benefit the town economically and be integrated into many aspects of the town's operations. (Near or Long Term)

Recommendation 4.3f: The town might want to consider putting a guide to Windsor's working-class architecture on the website to encourage residents to think about how smaller, often vernacular buildings can be just as important as the larger or more high-style ones found in big cities. (Near or Long Term)

Recommendation 4.3g: Although the Town of Windsor has an excellent preservation website in place, a few items of educational interest were found to be missing. It is recommended that the town create a page for the awards program that discusses the awards and includes the full list of recipients from 2011 to the present time. (Near Term)

Recommendation 5.1a: Update and improve existing surveys and provide additional survey activities as needed. (Near or Long Term)

Task Area Two: Identify Additional Historic Resources and Establish Historic Districts

Recommendation 5.1b: Consider the establishment of one or more additional historic districts to include the Windsor Lake area and key residential neighborhoods. (Near term)

Recommendation 5.1c: Increasing the number and diversity of individually landmarked properties is an area of preservation that merits attention from the Town of Windsor. Districts should be considered for the local landmarking process. (Long Term)

Recommendation 5.2a: All buildings and sites already listed in or eligible for listing in the National Register of Historic Places and/or the Colorado Register of Historic Properties should be considered for a local landmark process. (Long Term)

Task Area Three: Branding and Community Outreach

Recommendation 4.3a: Create a cohesive digital and print style to be utilized for all outreach and programmatic materials addressing historic preservation. A town social media account should be dedicated to the purpose of promoting the importance of historic preservation, keeping community members engaged, and posting historic photographs to confirm this visceral connection to past times. (Near Term)

Recommendation 4.3b: Facilitate the launch of a branding campaign for Historic Preservation utilizing input from ongoing public engagement. A playful "pick your favorite" with options that encapsulate a historic theme could be a good engagement strategy. (Near Term)

Recommendation 4.3h: In addition to ongoing improvement of the website, the HPC should continue to engage in other educational activities in the community. These include the development of a regular schedule of tours and lectures that focus upon historic resources and preservation topics. (Ongoing)

Recommendation 4.4a: Develop a unified wayfinding and interpretive signage design branding program for historic sites and districts. (Near or Long Term)

Task Area Four: Improvements to the town's Preservation Policies

Recommendation 3.1a: Collaborate with the Downtown Development Authority (DDA) on implementing façade improvements that restore the historic appearance of downtown street and promulgate the importance of retaining historic characteristics. (Near term)

Recommendation 4.1a: State Historic Tax Credit programs should be promoted to stimulate historic preservation activity and economic development in Windsor Provide a website link to the tax credits page on the History Colorado website:
<https://www.historycolorado.org/preservation-tax-credits> (Near Term)

Recommendation 4.1c: Implement a program to develop Certified Neighborhood Organizations that would include all historic neighborhoods within the town. A Certified Neighborhood Organization (CNO) program, similar to one that has been implemented in Denver but tailored to the needs and scale of Windsor, would perform uniform training for neighborhood leaders and a mechanism for representation before boards and Town Trustees on matters relating to the historic neighborhoods. (Long Term)

Recommendation 5.4a: It is recommended that the Historic Preservation Commission create and circulate their design standards and review criteria so that residents can easily understand a standard review process. (Long Term)

Recommendation 5.4b: It is recommended that the Historic Preservation Commission keep a living list of historic preservation professionals and groups dedicated to historic accuracy or that have demonstrated interest in history, architecture, archaeology, engineering, and culture in order to help answer technical questions, confirm accuracy for future design standards, historic stories, etc. Ideally, the list will include local groups and individuals but also State and Federal Historic Preservation Officers and contacts that they might recommend for support. (Ongoing)

Section 7 – Appendices

7.1 Map of Historic Areas and Potential Landmark Districts

[UNDER CONSTRUCTION]

7.2 Historic Maps

[UNDER CONSTRUCTION]

7.3 Results from the Citizen Survey

[UNDER CONSTRUCTION]

7.4 Comments and Notes from Public Meetings

[UNDER CONSTRUCTION]



MEMORANDUM

Date: May 10, 2023
To: Historic Preservation Commission
From: Kimberly Lambrecht
Planner II
Re: Discussion of key Historic Preservation Plan items to be presented to the Town Board at the May 22, 2023 Work Session
Item #: D.2.

Background / Discussion:

Based on a request from the Mayor to present a draft of the Historic Preservation Plan to the Town Board, Staff has begun to assemble a brief PowerPoint presentation to guide the discussion with Town Board. The purpose of the HPC discussion will be to extract a few key items from the Preservation Plan to be included in the presentation.

Financial Impact:

Relationship to Strategic Plan:

Recommendation:

CC:

Scott Ballstadt, Planning Director

Attachments:

1. DRAFT Presentation for TB Work Session



Historic Preservation Plan

DRAFT

Historic Preservation Commission

Kimberly Lambrecht, Planner II, Staff Liaison

Town Board – May 22, 2023



Historic Preservation Commission

Purpose and Intent:

The Town of Windsor Historic Preservation Commission operates under the guidance of Chapter 15 (Development Standards), Article XVI of the Municipal Code, and under a set of Bylaws approved by the Commission, which guide the operation of the Commission.

“It is the purpose and intent of this Article to provide for the protection and preservation of the Town's historic and cultural heritage through the designation of historic landmarks and districts. Such protection and preservation will enhance property values through the stabilization of historic neighborhoods and commercial areas and will create economic and financial benefits to the Town by making it attractive to tourists, visitors, homebuyers, businesses and developers. This Article is designed to create a method to draw a reasonable balance between private property rights and the public interest in preserving the Town's historic character by ensuring that the demolition of, moving of or alterations to properties of historic value shall be carefully considered for the impact to the property's contribution to the Town's heritage.”



Historic Preservation Commission

The Commission is made up of seven (7) members of the community (five seated and two alternates) , who have applied to be a part of the Commission, and are interviewed and appointed by the Town Board.

Name	Appointed	Term Expiration
ToniRae Andres	February 2021	March 2025
Ruth Brunner	September 2017	March 2024
Kris Jabs	September 2021	March 2026
Melanie Starck	September 2020	March 2026
Jean Hansen Zuckweiler	November 2015	March 2024
Vanessa Bouchard	April 2023	March 2024
Rachel Kline, Alternate	June, 2022	March 2025

Town Board Liaison: Ron Steinbach: 970-290-1980



Certified Local Government (CLG)

In May 2007, in conjunction with the Colorado Historical Society and the National Park Service, the Town of Windsor was designated as a Certified Local Government. With that designation comes an obligation to meet the following requirements:

- (1) Enforce appropriate legislation for the designation and protection of historic properties, including, but not limited to CRS 24-65.1-101 et seq.; CRS 29-20-101 et seq.; and CRS 30-11-107 (1) (bb).
- (2) Maintain an adequate and qualified historic preservation review commission composed of professional and lay members pursuant to the "Requirements for Certification of Local Governments in Colorado."
- (3) Maintain a system for the survey and inventory of historic properties pursuant to the "Requirements for Certification of Local Governments in Colorado."
- (4) Provide for adequate public participation in the historic preservation program, including the process of recommending properties to the National Register.
- (5) Adhere to all Federal requirements for the Certified Local Government Program.
- (6) Adhere to requirements outlined in the Colorado Certified Local Government Handbook issued by the State Historic Preservation Office.



HPC Achievements & Goals

- 2022 (Successful) Quadrennial CLG Evaluation
 - 2022 Local Designations (116 5th St and 408 Walnut St)
 - 2022 Open House celebrating Historic Preservation Month
 - 2022 Began work on Historic Preservation Plan
 - Attendance at History Colorado annual Saving Places Conference
-
- Complete the Historic Preservation Plan
 - Celebrate of Historic Preservation Month in conjunction with the DDA
 - Explore opportunities for Local Historic Designations



Historic Preservation Plan

- One of the requirements of the HPC status as a CLG, is owning a Historic Preservation Plan.
- In 2022, a \$23,000 grant from History Colorado was procured for that effort
- An RFP was released, and the Town contracted with Tatanka Historical Associates to assist in the development of the Historic Preservation Plan.

Similar to the Town's Comprehensive Land Use Plan, the Preservation Plan is a guiding document that will outline a vision / goals / objectives to assist the Commission in the day-to-day operations. Additionally, it will assist the HPC as they weigh decisions regarding existing properties status, or potential status, as contributing to the historical context of the Town.



Historic Preservation Plan

Talking points from the Plan.....



Thank You



MEMORANDUM

Date: May 10, 2023
To: Historic Preservation Commission
From: Kimberly Lambrecht
Planner II
Re: Future Meetings Calendar
Item #: D.3.

Background / Discussion:

Please see attached Future Meetings Calendar for review and comment.

Financial Impact:

Relationship to Strategic Plan:

Recommendation:

CC:

Scott Ballstadt, Planning Director

Attachments:

1. HPC Future Meetings Agenda - May



HISTORIC PRESERVATION COMMISSION FUTURE MEETINGS DISCUSSION ITEMS

DATE	TOPIC
May 10, 2023 5:45 pm	Historic Preservation Plan Discussion Presentation of Plan to Town Board at Work Session
June 14, 2023 5:45 pm	Lake Designation – ongoing discussion
July 12, 2023 5:45 pm	Letters to property owners eligible for Local Historic Designation
August 9, 2023 5:45 pm	Outreach to the Poudre Valley Cemetery
September 13, 2023 5:45 pm	
October 11, 2023 5:45 pm	
November 8, 2023 5:45 pm	
December 13, 2023 5:45 pm	

Future Topics:

Printed Walking Tour Maps to distribute
Preservation Plan Meetings / Updates (ongoing)
Comprehensive Plan Updates (ongoing)

Upcoming Meeting Dates*

<u>Wednesday May 10, 2023</u>	5:45 P.M.	Regular HPC Meeting
<u>Wednesday June 14, 2023</u>	5:45 P.M.	Regular HPC Meeting
<u>Wednesday July 12, 2023</u>	5:45 P.M.	Regular HPC Meeting
<u>Wednesday August 9, 2023</u>	5:45 P.M.	Regular HPC Meeting
<u>Wednesday September 13, 2023</u>	5:45 P.M.	Regular HPC Meeting

- * May not include any Historic Preservation Commission (HPC) work sessions which may be requested and may also be scheduled for these dates. Regular meeting dates may be changed to a work session at the discretion of the Chair when no action items are present.