



TOWN BOARD WORK SESSION

May 22, 2023 - 5:30 PM

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

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

AGENDA

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

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

WORK SESSION AGENDA ITEMS

1. Meet the Board - New Employees
2. Draft Energy Action Plan - S. Mezzetti, Senior Planner
3. Draft Historic Preservation Plan - K. Lambrecht, Historic Preservation Commission Staff Liaison; M. Starck, Historic Preservation Commission Chairperson
4. Future Meetings Agenda

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



MEMORANDUM

Date: May 22, 2023
To: Mayor and Town Board
From: Jennifer Butcher, HR Director
Re: Meet the Board - New Employees
Item #: 1.

Background / Discussion:

Last Name	First Name	Title	DOH	Supervisor
Ellingson	Kyle	Facilities Specialist II	3/27/2023	Tara Fotsch
Godinez	Miguel	Parks Maint. Tech II	2/20/2023	Tara Fotsch
Kincaide	Craig	Equipment Operator I	4/10/2023	Brian Rowe
Wronski	Gage	Utility Technician I	4/10/2023	Brian Rowe

Financial Impact:

Relationship to Strategic Plan:

Recommendation:

CC:

Attachments:



MEMORANDUM

Date: May 22, 2023
To: Mayor and Town Board
From: Sandra Mezzetti, Senior Planner
Re: Draft Energy Action Plan - S. Mezzetti, Senior Planner
Item #: 2.

Background / Discussion:

Background

In November 2021, Sustainable Windsor Colorado (SWC), a grassroots group of concerned citizens, made a presentation to Town Board regarding the Partners in Energy Program and requested that the Town participate in the program. Town Board members had many questions regarding the program that needed answers before proceeding further. Answers to Town Board's questions and more detailed information about the program were presented by the Brendle Group at a follow-up work session in March 2022. Town Board was interested but had more questions and concerns about the availability of staff resources. In August 2022, staff presented the requested information and Town Board voted in favor of participating in the Partners in Energy Program. Town staff worked with the Brendle Group (Consultant), facilitator of the Partners in Energy Program for Xcel Energy, to develop an Energy Action Plan (Plan) for the Town.

The Plan will be a guiding document for the Project Management Team and Energy Action Team as both move forward into the implementation phase, after plan adoption. The implementation phase contains more extensive public outreach efforts and educational elements, as outlined in the strategy section of the Plan. This phase will include tracking and reporting metrics to ensure implementation strategies are followed to meet the targeted goal.

The Plan is designed to be a living document, developed through the cooperation of both public, quasi-public, private agencies and businesses. The Plan promotes strengthened partnerships and improved communication, by identifying and setting a mutual goal of reducing energy consumption. Realization of this goal will be achieved with cost savings to residents, businesses and the Town.

The planning phase of the program began in September 2022. As part of the planning and development process for the Plan, two teams were assembled:

- The Project Management team: Town staff, members of Sustainable Windsor Colorado (a local environmental group of concerned residents), Xcel Energy representatives, and the Consultant
- The Energy Action Stakeholders Team (Planning Team): Representatives from local industrial and commercial businesses, educational institutions, local land developers, Windsor energy providers (Atmos, Xcel, and Poudre Valley REA), and the Project Management Team.

The Project Management Team hosted an online survey that helped the team understand the Town resident perspective. The survey asked residents a series of questions regarding energy topics, including: what residents believe is most important regarding energy, steps residents have

taken to conserve energy, if any; and how aware residents are of programs and rebate options offered by the three energy providers within the Town. More than 400 responses were received from the survey. In addition to the online survey, the Project Management Team attended the Windsor Halloween Carnival and Windsor Wonderland, engaging more than 300 residents.

The public outreach effort helped the Planning Team create the following guiding principles for the planning process:

- **Vision Statement:** Through education and partnership, Windsor practices environmental stewardship by promoting energy efficiency and maintaining access to resilient, reliable, and affordable energy that drives economic growth.
- **Goal:** Achieve 0.75% energy savings annually by increasing annual program participation to 5% by the end of 2024.

The Planning Team, through a series of four workshops, identified four specific focus areas. These focus areas provide the pathway and framework for achieving the vision and goal of the Town.

The four focus areas identified are:
Municipal Energy Leadership
Business & Institutions Outreach
Residential Outreach
Energy Efficient New Development

Each focus area has specific strategies and action plans that will assist the Town in reaching its energy vision and goal.

Financial Impact:

The Town's goal with this plan is to achieve a 0.75% energy savings annually which means a potential savings of \$263,900 in Windsor's community energy costs.

Relationship to Strategic Plan:

Community and hometown pride through sustainable, excellent and equitable delivery of services in a fiscally responsible manner.

Recommendation:

CC:

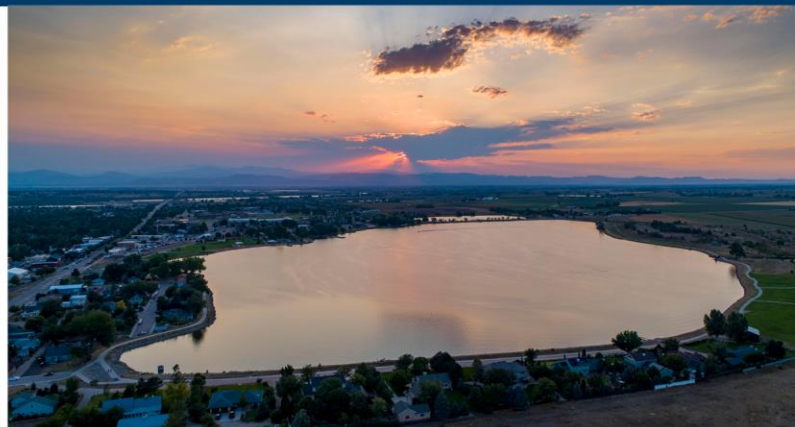
Attachments:

1. DRAFT Windsor Energy Action Plan_5.22.23
2. Partners in Energy Windsor - Energy Action Plan - Presentation



An Energy Action Plan for the Town of Windsor

DRAFT May 2023



PARTNERS IN ENERGY
An Xcel Energy Community Collaboration

ACKNOWLEDGEMENTS

Thank you to the following individuals who contributed many hours of service to developing this Energy Action Plan.

The content of this plan is derived from a series of planning workshops hosted by Xcel Energy's Partners in Energy. Xcel Energy provides electric and gas utility services for Windsor. Partners in Energy is a two-year collaboration to develop and implement a community's energy goals.

Planning Team

Austin Lind	The Water Valley Companies
Carol Hoglund	Sustainable Windsor Colorado
Dan Sanders	Front Range Energy
Darren Boyle	UCHealth
Dean Brown	Broe Real Estate
Garrett Scallon	The Water Valley Companies
Greg Flebbe	Sustainable Windsor Colorado
Israel Jaramillo	Atmos Energy
Jay Mendoza	Poudre Valley Rural Electric Association
Jennifer Altieri	Atmos Energy
John Thornhill	Town of Windsor
Kathleen Jones	Sustainable Windsor Colorado
Ken Fogle	Poudre Valley Rural Electric Association
Kendra Martin	Town of Windsor
Kurtis Paradisa	Atmos Energy
Mark Daley	Front Range Energy
Martin Lind	The Water Valley Companies
Matthew Hoffman	Weld RE-4 School District
Maurice Cashman	Metal Container Corporation
Michael Millsapps	Aims Community College
Patrick McMeekin	Hartford Homes
Russ Gorham	Sustainable Windsor Colorado
Ryan Sanger	Windsor Chamber of Commerce
Sandra Mezzetti	Town of Windsor (Project Lead)
Terry Schwindler	Town of Windsor
Wesley Patch	Vestas Blades America, Inc.

Xcel Energy Partners in Energy Team

Andrew Holder	Xcel Energy Area Manager
Lynn Jemison	Partners in Energy Community Facilitator
Makaela Turner	Xcel Energy Marketing Coordinator
Michelle Beaudoin	Xcel Energy Residential Team Lead
Terry Hatfield	Partners in Energy Community Facilitator

This Energy Action Plan was funded by and developed in collaboration with Xcel Energy's Partners in Energy. Partners in Energy shall not be responsible for any content, analysis, or results if the Town of Windsor has made modifications to the plan.

TABLE OF CONTENTS

Acknowledgements	i
Executive Summary	1
Introduction	3
Why Develop an Energy Action Plan	3
The Engagement & Planning Process	3
Where We Are Now.....	5
Community Characteristics.....	5
Energy Baseline	6
Where We Are Going	15
Vision Statement	15
Goal.....	15
Focus Areas	16
How We Are Going To Get There	17
Focus Area: Municipal Energy Leadership	18
Focus Area: Residential Outreach.....	21
Focus Area: Businesses & Institutions Outreach.....	24
Focus Area: Energy Efficient New Development.....	27
Energy Action Plan Impact	31
How We Stay On Course	32
Implementation Structure.....	32
Tracking and Reporting	34
Appendix A: Baseline Energy Analysis.....	35
Utility Premises.....	35
Electricity and Natural Gas Consumption and Trends by Sector	36
Greenhouse Gas Emissions and Trends.....	37
Energy Costs	38
Program Participation and Savings	40
Appendix B: Strategy Library.....	43
Appendix C: Glossary of Terms	44
Appendix D: Works Cited	47



Town of Windsor Energy Action Plan

About This Plan

The Town of Windsor is a rapidly developing community that prides itself on maintaining its small-town charm and the high quality of life it offers residents. Building on this foundation, and to explore options for increasing resiliency, the Town partnered with Xcel Energy through Partners in Energy to develop an Energy Action Plan. Over the course of nine months, a stakeholder planning team participated in a series of workshops and more than 700 residents were engaged at community events and through an online survey. This engagement resulted in a community energy vision, goal, and set of strategies intended to give residents and businesses the resources they need to choose their own resilient energy future.

Our Energy Action Goal & Vision

Vision: Through education and partnership, Windsor practices environmental stewardship by promoting energy efficiency and maintaining access to resilient, reliable, and affordable energy that drives economic growth.

Goal: Achieve 0.75% energy savings annually by increasing annual program participation to 5% by the end of 2024.

Focus Areas

The following focus areas were identified as the pathway to achieving our vision and goal:



Municipal Energy Leadership

Leading by example by making energy improvements to Town facilities and sharing best practices with the community.



Residential Outreach

Providing information and resources to enable Windsor residents to make smart energy decisions for their home.



Businesses & Institutions Outreach

Providing opportunities for businesses and institutions to discover available energy resources with Windsor and learn from their peers about ways to save energy and become more resilient.



Energy Efficient New Development

Encouraging developers to practice energy efficiency in the design and construction of new buildings in Windsor.



PARTNERS IN ENERGY
An Xcel Energy Community Collaboration

Strategies

Municipal Energy Leadership

- Strategy M-1: Promote the Town's energy leadership to the broader community
- Strategy M-2: Conduct energy assessments for Town facilities and recommend implementation of cost-effective energy efficiency improvements

Residential Outreach

- Strategy R-1: Promote residential energy savings opportunities through communitywide communication channels
- Strategy R-2: Educate home contractors and trade partners on energy savings opportunities that they can share with residential customers

Businesses & Institutions Outreach

- Strategy B-1: Share energy saving resources with Windsor businesses

Energy Efficient New Development

- Strategy E-1: Empower the development community with knowledge of successful energy-saving stories and available resources to inspire action towards sustainable energy practices
- Strategy E-2: Partner with developers to create energy efficient and renewable energy options for residents to choose from prior to the construction or remodeling process

Plan Impact



Increase the number of residents and businesses who participate in utility programs to a total of **944**



Save an estimated **2.6 million kWh** of electricity and **113,400 therms** of natural gas



Save an estimated **\$263,900** in Windsor's community energy costs



2021 Energy Profile

In 2021, the Windsor community:



Consumed **176.6 million kWh** of electricity



Consumed **12.8 million therms** of natural gas



Spent **\$20.4 million** on energy costs¹

¹ Inclusive of Xcel Energy energy costs only. Energy cost data associated with PVREA and Atmos Gas are unavailable.

INTRODUCTION



Why Develop an Energy Action Plan

The Town of Windsor takes pride in maintaining its small-town charm and high quality of life it offers for residents, even as it undergoes rapid development. Taking energy action can support these unique characteristics by helping individuals save on energy costs and improve the comfort and safety of their home or business.

Many residents, businesses, and organizations in Windsor have already taken energy savings action, following the example of energy efficiency improvements and solar installations on Town facilities and educational efforts led by Sustainable Windsor Colorado. The purpose of this plan is to expand the financial and resiliency benefits of energy action across the entire community by giving residents and businesses the resources they need to choose their own sustainable energy future.

The Engagement & Planning Process

The creation of this Energy Action Plan was a nine-month process to help the community characterize its energy use, identify an energy-related vision and goals, and develop engaging strategies to guide change for the future.

Starting in September 2022, the development of the Energy Action Plan was driven by a series of four planning workshops with the Planning Team, representing diverse perspectives in the community (see Acknowledgements for complete list). The process was supported by a Project



Management Team that included representatives from the Town of Windsor, Sustainable Windsor Colorado, and Xcel Energy's Partners in Energy.

In addition to the workshop series, the Project Management Team engaged more than 300 residents by attending the Windsor Halloween Carnival and Windsor Wonderland, as well as hosting an online survey that received more than 400 responses. These responses were shared with the Planning Team to inform the development of this plan.

Throughout the process, the Town Board received updates on the planning process to confirm the direction of the plan.

About Xcel Energy's Partners in Energy

This process was facilitated by Xcel Energy's Partners in Energy program. Xcel Energy is an electric and natural gas utility that provides the energy that powers millions of homes and businesses across eight Western and Midwestern states. Each community Xcel Energy serves has its own unique priorities and vision for its energy future. The energy landscape is dynamically changing, with communities leading the way in setting energy and sustainability goals. To continue to innovatively support their communities, Xcel Energy launched Partners in Energy in the summer of 2014 as a collaborative resource with tailored services to complement each community's vision. The program offerings include support to develop an energy action plan or electric vehicle plan, tools to help implement the plan and deliver results, and resources designed to help each community stay informed and achieve its outlined goals.

WHERE WE ARE NOW



The Planning Team developed a community profile – including demographics, major employers, and key energy trends – to identify barriers and opportunities for energy action. This section summarizes those findings.

Community Characteristics

Windsor has a population of approximately 44,000, and an area of 27 square miles (Town of Windsor, 2022). The smaller size of the community presents an opportunity to reach a significant number of residents through community organizations and neighborhood networks. The community has experienced significant growth in recent years, with an average annual population growth of 7% since 2011 and expectations of continued growth between 1-2% annually in future years (Town of Windsor, 2022). This means that many newer residents may not know about opportunities for improving the energy performance of their home or business.

Windsor's median income is \$111,477, which is significantly higher than the statewide median income of \$82,254. Additionally, 80% of housing units in Windsor are owner-occupied (U.S. Census, 2020). These findings indicate that Windsor residents may have the means to make improvements to their homes to lower their energy utility bills and improve their property values.

Windsor's major employers include the Weld RE-4 School District, Water Valley Company, Tolmar, Vestas Blades, and Owens-Illinois (Town of Windsor, 2022). Representatives of four of these companies participated in the planning process and are already leaders in energy action. This presents a significant opportunity to share that experience with other Windsor companies to spur energy action.

Energy Baseline

Xcel Energy provided data on energy use, participation counts, and utility energy conservation program savings for Windsor, as summarized in the following sections. See Appendix A: Baseline Energy Analysis for a comprehensive picture of Town of Windsor baseline energy data.

Multiple Utility Providers

Windsor is home to not just one, but three energy providers. In addition to Xcel Energy, community members in Windsor may receive energy services from Poudre Valley Rural Electric Association (PVREA) or Atmos Energy. While Xcel Energy provides the majority of electricity and natural gas to the Town of Windsor, within the Town's boundary PVREA provides a portion of the community with electricity and Atmos Energy provides a portion of the community with natural gas. Figure 1 illustrates the service areas of Xcel Energy and PVREA; the boundary for Atmos Energy was not available.

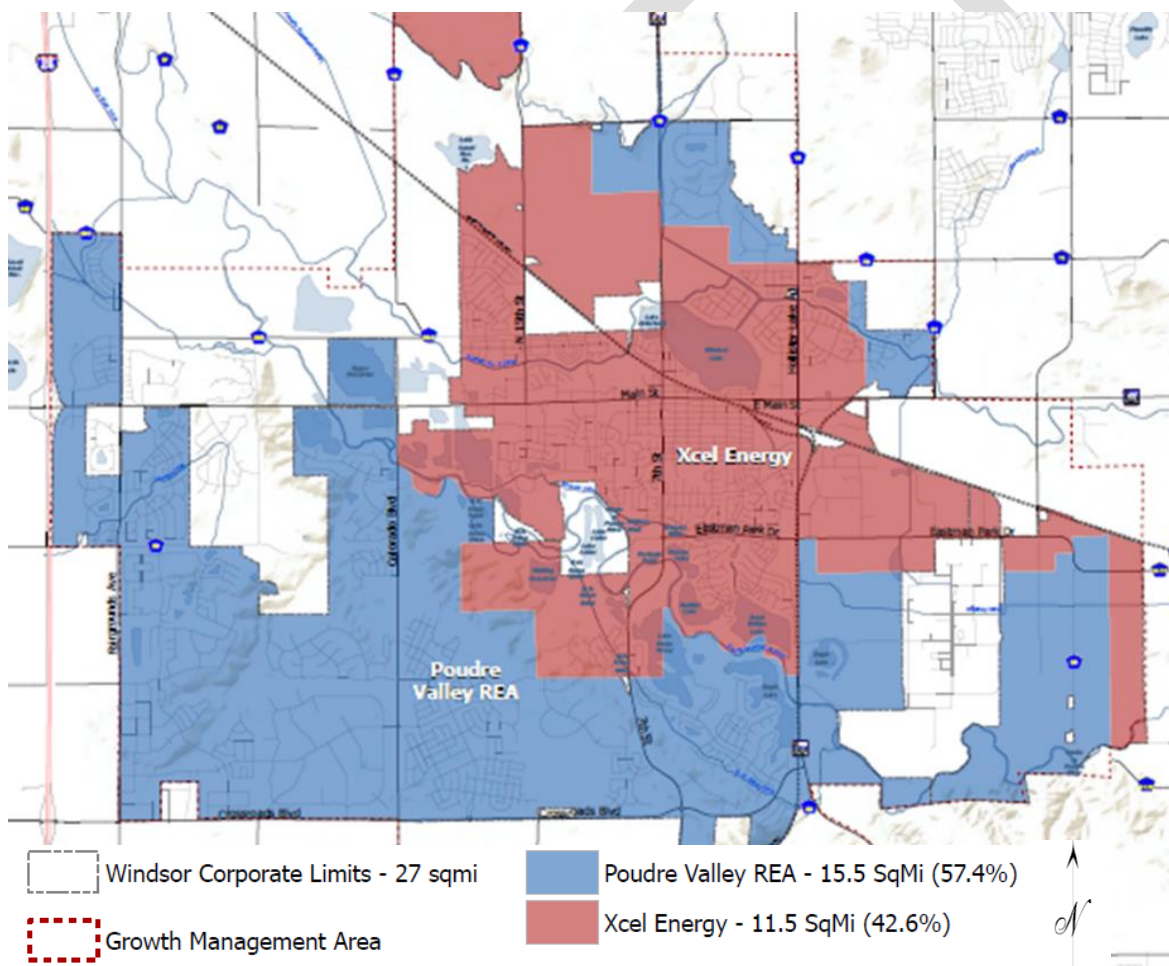


Figure 1. Windsor Electric Utility Service Areas (Town of Windsor, 2022)

The data represented in this plan only represents energy data for Xcel Energy customers, unless otherwise indicated. PVREA and Atmos Energy provided energy use data that was combined with Xcel Energy data. Additionally, Xcel Energy provided data on participation counts, utility energy conservation, and program savings for Windsor. Xcel Energy provides 93 percent of the Town's natural gas needs and 71 percent of the Town's electricity needs (Figure 2). However, future growth in PVREA's territory may change this distribution in the future.

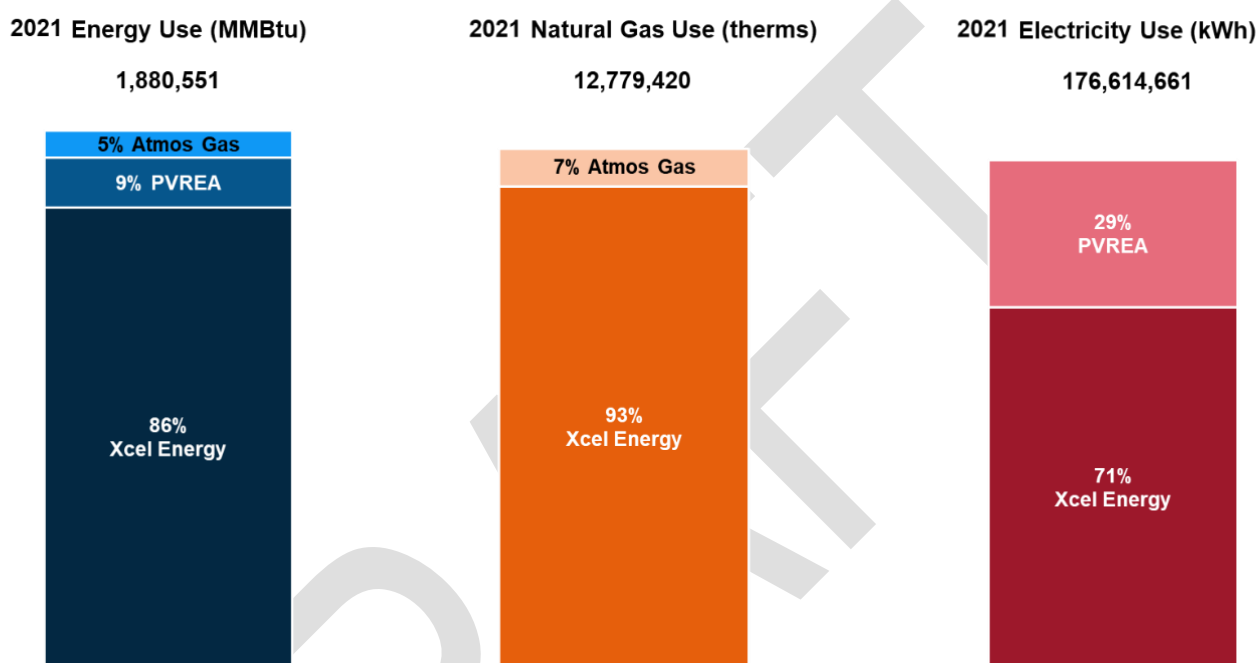


Figure 2. Town of Windsor total energy, electricity, and natural gas use in 2021, broken out by utility service providers

Community Energy Use

Xcel Energy provided electricity and natural gas to 14,297 unique locations (known as premises, which are a unique combination of service address and meter) in Windsor in 2021. Between 2019 and 2021, Windsor experienced an 18 percent increase in total premises, reflective of the community's rapid growth. Including energy use from all three utilities, Windsor used 176.6 million kWh of electricity and 12.8 million therms of natural gas which, combined, is equivalent to 1.9 million MMBtu of energy (Figure 3).

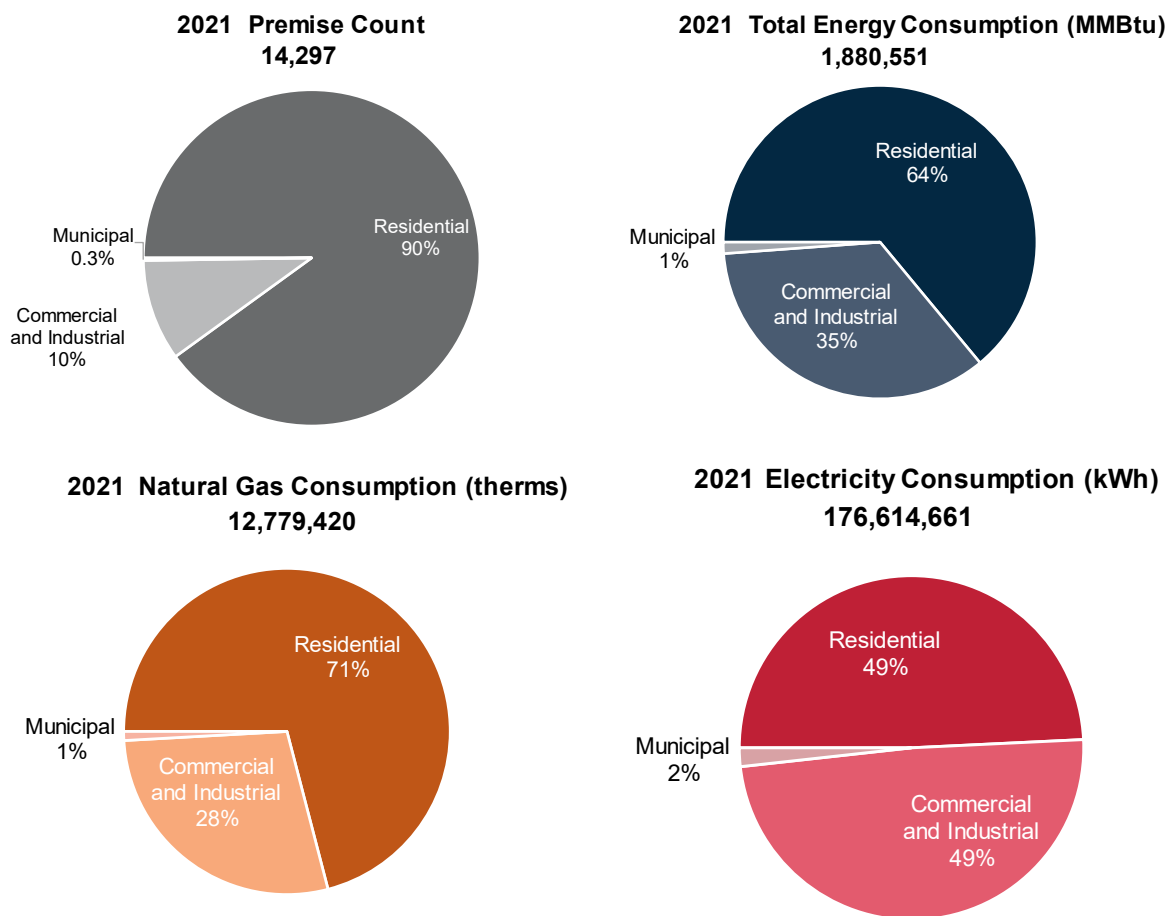


Figure 3. 2021 Community Energy Use by Sector

Most Xcel Energy customers in Windsor are residential, making up 90 percent, or 12,869 premises within the town (Figure 3). While the residential sector uses the majority of total energy (64 percent), the commercial and industrial (C&I) sector typically has a much higher average energy use per premise. On average, C&I premises have more than nine times higher electricity use and nearly four times higher natural gas use annually than an average residential premise (Figure 4). The gap may be even greater for industrial manufacturing uses.

This higher scale of energy use presents opportunities for C&I customers to lower their energy bills through measures that both reduce their energy use and shift their peak demand. While C&I opportunities may produce larger energy savings, residential energy saving opportunities should also be considered given the number of customers in the sector and the scale of the energy use overall in the Town.

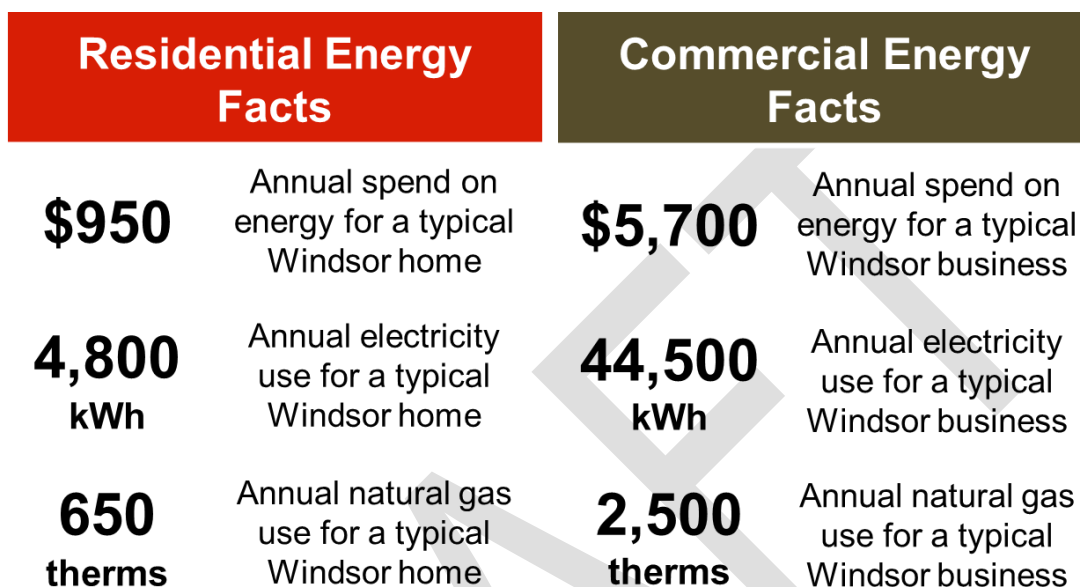


Figure 4. Average energy use and costs for homes and businesses in Windsor in 2021

The Town of Windsor municipal facilities make up less than one percent of the community premises, and approximately one percent of community energy use. The Town has 36 premises, all located within Xcel Energy service territory, that in total used approximately 3.1 million kWh and 113,500 therms in 2021 for a total energy cost of nearly \$356,000 for the year. On average, a Town facility has the highest cost per premise than any other sector, spending about \$9,900 annually on natural gas and electricity. When comparing against other Colorado Partners in Energy communities, it is typical for the average spend on energy at a municipal facility to be higher than the average commercial premise. Across Partners in Energy communities in Colorado in 2021, municipal premises on average spent 86 percent more on energy annually than the average commercial premise. In the Town's case, the average municipal facility spends about 77 percent more on energy annually than does the average commercial premise. This higher spend on energy presents similar opportunities to identify energy savings that result in reduced cost of energy.

Utility Program Participation

In Xcel Energy and PVREA territories, emissions related to electricity consumption and generation are projected to continue to decrease in the future due to an increase in renewable electricity generation resources while still maintaining a resilient and reliable grid. This is driven by the utilities' energy goals. Xcel Energy has a goal to reduce carbon emissions by 80 percent (85 percent lower in Colorado) by 2030 and a vision of 100 percent carbon-free electricity emissions by 2050 from a baseline of 2005 (Figure 5).

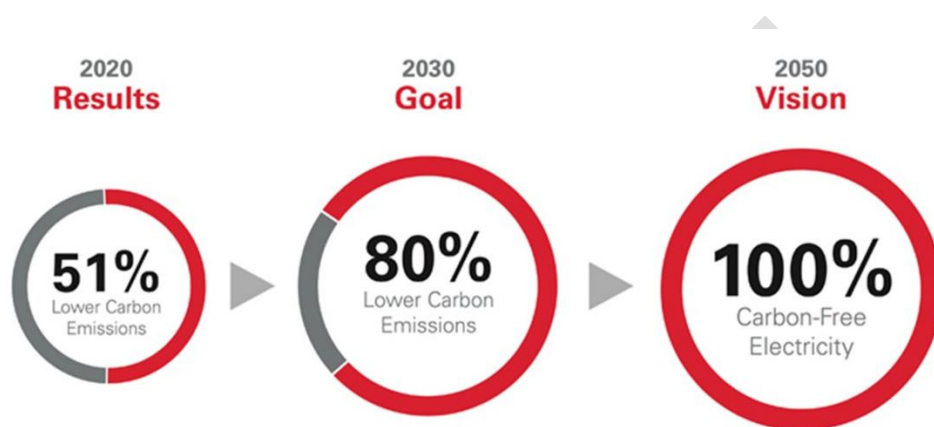


Figure 5. Xcel Energy's carbon free vision and progress against a 2005 baseline

Similarly, PVREA has a goal of providing 80 percent carbon-free energy to its members by 2030. For customers who want to contribute to renewable energy and reduce their energy use and costs, Xcel Energy, PVREA, and Atmos Gas offer a variety of rebates and programs for both existing buildings and new construction. For this planning process, program participation and savings data were collected for Xcel Energy offerings only, as data was not available from PVREA or Atmos Gas for Windsor.

In Windsor, energy efficiency program participation fluctuated over the past three years (2019-2021) in both the residential and C&I sectors. On average, 2.4 percent of C&I premises and 3.3 percent of residential premises participated in energy efficiency programs (Table 1), which is lower than other Partners in Energy communities across Colorado, indicating an opportunity to increase total energy savings by increasing participation.

Table 1. 2019-2021 Average Energy Efficiency Program Participation in Windsor

Sector	Energy Efficiency Program Participation (#)	Participation (%)
Residential	427	3.3%
Commercial and Industrial	34	2.4%
Total	461	3.2%

In 2021, 0.2 percent of C&I premises and 5.4 percent of residential premises participated in Xcel Energy renewable energy programs (Table 2), which was less than many other Partners in Energy communities across the state.

Table 2. 2021 Total Renewable Energy Program Participation in Windsor (including on-site installations since 2017)

Sector	Renewable Energy Program Participation (#)	Participation (%)
Residential	699	5.4%
Commercial and Industrial	3	0.2%
Total	702	4.9%

The top three residential energy efficiency programs in Windsor in 2021 included new construction-related upgrades through Energy Star® New Homes, equipment-based upgrades through the Residential HVAC program, and thermostat upgrades through the Smart Thermostat program (Figure 6). Across the renewable energy portfolio, residents in Windsor participated most in Windsource®, Net Metering, and Solar*Rewards, representing a mix of on-site and subscription-based renewable energy (Figure 7). The total number of participants, as shown in Table 2, represent the full history of subscriptions and the total number of on-site solar installations between 2017-2021, based on Xcel Energy data.

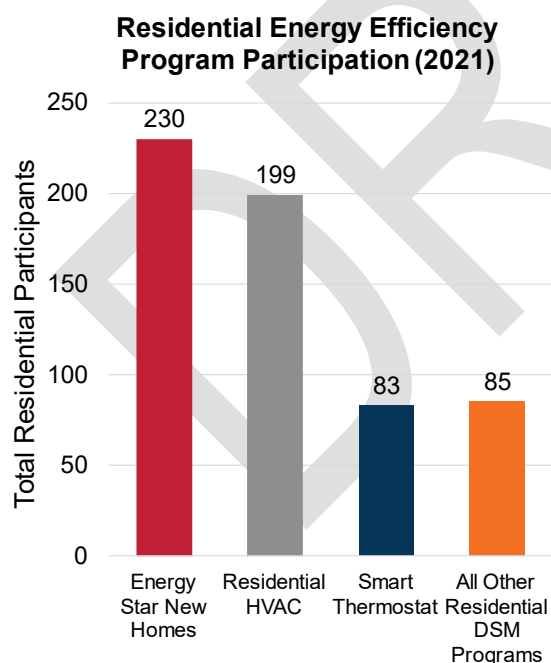


Figure 6. Energy Efficiency Program Participation in 2021 by Windsor Residents

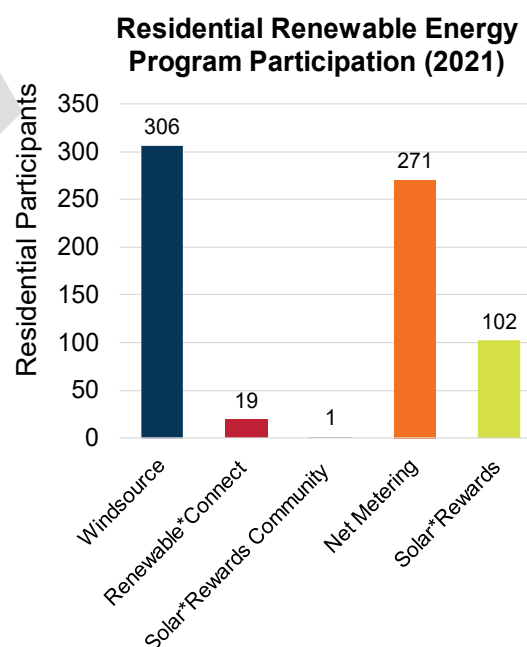


Figure 7. Renewable Energy Program Participation as of 2021 by Windsor Residents (including on-site installations since 2017)

In the C&I sector, the top energy efficiency programs in 2021 were lighting, equipment and controls upgrades, as well as building renovations through the Small Business Solutions, Lighting Efficiency, Small Commercial Building Controls, and Energy Efficient Buildings programs (Figure 8).

Across the renewable energy portfolio, businesses in Windsor participated most in Solar*Rewards, electing to physically install on-site systems on business property instead of subscribing to renewable energy resources elsewhere (Figure 9). The total number of participants as shown in Figure 9 represent the total number of installations between 2017-2021 based on Xcel Energy data.

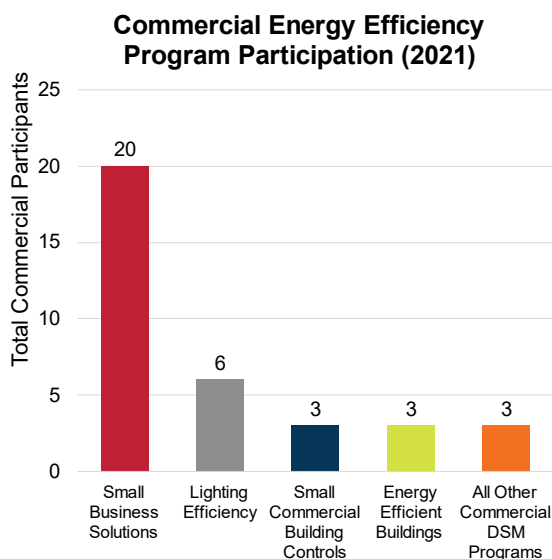


Figure 8: DSM Participation in 2021 by Windsor Businesses

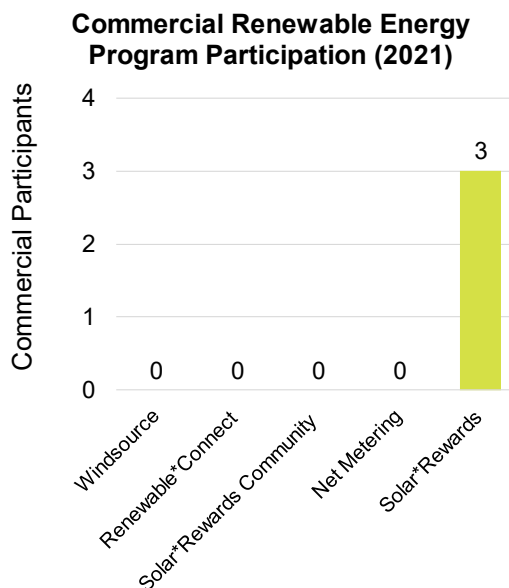


Figure 9: Renewable Energy Program Participation as of 2021 by Windsor Businesses (including on-site installations since 2017)

As a result of program participation across Xcel Energy programs, Windsor has saved approximately 961,000 kWh in electricity 55,300 therms in natural gas savings annually on average between 2019-2021 (Figure 10). The majority of natural gas savings has come from the residential sector while the majority of electricity savings has come from the C&I sector.

Sector	Average Natural Gas Savings	Average Electricity Savings	Average Program Participation
Residential	53,600 therms	168,000 kWh	427 participants
Commercial	1,700 therms	793,000 kWh	34 participants
Total	55,300 therms annually	961,000 kWh annually	461 participants annually

Figure 10. Estimated Average Electricity & Natural Gas Savings from Program Participation between 2019-2021

Of the total savings achieved by the community, Town of Windsor facilities have saved on average an estimated 1,383 kWh in electricity between 2019-2021 and typically participate in energy efficiency programs between 1 and 2 times per year. The Town's energy efficiency program participation and savings is shown in Table 3.

Table 3. Windsor Municipal Energy Efficiency Program Metrics

Year	Participation	Estimated Electricity Savings (kWh)	Estimated Natural Gas Savings (therms)	Programs
2019	1	982	0	Small Business Solutions - 1
2020	0	0	0	n/a
2021	2	3,167	0	Small Business Solutions - 2
Total	3	4,149	0	

In terms of overall renewable energy, 5.8 million kWh of electricity use in Windsor was subscribed to or generated through renewable energy programs. This represents about 1 percent of overall electricity use in the community in 2021. The Town of Windsor municipal facilities have not participated in renewable energy programs in the last three years but were earlier adopters of on-site solar at five Town facilities.

Given the limited participation in renewable energy programs, there is an opportunity to strategize ways to increase renewable energy use in Windsor, both at the community scale for residents and businesses and at the municipal scale at Town facilities. See Table 4 for renewable energy adoption by the community in 2021 by renewable energy program.

Table 4. Town of Windsor 2021 Renewable Energy Program Participation Including On-Site Installations Since 2017 and Electricity Subscribed/Generated

Renewable Energy Program	Commercial & Industrial		Residential	
	Participation	Total Electricity (kWh)	Participation	Total Electricity (kWh)
Xcel Energy Windsource®	0	0	306	845,026
Xcel Energy Renewable*Connect®	0	0	19	81,149
Xcel Energy Solar*Rewards (on-site)	3	869,358	102	2,630,106

Xcel Energy Solar*Rewards Community	0	0	1	793
Net Metering (on-site solar)	0	0	271	1,398,190
Total	3	869,358	699	4,955,264

DRAFT

WHERE WE ARE GOING



The Planning Team created the following vision statement and quantitative goal to guide the planning process and reflect the intention of the community.

Vision Statement

Through education and partnership, Windsor practices environmental stewardship by promoting energy efficiency and maintaining access to resilient, reliable, and affordable energy that drives economic growth.

Goal

Achieve 0.75% energy savings annually by increasing annual program participation to 5% by the end of 2024.

Meeting this goal would equate to a 36 percent increase in energy efficiency program participation and estimated energy savings compared to the baseline (2019-2021 annual average), which the Planning Team and the Town Board agreed was “ambitiously practical” (Figure 11).

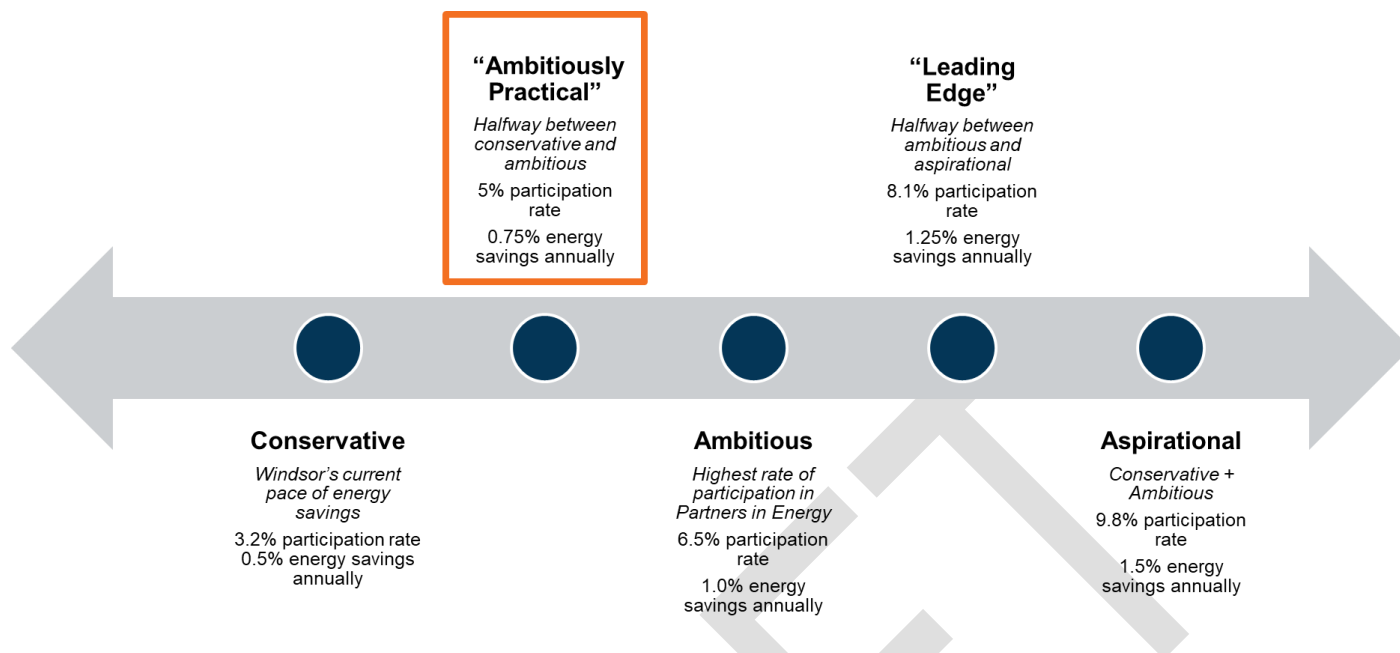


Figure 11: Goal Spectrum with Windsor's Goal Level (Ambitiously Practical) Selected

Focus Areas

Focus areas are intended to help organize resources and prioritize action. Reflecting the vision's focus of environmental stewardship through education and partnership, the Planning Team identified the following four focus areas.



Municipal Energy Leadership: Leading by example by making energy improvements to Town facilities and sharing best practices with the community.



Residential Outreach: Providing information and resources to enable Windsor residents to make smart energy decisions for their home.



Businesses & Institutions Outreach: Providing opportunities for businesses and institutions to discover available energy resources and learn from their peers about ways to save energy and become more resilient.



Energy Efficient New Development: Encouraging developers to practice energy efficiency in the design and construction of new buildings in Windsor.

HOW WE ARE GOING TO GET THERE



This section outlines how Windsor will reach its energy vision and goal through seven priority strategies, organized by the plan's four focus areas. The strategies include detailed action plans that will serve as a playbook for implementation. Additional strategy ideas are provided in Appendix B: Strategy Library to be considered for longer term implementation or when additional resources are available.



Municipal Energy Leadership

- Strategy M-1: Promote the Town's energy leadership to the broader community
- Strategy M-2: Conduct energy assessments for Town facilities and recommend implementation of cost-effective energy efficiency improvements



Residential Outreach

- Strategy R-1: Promote residential energy savings opportunities through communitywide communication channels
- Strategy R-2: Educate home contractors and trade partners on energy savings opportunities they can share with residential customers



Businesses & Institutions Outreach

- Strategy B-1: Share energy saving resources with Windsor businesses



Energy Efficient New Development

- Strategy E-1: Empower the development community with knowledge of successful energy-saving stories and available resources to inspire action toward sustainable energy practices
- Strategy E-2: Partner with developers to create energy efficient and renewable energy options for residents to choose from prior to the construction or remodeling process



Focus Area: Municipal Energy Leadership

Windsor has a history of leading by example through implementing energy efficiency and renewable energy measures at Town facilities. This focus area identifies how Windsor will continue demonstrating energy action leadership, realizing energy cost savings in the process.

Windsor Energy Spotlight

The Town retrofitted its facilities with LED lighting and installed rooftop solar panels on five facilities. Plans are in place to update the heating and cooling systems in the Community Recreation Center, making them more energy efficient.



Strategy M-1: Promote the Town's energy leadership to the broader community

The Town has already taken steps to become more energy efficient and increase its renewable energy use. This strategy involves sharing these stories as examples for other institutions and businesses, and with residents, to inspire community pride. The Town has also identified several upcoming projects (Rec Center HVAC upgrades, new construction for the police department, and EV charging infrastructure and stations), some of which may be completed during implementation and could serve as additional projects to highlight as examples for other institutions and businesses.

Target

- Share four Town energy leadership highlights with the community by the end of 2023

Available Resources

- Partners in Energy funds for printing outreach materials

Implementation Timeline

- Q2 2023
 - Identify initiatives and projects to highlight and compile related details (e.g., solar generation at existing facilities, LED streetlight conversions, testimonials)
 - Identify key channels for promoting projects and initiatives, including:
 - Town of Windsor Project Connect website
 - Town social media channels
 - Sustainable Windsor Colorado outreach
 - Community organizations (e.g., Optimists Club)
 - Chamber of Commerce
 - Downtown Development Authority

- Q2-Q4 2023
 - Create success stories, testimonials, or other content
 - Coordinate outreach with Strategy R-1

Roles and Responsibilities

- **Town Staff (Facilities):** Collect stories and data to share, including estimated cost savings when possible, from Town energy initiatives
- **Town Staff (Marketing & Communications):** Distribute outreach materials to the community
- **Sustainable Windsor Colorado:** Support outreach efforts
- **Partners in Energy:** Develop outreach materials

Strategy M-2: Conduct energy assessments for Town facilities and recommend implementation of cost-effective energy efficiency improvements

Although some Town facilities have been built more recently, no Town facilities have received energy assessments in the last three years. Energy assessments can help identify energy efficiency projects that will result in energy and cost savings. There are a wide range of options, with varying levels and costs, of energy assessments that the Town can choose. This strategy involves completing assessments for municipal facilities and reviewing assessment results to develop recommendations to address opportunities identified.

Target

- Complete assessments at between two and five Town facilities by the end of 2023

Available Resources

- [Xcel Energy energy assessment programs](#)
- [Colorado Energy Office Energy Performance Contracting program](#)
- State and federal financial tax credits, grants, and rebates

Implementation Timeline

- Q2 2023
 - Prioritize and select properties for the energy assessments
 - Based on past energy efficiency efforts at properties and costs for different types of assessments, determine the appropriate level of energy assessment to pursue for the property
- Q3-Q4 2023
 - Schedule and complete assessments through Xcel Energy business energy assessment programs
- Q1 2024
 - Review results and select cost-effective improvements to recommend to Town Board for inclusion in future budget
 - Maintain a project list for future improvements and related funding opportunities

Roles and Responsibilities

- **Town Staff (Facilities):** Lead assessment process and development of recommendations
- **Xcel Energy Account Manager (Dan Clark):** Support assessment process and development of recommendations
- **Partners in Energy:** Support coordination between Xcel Energy and the Town and maintain a project list with funding opportunities

DRAFT



Focus Area: Residential Outreach

The residential sector represents a significant opportunity to reduce energy consumption and save residents money in Windsor. This focus area identifies ways to connect residents with resources for practicing energy efficient behaviors and making home energy improvements.

Windsor Spotlight

Sustainable Windsor Colorado is a community organization comprised of resident volunteers who help educate the Windsor community on opportunities to become more sustainable, including ways to save energy and use more renewable energy.



Sustainable Windsor Colorado volunteers, Town staff, and Partners in Energy staff at the Town Halloween Carnival

Strategy R-1: Promote residential energy savings opportunities through communitywide communication channels

Many no- and low-cost opportunities for residents to save energy and money are available by changes to behaviors and through home energy assessment programs, equipment rebates, and other financial incentives. This strategy involves increasing awareness about these opportunities and encouraging participation in energy programs through a townwide education effort.

Targets

- Increase annual participation in residential energy programs incrementally by 126 participants over and above the three-year average of 427 participants
- Increase community awareness about residential energy programs from a baseline of 38 percent of residents who self-identify as unfamiliar with energy rebates and programs for the home in 2022 to less than 30 percent by the end of 2024

Available Resources

- [Xcel Energy residential programs and rebates](#)
- [PVREA residential programs and rebates](#)
- [Atmos Energy residential programs and rebates](#)
- State and federal financial tax credits and rebates
- Partners in Energy funds for printing outreach materials

Implementation Timeline

- Q2 2023
 - Develop outreach plan that includes:
 - Messages that promote existing utility programs, state and federal incentives, and energy saving behaviors
 - Messages that start with simple steps (e.g., setting back thermostats) that help residents identify the energy and cost savings potential in their home
 - Outreach channels, such as:
 - Community events (e.g., Windsor Wonderland, Halloween Carnival, Earth Day, Harvest Festival, Farmers Market, Recycle Days, Summer Concert Series, Business Expo)
 - Social media (e.g., Facebook, NextDoor)
 - Library displays
 - Local newspapers (e.g., Greeley Tribune), magazines, e-newsletters (e.g., Windsor Matters), and radio
 - Direct mailings and utility bill inserts
 - Partnerships with homeowners' associations, faith-based organizations, and service organizations (e.g., Kiwanis, Girl and Boy Scouts, VFW)
 - Billboards
 - Work with the school to identify outreach opportunities such as student take home materials, STEM fairs, the ad-hoc water committee, or energy-related projects and contests in student clubs or classes
- Q3 2023-Q3 2024
 - Develop outreach materials according to outreach plan
 - Implement outreach plan
- Q4 2024
 - Evaluate results to inform future outreach efforts

Roles and Responsibilities

- **Town Staff (Marketing & Communications):** Support development of outreach plan; distribute outreach materials; and update Project Connect website
- **Town Staff (Planning):** Support development of outreach plan; review outreach materials; lead outreach at community events; and support other outreach activities
- **Sustainable Windsor Colorado:** Support outreach at community events and lead outreach to potential partners
- **Weld RE-4 School District:** Review relevant outreach materials and support outreach activities through school channels
- **Utilities:** Provide information about available programs to inform outreach materials

- **Partners in Energy:** Develop outreach plan and supporting outreach materials; provide information about state and federal tax credits and rebates; and support outreach activities

Strategy R-2: Educate home contractors and trade partners on energy savings opportunities that they can share with residential customers

Many home contractors already connect their customers with utility rebates, state and federal incentives, and other energy saving resources, while others may be unaware of the available incentives and energy saving practices. This strategy involves conducting direct outreach with contractors and trade partners who do work in Windsor to help them better understand current practices and encourage them to share energy saving resources with Windsor residents.

Target

- Increase participation in Xcel Energy Trade Partner Network, by contractors in Windsor zip codes, from a baseline of 13 in 2023 to 20 by the end of 2024

Available Resources

- [Xcel Energy Residential Trade Partner Resource Center](#)

Implementation Timeline

- Q3 2023
 - Identify outreach channels to reach contractors, including:
 - Chamber of Commerce Buildings Pro's Networking Group
 - Northern Colorado Construction Sector Partnership
 - State website
 - Permitting process
 - Next Door, Angie's List, etc.
 - Develop outreach materials with relevant contractor resources from all energy utilities and state and federal sources
- Q4 2023 – Q4 2024
 - Share outreach materials
 - Coordinate with Strategy R-1 to include messaging to increase resident awareness about Xcel Energy's contractor list and encourage residents to share their home energy assessment reports with their contractors

Roles and Responsibilities

- **Town Staff (Buildings and Permits):** Distribute outreach materials during permit process
- **Utilities:** Provide information about available programs to inform outreach materials
- **Partners in Energy:** Develop outreach materials



Focus Area: Businesses & Institutions Outreach

As businesses and institutions have much higher energy use than do residences, building owners in this sector can save a significant amount on energy costs by implementing improvements. This area focuses on encouraging businesses to participate in energy saving programs.

Windsor Energy Spotlights

Many Windsor businesses and institutions are already leading the way in energy action.

- **UC Health** retrocommissions its buildings to run more efficiently.
- **Vestas** facilities use LED lighting and has plans for achieving carbon neutrality.
- **Weld RE-4 School District** has retrofitted most facilities to use LED lighting.

Through the State's *Main Street: Open for Business* program, three Windsor businesses received funds for façade improvements, including energy efficient windows and LED lighting. One business owner estimated 20 percent utility bill savings due to the improvements.



Strategy B-1: Share energy saving resources with Windsor businesses

Many businesses and institutions in Windsor have already taken energy action to save on energy costs. The purpose of this strategy is to share these examples with other businesses and institutions in Windsor and connect them with the best energy programs and rebates to fit their needs.

Target

- Increase annual participation in commercial energy programs incrementally by 9 participants over and above a three-year average of 34 participants

Available Resources

- [Xcel Energy business programs and rebates](#)
- [PVREA business programs and rebates](#)
- [Atmos Energy business programs and rebates](#)
- [Colorado Main Street Program](#)
- [Colorado Energy Office Energy Performance Contracting program](#)
- [Energy Star® resources](#)
- State and federal financial tax credits, grants, and rebates
- Partners in Energy reimbursable funds for printing outreach materials

Implementation Timeline

- Q2 2023
 - Form a business outreach committee to develop an outreach strategy with consistent messaging and coordinated activities.
- Q3 2023
 - Develop an outreach plan that includes:
 - Education on topics like energy savings, financing, energy reliability and resilience, demand-management, energy project management, and emerging trends like electrification – emphasizing the spectrum of energy improvements, from quick wins to deep retrofits
 - Success stories from other businesses (local or meaningful stories from outside of Windsor) and the resulting benefits like energy and cost savings, return on investment, and attraction of additional investment (e.g., Memory Lane Antiques Store)
 - Promotion of businesses and institutions that are already reporting through benchmarking programs (e.g., Energy Star®)
 - Ongoing outreach through newsletters and social media from Chamber of Commerce, Downtown Development Authority, and Town's Economic Development department
 - Lunch-and-learns with options to participate virtually (and recorded for future sharing), in partnership with established event series like Chamber Morning Brew Networking Group and Business After Hours

- Tours of businesses with energy saving practices and improvements (e.g., Aims Community College, Front Range Energy, UC Health)
 - Peer groups to encourage similar businesses to learn from each other (e.g., downtown businesses)
 - Develop outreach materials according to outreach plan
- Q4 2023-Q3 2024
 - Implement outreach plan in coordination with Strategy R-1
- Q4 2024
 - Evaluate results to inform future outreach efforts

Roles and Responsibilities

- **Town Staff (Marketing & Communications):** Review and distribute outreach materials; and update Project Connect website
- **Town Staff (Economic Development):** Participate in business outreach committee; support development of outreach plan; distribute outreach materials; and support other outreach activities
- **Chamber of Commerce:** Participate in business outreach committee; support development of outreach plan; distribute outreach materials; and support other outreach activities
- **Downtown Development Authority:** Participate in business outreach committee; support development of outreach plan; distribute outreach materials; and support other outreach activities
- **Aims Community College:** Share experience through outreach activities
- **Front Range Energy:** Share experience through outreach activities
- **UC Health:** Share experience through outreach activities
- **Sustainable Windsor Colorado:** Support outreach activities
- **Utilities:** Provide information about available programs to inform outreach materials
- **Partners in Energy:** Facilitate business outreach committee coordination and development of outreach plan; develop outreach materials and business success stories; support outreach activities



Focus Area: Energy Efficient New Development

Windsor's population is expected to continue increasing by at least 1.75% annually, which presents an opportunity to save on energy costs by incorporating energy efficiency into new construction. This strategy focuses on identifying ways Windsor can further promote energy efficient construction as an option for homebuyers by engaging the development community around energy choices during design and construction.

Windsor Energy Spotlight

All new streetlights in Windsor are required to use LED lighting per the Division 1 - Street Specifications, section 1.21(F). Unless otherwise approved by the Town of Windsor, LED lights shall be used and installed according to the "Standard Specifications for Road and Bridge Construction" from the Colorado Department of Transportation.

Strategy E-1: Empower the development community with knowledge of successful energy-saving stories and available resources to inspire action towards sustainable energy practices

Many developers and builders already use energy efficient practices during construction, though others may be unaware of the associated benefits and available utility resources. Over the last three years, an average of 977 certificates of occupancy have been issued for homes in Windsor, however only about 12% of those homes in Xcel Energy territory have incorporated enhanced energy efficiency into the construction of the home through the Energy Star New Homes program. This strategy involves engaging with key members of the local development community to better understand current practices and sharing outreach materials to all developers to raise awareness of energy saving practices and associated resources to support energy savings in new construction.

Target

- Increase annual participation in new construction programs by 32 participants over and above the three year average of 115 participants through Energy Star New Homes, Energy Efficient Buildings, and Energy Design Assistance

Available Resources

- [Xcel Energy new construction programs and rebates](#)
- [PVREA programs and rebates](#)
- [Atmos Energy programs and rebates](#)
- [Colorado Energy Office Building Efficient and Resilient Homes Quick Reference Guide](#)
- State and federal financial tax credits, grants, and rebates
- Partners in Energy funds for printing outreach materials

Implementation Timeline

- Q3 2023

- Research best practices in new development through Xcel Energy, Department of Energy, other Partners in Energy community success stories, and other channels
 - Share success stories with the Town Board, as relevant
- Compile existing resources that support energy efficient new development and help the development community leverage available resources
- Q4 2023
 - Develop an outreach plan that includes:
 - Key messages, including available resources
 - Outreach channels, including:
 - Partnerships and presentations with Home Builders Association, Northern Colorado Housing, and other builders that serve Windsor
 - Marketing staff at home building companies serving Windsor (for prospective home buyers)
 - Coordinate outreach with Strategies R-1 and R-2
- Q1 2024-Q3 2024
 - Develop outreach materials according to outreach plan
 - Explore opportunities to formally recognize members of the development community who are practicing energy smart development
- Q4 2024
 - Evaluate results to inform future outreach efforts

Roles and Responsibilities

- **Town Staff (Building/Planning):** Distribute outreach materials through development review process and/or other interactions with the development community
- **Sustainable Windsor Colorado:** Support outreach activities
- **Utilities:** Provide information about available programs to inform outreach materials
- **Partners in Energy:** Lead research and compilation of existing resources; lead development of outreach plan and materials; help coordinate presentations to development community

Strategy E-2: Partner with developers to create energy efficient and renewable energy options for residents to choose from prior to construction or remodeling process

Constructing energy efficient and solar-ready homes can save homeowners money on energy bills and future retrofit costs. This strategy focuses on providing energy efficient and renewable energy options during the home construction process so residents can choose these features to be built into their home as desired.

Targets

- Develop a residential energy upgrade package for consideration by developers by end of 2024

Available Resources

- [Xcel Energy new construction programs and rebates](#)
- [Xcel Energy Colorado Energy Codes and Standards program](#)
- [PVREA programs and rebates](#)
- [Atmos Energy programs and rebates](#)
- [US Green Building Council Colorado](#)
- [Colorado Energy Office Building Efficient and Resilient Homes Quick Reference Guide](#)
- State and federal financial tax credits, grants, and rebates

Implementation Timeline

- Q4 2023
 - Identify residential developers who may be interested in exploring an energy efficiency and renewable energy package option (e.g., Broe Development)
 - Research various new home standards and certifications (e.g., Passive House, Zero Energy Ready Home, WaterSense, Energy Star, Indoor airPLUS) to inform an energy upgrade package option based on Town and developers needs
- Q1 2024
 - Engage interested developers to determine what would be needed to develop an energy upgrade package for new homes (e.g., certified contractors to install measures)
- Q2-Q3 2024
 - Conduct research and collect resident feedback as needed to gauge interest in an energy upgrade option for new homes
 - Present research and resident feedback to developers and utilities; and, discuss potential barriers to and opportunities for offering an energy upgrade package option, including in which development phase to incorporate features
 - Draft energy upgrade package in coordination with participating developers and utilities
- Q4 2024
 - Present energy upgrade package to Town Board as an update
 - Share final energy upgrade package with developers
 - Based on experience, explore industrial and commercial development opportunities

Roles and Responsibilities

- **Town Staff (Planning):** Co-lead developer engagement and residential survey development
- **Town Staff (Marketing & Communications):** Distribute residential survey
- **Residential Developers:** Participate in development of a package option
- **Sustainable Windsor Colorado:** Support engagement activities
- **Utilities:** Support development of a package option
- **Partners in Energy:** Lead research and co-lead developer engagement and residential survey development

Energy Action Plan Impact

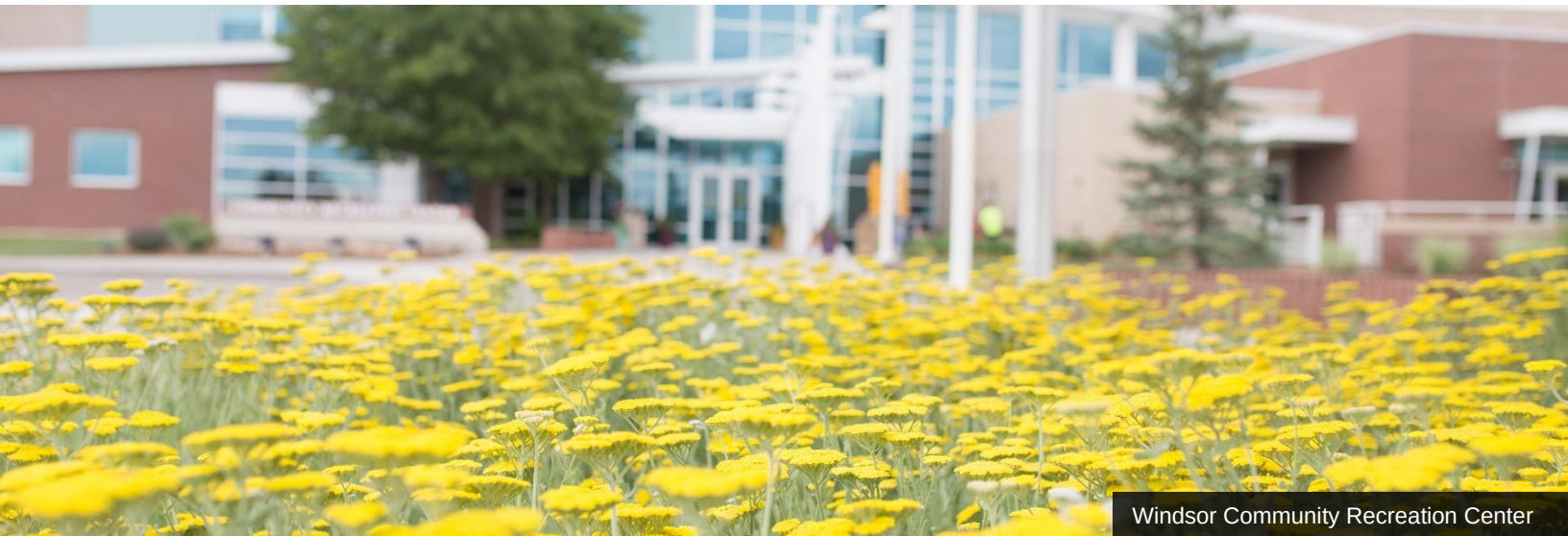
Over the next 18 months, the combined targets and strategies outlined in this plan will result in the following impacts:

Table 5: 18-Month Energy Action Plan Impact

Metric	Baseline ¹ (18-month)	Incremental Impact	Total
Participation	692	252	944
Estimated Electricity Savings (kWh)	1,443,800	1,185,200	2,629,000
Estimated Natural Gas Savings (therms)	82,900	30,500	113,400
Estimated Greenhouse Gas Emissions Savings from Building Energy (MTCO ₂ e)	1,146	632	1,778
Estimated Energy Cost Savings (\$)	\$155,700	\$108,200	\$263,900

¹ Based on the three-year average of energy efficiency program participation between the years 2019-2021. It is expanded to 18 months and values are rounded to match the timeframe of an 18-month Partners in Energy implementation period.

HOW WE STAY ON COURSE



Windsor Community Recreation Center

This Energy Action Plan is a living document, which means that Windsor may adjust course as opportunities arise and new information is discovered. All measures included in this plan are subject to the approval of the Town Board. This section of the plan outlines how Windsor will approach implementation and track progress toward its goal and targets. A timeline of the plan strategies is provided in Table 6.

Implementation Structure

Partners in Energy will support Windsor in the implementation of this plan by organizing and facilitating the following implementation meeting, as well as completing the tasks outlined in each strategy.

Energy Action Team

An Energy Action Team will be formed to advance implementation for three of the four focus areas (Municipal Energy Leadership, Residential Outreach, and Energy Efficient New Development). The Energy Action Team will be responsible for attending monthly virtual implementation check-in calls and serving as liaisons to the rest of the community. Additional Energy Action Team commitments are more clearly outlined in each strategy.

Business Subgroup

Because of the strong participation of Windsor's business community in this planning process and their interest in supporting implementation, a separate group will form to coordinate strategy implementation for the Business and Institutions Outreach focus area. This group will meet virtually on a monthly basis, or more/less frequently as needed to prepare and implement outreach activities. Subgroup commitments are more clearly outlined in each strategy.

Table 6: Strategy Implementation Timeline

Strategy	Tentative Timeline						
	Q2 23	Q3 23	Q4 23	Q1 24	Q2 24	Q3 24	Q4 24
Strategy M-1: Promote the Town's energy leadership to the broader community							
Strategy M-2: Conduct energy assessments for Town facilities and recommend implementation of cost-effective energy efficiency improvements							
Strategy R-1: Promote residential energy savings opportunities through communitywide communication channels							
Strategy R-2: Educate home contractors and trade partners on energy savings opportunities that they can share with residential customers							
Strategy B-1: Share energy saving resources with Windsor businesses							
Strategy E-1: Empower the development community with knowledge of successful energy-saving stories and available resources to inspire action towards sustainable energy practices							
Strategy E-2: Partner with developers to create energy efficient and renewable energy options for residents to choose from prior to construction or remodeling process							

Tracking and Reporting

Partners in Energy will provide biannual (twice-a-year) progress reports using Xcel Energy data. Combined with other metrics provided by the Energy Action Team, regular tracking toward goals and targets will be provided (Table 7). Progress reports will be shared with the Energy Action Team and Town Board to demonstrate Windsor's progress.

Table 7: Implementation Goal and Targets Tracking Summary

Strategy	Metric	Base line	Target	Target Year	Data Source
M-1: Promote the Town's energy leadership to the broader community	Number of Town energy leadership highlights shared with the community	0	4	2023	Town Marketing & Comms
M-2: Conduct energy assessments for Town facilities and recommend implementation of cost-effective energy efficiency improvements.	Number of Town facilities energy assessments	0	2	2023	Town Facilities
R-1: Promote residential energy savings opportunities through communitywide communication channels	Annual participation in Xcel Energy residential energy programs	427	553	2024	Partners in Energy
R-1: Promote residential energy savings opportunities through communitywide communication channels	Percent of community survey respondents who self-identify as unfamiliar with home energy rebates and programs	38%	<30%	2024	Partners in Energy
R-2: Educate home contractors and trade partners on energy savings opportunities that they can share with residential customers	Number of contractors in Windsor zip codes participating in Xcel Energy Trade Partner Network	13	20	2024	Partners in Energy
B-1: Share energy saving resources with Windsor businesses	Annual participation in Xcel Energy commercial energy programs	34	43	2024	Partners in Energy
E-1: Empower the development community with knowledge of successful energy-saving stories and available resources to inspire action towards sustainable energy practices	Annual participation in Xcel Energy new construction programs	115	147	2024	Partners in Energy
E-2: Partner with developers to create energy efficient and renewable energy options for residents to choose from prior to the construction or remodeling process	Development of a residential energy upgrade package	n/a	Yes	2024	Energy Action Team

APPENDIX A: BASELINE ENERGY ANALYSIS



Data was provided by Xcel Energy for all Town of Windsor premises for 2019–2021. Xcel Energy and PVREA provide electric service to the community, and Xcel Energy and Atmos Gas provide natural gas service to the community. The data helped the Planning Team understand Town of Windsor’s energy use and opportunities for energy conservation, efficiency, and renewable energy. Data included in this section establishes a baseline against which progress toward goals will be compared in the future.

Utility Premises

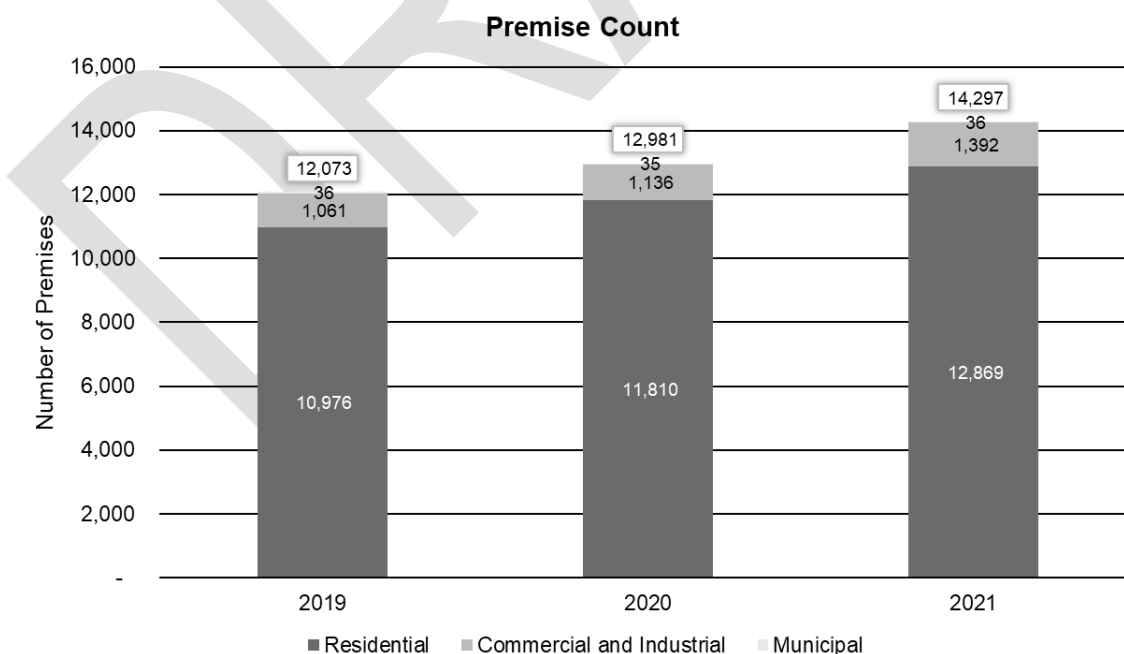


Figure 12. Xcel Energy premise growth since 2019

Over the last three years, Windsor premises have grown by a total of more than 18 percent, with consistent growth in the residential sector and an even higher percent growth (31 percent) in the commercial and industrial (C&I) sector (Figure 12). Changes in the total number of utility premises are a proxy for overall population growth; in the Town of Windsor population growth has been approximately seven percent annually and is projected to continue, with a number of new and continuing developments anticipated throughout the community.

Electricity and Natural Gas Consumption and Trends by Sector

Electricity use data was available for Xcel Energy between 2019-2021; PVREA electricity use data was included only for 2021. Natural gas use data was available from Xcel Energy and Atmos Gas for each of the three years displayed. Despite significant growth in premises over the last three years, energy use has slightly declined in Xcel Energy territory in Windsor between 2019-2021. Both electricity use and natural gas use declined slightly between 2019-2020 and continued to decline in Xcel Energy territory in 2021; however, Figure 13 shows electricity use increasing in 2021 with the inclusion of PVREA data.

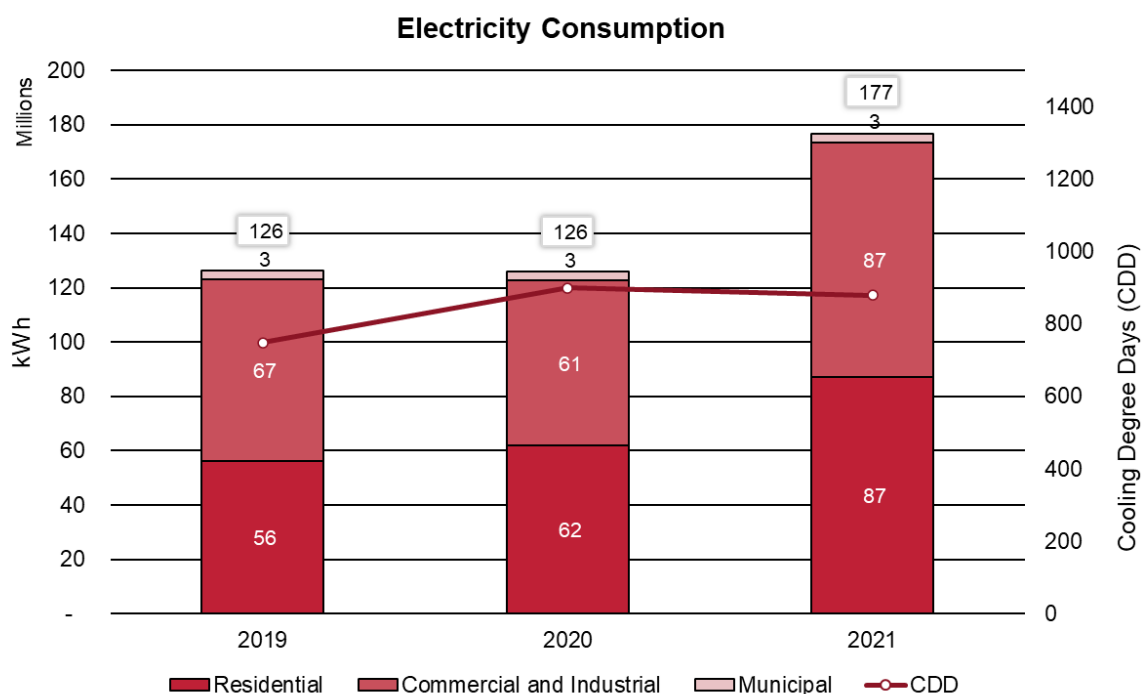


Figure 13. Electricity use in Windsor between 2019-2021. PVREA data is included for 2021 only.

Natural gas use continued a decreasing trend across both Xcel Energy and Atmos Gas territories in Windsor in 2021 (Figure 14). Other factors contributed to lower energy use in 2020, including the COVID-19 pandemic (which forced the temporary closure of some

businesses in Windsor) and overall warmer winter weather conditions (reducing some heating energy needs in residences and businesses compared to 2019).

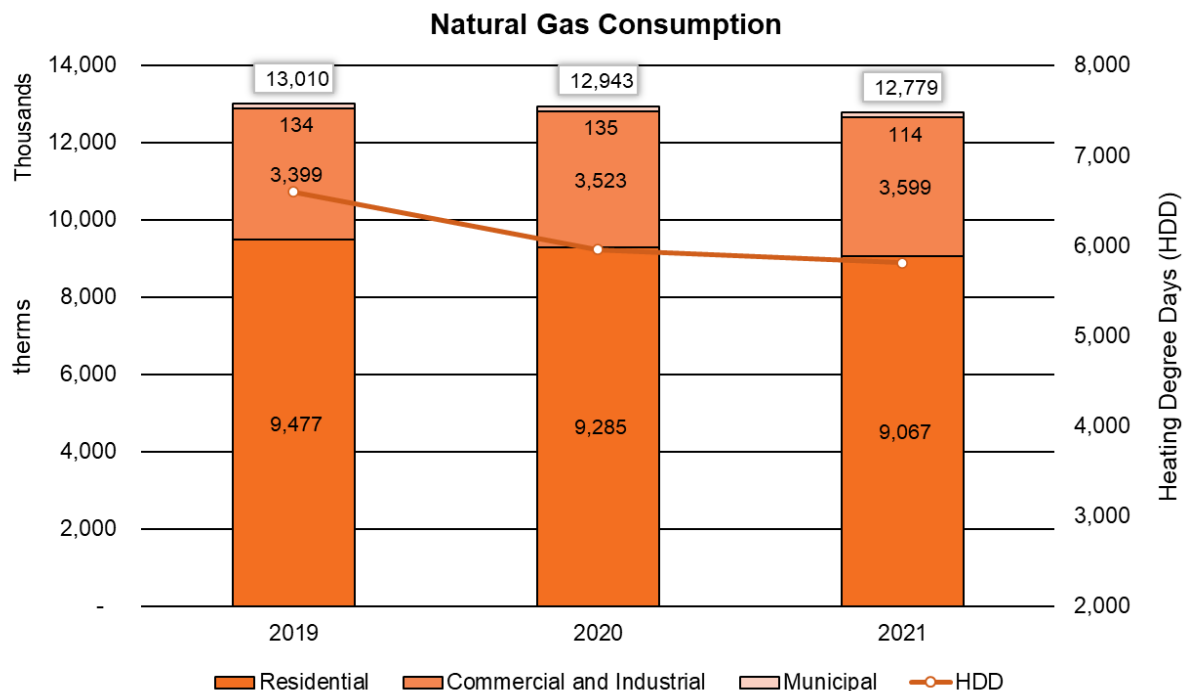


Figure 14. Natural gas use in Windsor across Xcel Energy and Atmos Gas territory between 2019-2021.

Greenhouse Gas Emissions and Trends

Building electricity and natural gas usage in Windsor contributed over 150,000 metric tons of carbon dioxide equivalent (MTCO₂e) to total community emissions in 2021². The scale of Windsor's emissions is the same as the emissions that more than 32,000 standard passenger vehicles (EPA, 2021) would produce if they were driven for a full year. Well-aligned with overall energy consumption by sector, residential

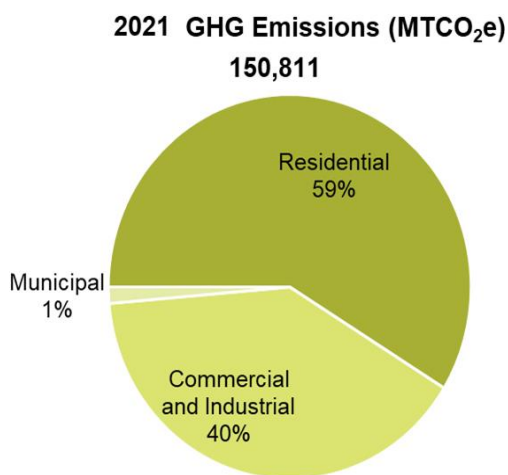


Figure 15. 2021 Greenhouse gas emissions from building energy use in Windsor

² This calculation is based on the total energy used in Windsor and the grid emission factors from local utilities, which estimate the carbon intensity of each electricity and natural gas unit.

customers contribute nearly 60 percent of greenhouse gases associated with stationary building energy use (Figure 15).

Energy consumption-related emissions declined in Xcel Energy territory in Windsor over the last 3 years largely due to “greening of the grid” or the process of adding more renewable energy supply into the Xcel Energy source fuel mix to support electricity generation. Similar to electricity use as shown in Figure 13, greenhouse gas emissions shown in Figure 16 are higher in 2021 with the inclusion of PVREA data.

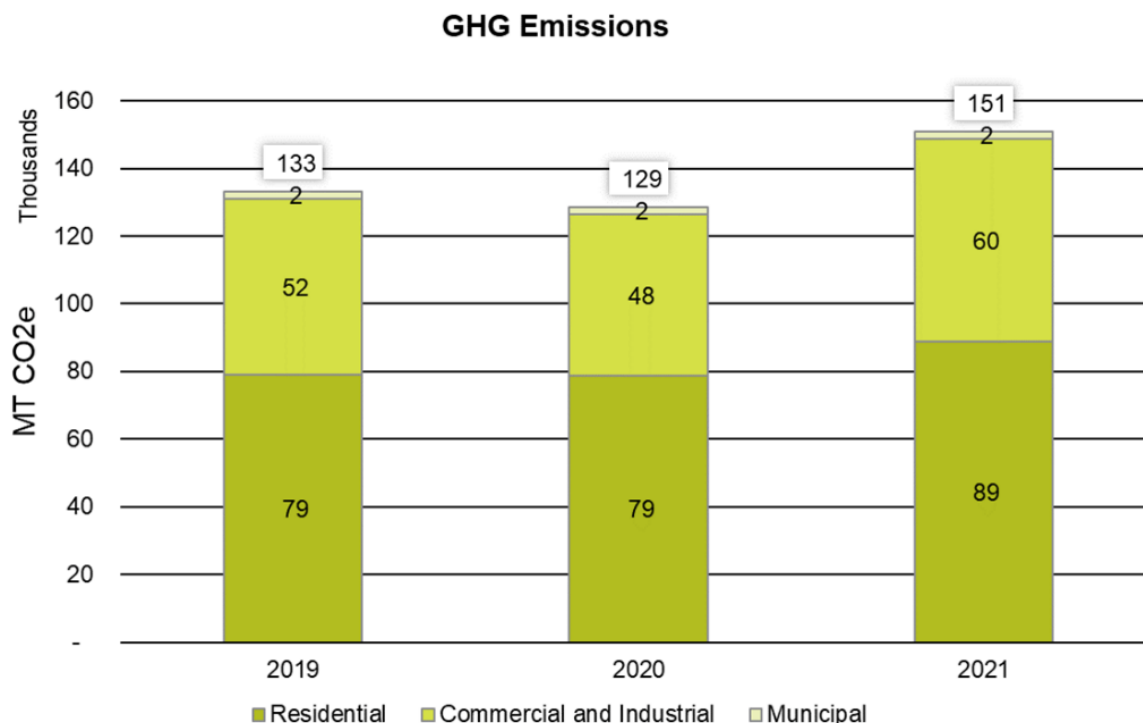


Figure 16. Greenhouse gas emissions associated with energy use in Windsor between 2019-2021. PVREA data is included for 2021 only.

Energy Costs

Like energy use and greenhouse gas emissions, energy costs in Xcel Energy territory within Windsor are distributed similarly across all sectors, with the residential sector making up slightly less than two thirds of the overall \$20.4 million spent on energy in 2021 (Figure 17). Energy cost data were available from Xcel Energy only. Over the last three years, Windsor’s energy costs have fluctuated, with the highest energy costs occurring in 2021 (Figure 18). In the residential sector, the trend has been increased energy costs over the last three years, with 2021 residential energy costs 24 percent higher than 2019. 2020 energy costs declined for the C&I sector, likely driven by the effects of the COVID-19 pandemic but rebounded and increased above pre-pandemic levels in 2021. As Windsor continues to grow in the future, energy costs are anticipated to grow alongside. The anticipated growth in energy costs justifies the approach of developing strategies to

address efficiency for new construction, as well as in Windsor's existing building stock, to limit the impact of overall energy cost increases.

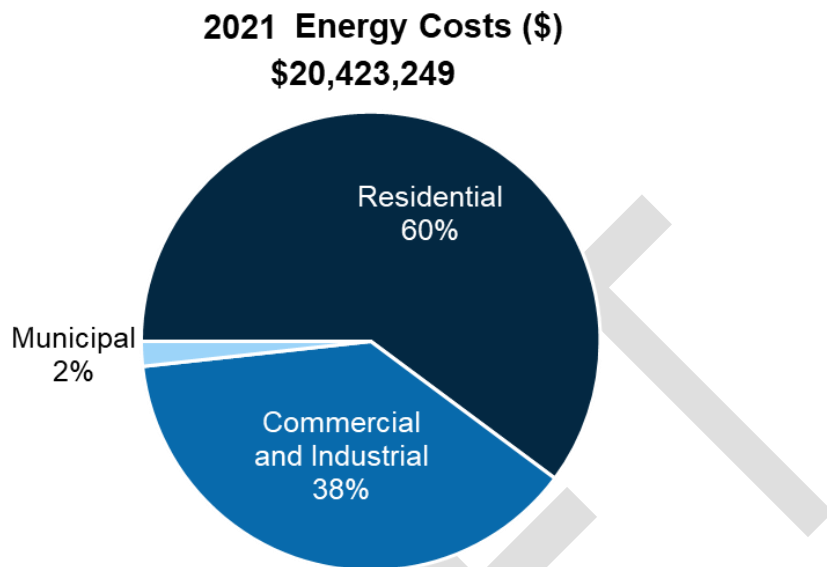


Figure 17. 2021 energy costs in the Town of Windsor by sector (Xcel Energy-data only)

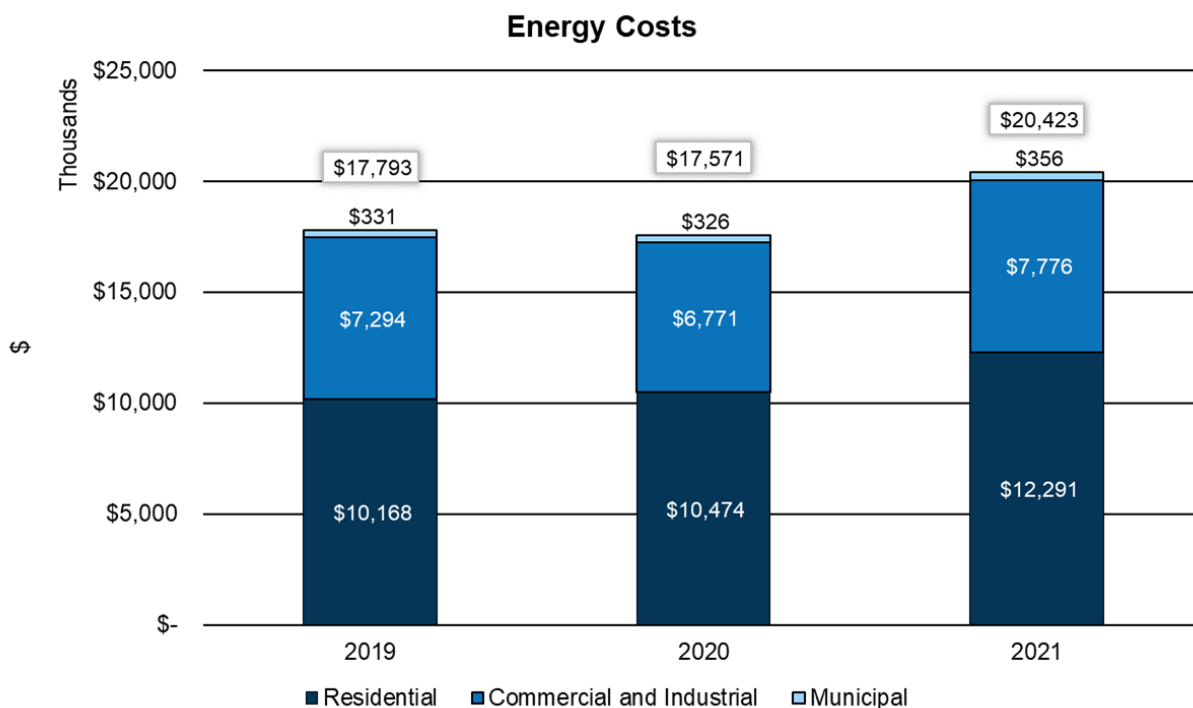


Figure 18. Xcel Energy costs associated with building energy use in Windsor, 2019-2021

Program Participation and Savings

Over the last three years, participation in energy efficiency programs has fluctuated, with 2020 having the lowest participation rates (Figure 19). The increase in 2021 energy efficiency program participation was driven by an increase in Energy Star New Homes participation. Due to the fluctuations in annual program participation, a three-year average was utilized for the purpose of establishing an energy savings baseline by which future progress in the implementation phase can be measured.

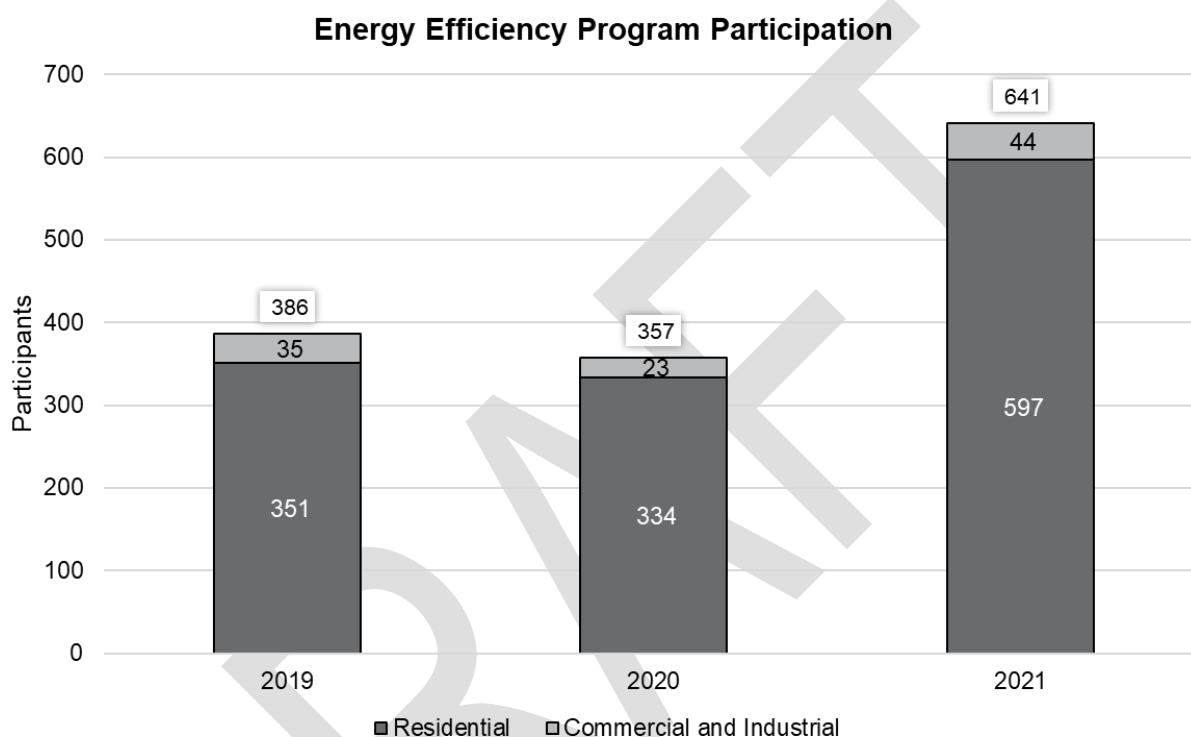


Figure 19. Xcel Energy demand-side management program participation 2019-2021

Electricity savings resulting from program participation has not followed the same trend as participation, with 2019 electricity savings being the highest of the last three years (Figure 20) and 2021 achieving electricity savings closer to the three-year average. Although participation is driven heavily by the residential sector, electricity savings come primarily from a relatively small number of commercial & industrial projects. In 2019, there were several significant lighting efficiency projects that provided over 80 percent of the electricity savings for the C&I sector.

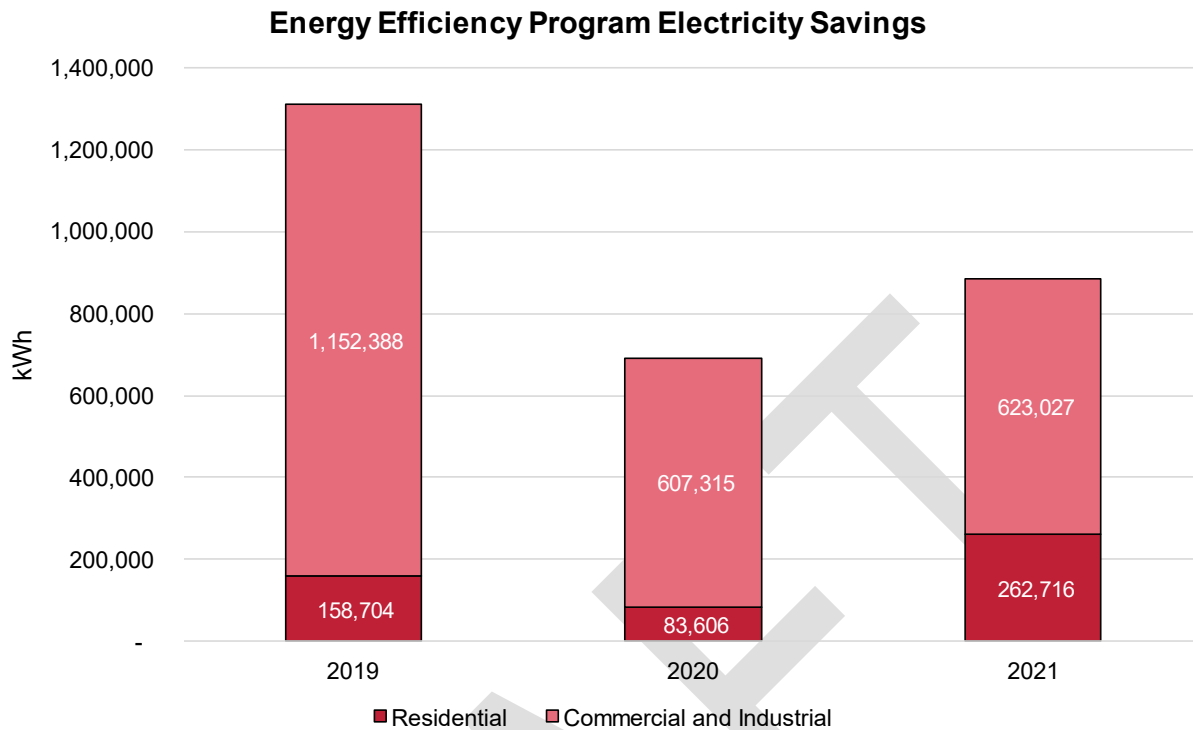


Figure 20. Estimated electricity savings from Xcel Energy demand-side management program participation 2019-2021

Conversely, natural gas savings in Windsor are driven primarily by the residential sector; and, over the last three years natural gas savings trends closely mimicked energy efficiency program participation trends (Figure 21). Similar to energy efficiency program participation, 2021 achieved the highest levels of natural gas savings for the community; and, the residential sector provided 99 percent of the total natural gas savings in that year. The top program for natural gas savings was Energy Star New Homes, which provided over 70 percent of the residential natural gas savings in 2021.

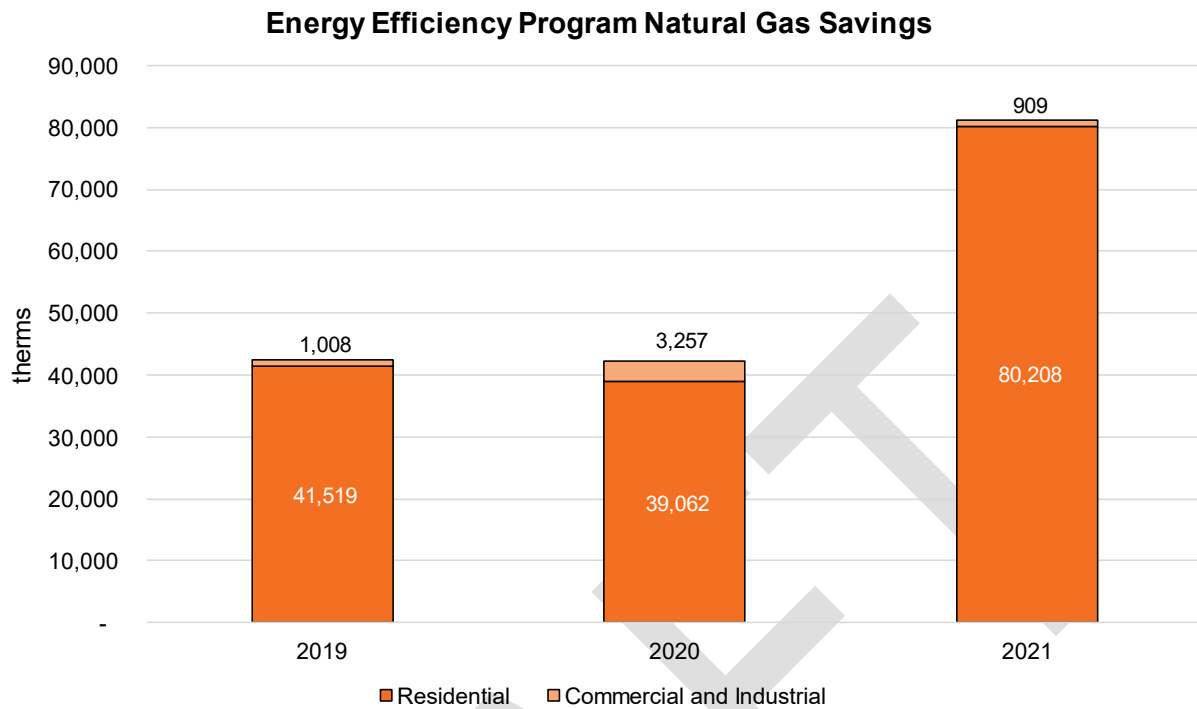


Figure 21. Estimated natural gas savings from Xcel Energy demand-side management program participation 2019-2021

APPENDIX B: STRATEGY LIBRARY

This appendix provides a library of additional strategy ideas that were identified throughout the planning process, but not prioritized for the first 18 months of implementation. These strategies are organized by focus area and are available for future consideration as capacity allows.

Municipal Energy Leadership

- Explore alternative energy source options for Town facilities that have not installed or utilized them yet.

Residential Outreach

- Train volunteers to act as energy ambassadors in their communities to share energy savings opportunities with their neighbors.

Businesses and Institutions Outreach

- Explore ways to share building energy performance when businesses are considering purchasing/renting building space.

Energy Efficiency New Development

- Encourage and support community solar and other renewable energy opportunities.

APPENDIX C: GLOSSARY OF TERMS



15 x 15: Xcel Energy's privacy rule, which requires all data summary statistics to contain at least 15 premises, with no single premise responsible for more than 15% of the total. Following these rules, if a premise(s) is responsible for more than 15% of the total for that data set, it is/they are removed from the summary.

British Thermal Unit (BTU): Amount of heat needed to raise one pound of water at maximum density through one degree Fahrenheit.

Carbon-free: Sources of energy that will not emit additional carbon dioxide into the air. Wind, solar, and nuclear energy are all carbon free sources, but only wind and solar are renewable.

Demand Side Management (DSM): Modification of consumer demand for energy through various methods, including education and financial incentives. Aims to encourage consumers to decrease energy consumption, especially during peak hours, or to shift time-of-energy use to off-peak periods such as nighttime and weekend.

Direct Installation: Free energy-saving equipment installed by Xcel Energy or other organization, for program participants, that produces immediate energy savings.

Energy Burden: Percentage of gross household income spent on energy costs.

Energy Reduction: The result of behavior changes that cause less energy to be used. For example, setting the thermostat to a lower temperature *reduces* the energy used in a home during the winter. Since energy reductions can be easily reversed, they are not accounted for when calculating changes in energy usage.

Energy Savings: Comes from a permanent change that results in using less energy to achieve the same results. A new furnace uses X% less energy to keep your home at the same temperature (all other things being equal), resulting in energy *savings* of X%. For accounting purposes, energy savings are only counted in the year the new equipment is installed.

Greenhouse Gases (GHG): Gases in the atmosphere that absorb and emit radiation and significantly contribute to climate change. The primary greenhouse gases in the earth's atmosphere are water vapor, carbon dioxide, methane, nitrous oxide, and ozone.

Grid Decarbonization: Current planned reduction in the carbon intensity of electricity provided by electric utilities through the addition of low- or no-carbon energy sources to the electricity grid.

Kilowatt-hour (kWh): A unit of electricity consumption.

Million British Thermal Units (MMBtu): A unit of energy consumption that allows electricity and natural gas consumption to be combined.

Metric Tons of Carbon Dioxide Equivalent (MTCO_{2e}): A unit of measure for greenhouse gas emissions. The unit "CO_{2e}" represents an amount of a greenhouse gas whose atmospheric impact has been standardized to that of one unit mass of carbon dioxide (CO₂), based on the global warming potential (GWP) of the gas.

Megawatt (MW): A unit of electric power equal to 1 million watts.

Premise: A unique combination of service address and meter. For residential customers, this is the equivalent of an individual house or dwelling unit in a multi-tenant building. For business customers, it is an individual business; for a larger business, a separately-metered portion of the business's load at that address.

Renewable Energy Certificate (REC): For every megawatt-hour of clean, renewable electricity generation, a renewable energy certificate (REC) is created. A REC embodies all of the environmental attributes of the generation and can be tracked and traded separately from the underlying electricity. Also known as a Renewable Energy Credit.

Resilience: Ability to prepare for and adapt to changing conditions and withstand and recover rapidly from disruptions. Resilience includes the ability to withstand and recover from deliberate attacks, accidents, or naturally occurring threats or incidents.

Recommissioning: An energy efficiency service focused on identifying ways that existing building systems can be tuned up to run as efficiently as possible.

Solar Garden: Shared solar array with grid-connected subscribers who receive bill credits for their subscriptions.

Solar Photovoltaic (PV): Solar cells/panels that convert sunlight into electricity (convert light, or photons, into electricity, or voltage).

Subscription: An agreement to purchase a certain amount of something in regular intervals.

Therm (thm): A unit of natural gas consumption.

Trade Partner: Also known as Trade Allies or Business Trade Partners. Vendors and contractors who work with business and residential customers - servicing, installing, and providing consulting services regarding equipment associated with utility rebate programs. Their support for utility programs can range from providing equipment and assisting with rebate paperwork, to receiving rebates for equipment sold.

APPENDIX D: WORKS CITED

(n.d.).

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Town of Windsor Energy Action Plan Draft

Sandra Mezzetti, Senior Planner

Town Board Work Session

May 22, 2023

BACKGROUND

Sustainable Windsor Colorado (SWC), a grassroots group of concerned citizens, approached Town Board with a request to participate in Xcel Energy's Partners in Energy Program to develop an Energy Action Plan for the Town.

- ❖ November 2021 – Initial Presentation by SWC with request to participate in the program – additional information requested
- ❖ March 2022 – Overview of the program presentation by the Brendle Group (program facilitator) – Town Board was interested but had more questions and concerns
- ❖ August 2022 - Staff presented the requested information and Town Board voted in favor of participating in the Partners in Energy Program.
- ❖ September 2022 – The planning phase of the Energy Action Plan begins.

TODAY'S OBJECTIVES

- ❖ Summarize the planning process
- ❖ Provide an overview of the draft Energy Action Plan
- ❖ Answer Board questions about the process and the draft plan

PLANNING PROCESS

HOW THE PLAN WAS
DEVELOPED

PROJECT MANAGEMENT TEAM – POINTS OF CONTACT

Xcel Energy		Partners in Energy Facilitators		Town of Windsor	Sustainable Windsor Colorado
					
Makaela Turner Marketing Coordinator	Andrew Holder Area Manager	Lynn Jemison Lead Facilitator	Terry Hatfield Facilitator, Data Lead	Sandra Mezzetti Community Lead	Greg Flebbe Sustainable Windsor Colorado Volunteer

ENERGY ACTION STAKEHOLDER TEAM

- Town Staff
- Sustainable Windsor Colorado
- Xcel Energy
- Atmos Energy
- Poudre Valley REA
- Weld RE-4 School District
- Aims Community College
- UCHealth
- The Water Valley Companies
- Front Range Energy
- Metal Container Corporation
- Hartford Homes
- Broe Real Estate
- Vestas Blades America, Inc.

PLANNING TIMELINE

Task	Sep 22	Oct 22	Nov 22	Dec 22	Jan 23	Feb 23	Mar 23	Apr 23	May 23
Kick-off Meeting									
Community Engagement Survey									
Planning Workshops				#1	#2		#3	#4	
Town Board Updates									
Plan Development									
Plan Review & Approval									

COMMUNITY ENGAGEMENT

400+ responses to
online community
survey on Project
Connect

300+ individuals
reached at Halloween
Carnival and Windsor
Wonderland

A black and white photograph of a person's hand pointing at a collage of documents, photos, and sticky notes on a desk. The collage includes a circular diagram with the number '03', a photo of a group of people, and various text documents. In the background, there is a desk lamp, a coffee cup, and other office supplies.

PLAN OVERVIEW

OUTCOMES OF THE PLANNING
PROCESS

PLAN OUTLINE

Introduction

Where We Are Now

Where We Are Going

How We Are Going to Get There

How We Stay On Course

Appendices

VISION AND GOAL

- **Vision:** Through education and partnership, Windsor practices environmental stewardship by promoting energy efficiency and maintaining access to resilient, reliable, and affordable energy that drives economic growth.
- **Goal:** Achieve 0.75% energy savings annually by increasing annual program participation to 5% by the end of 2024.

What does a 0.75% energy savings annually mean for Windsor?

Goal equates to an estimated...

- ❖ 36% increase in program participation and energy savings compared to baseline
- ❖ Increase from baseline of 692 participants to goal of 944 participants over 18-month period
- ❖ Savings of \$263,900 in Windsor's community energy costs

FOCUS AREAS



MUNICIPAL ENERGY
LEADERSHIP



RESIDENTIAL
OUTREACH



BUSINESSES &
INSTITUTIONS
OUTREACH



ENERGY EFFICIENT
NEW DEVELOPMENT

SPOTLIGHTS

Windsor Energy Spotlight

The Town retrofitted its facilities with LED lighting and installed rooftop solar panels on five facilities. Plans are in place to update the heating and cooling systems in the Community Recreation Center to be more energy efficient.



Modeled Solar Panels on Town Public Services Facility

Windsor Energy Spotlights

Many Windsor businesses and institutions are already leading the way in energy action.

- **UC Health** retro-commissions its buildings to run more efficiently.
- **Vestas** facilities use LED lighting and has plans for achieving carbon neutrality.
- **Weld RE-4 School District** has retrofitted most facilities to use LED lighting.

Through the State's *Main Street: Open for Business* program, three Windsor businesses received funds for façade improvements, including energy efficient windows and LED lighting. One business owner estimated 20 percent utility bill savings due to the improvements.



Memory Lane Antiques storefront

STRATEGIES

■ Municipal Energy Leadership

- Strategy M-1: Promote the Town's energy leadership to the broader community
- Strategy M-2: Conduct energy assessments for Town facilities and recommend implementation of cost-effective energy efficiency improvements

■ Energy Efficient New Development

- Strategy E-1: Empower the development community with knowledge of successful energy-saving stories and available resources to inspire action towards sustainable energy practices
- Strategy E-2: Partner with developers to create energy efficient and renewable energy options for residents to choose prior to the construction or remodeling process

STRATEGIES

- **Residential Outreach**

- Strategy R-1: Promote residential energy savings opportunities through communitywide communication channels
- Strategy R-2: Educate home contractors and trade partners on energy savings opportunities that they can share with residential customers

- **Businesses & Institutions Outreach**

- Strategy B-1: Share energy saving resources to Windsor businesses

TENTATIVE TIMELINE

	Q2 23	Q3 23	Q4 23	Q1 24	Q2 24	Q3 24	Q4 24
Strategy							
Strategy M-1: Promote the Town's energy leadership to the broader community							
Strategy M-2: Conduct energy assessments for Town facilities and recommend implementation of cost-effective energy efficiency improvements							
Strategy R-1: Promote residential energy savings opportunities through communitywide communication channels							
Strategy R-2: Educate home contractors and trade partners on energy savings opportunities that they can share with residential customers							
Strategy B-1: Share energy saving resources to Windsor businesses							
Strategy E-1: Empower the development community with knowledge of successful energy-saving stories and available resources to inspire action towards sustainable energy practices							
Strategy E-2: Partner with developers to create energy efficient and renewable energy options for residents to choose from prior to construction or remodeling process							

IMPLEMENTATION STRUCTURE

Energy Action Team

- Virtual meetings monthly (June kickoff)
- Focus Areas: Municipal, Residential, New Development
- First Steps:
 - Draft residential outreach plan for 2023/2024
 - Inventory municipal efforts and identify outreach channels for promotion

Business Subgroup

- Virtual meetings monthly (July kickoff)
- Focus Area: Businesses & Institutions
- First Steps:
 - Draft outreach plan for 2023/2024

PARTNERS IN ENERGY RESOURCES FOR IMPLEMENTATION



RELATIONSHIP TO THE STRATEGIC PLAN

The Energy Action Plan complies with the Strategic Plan Mission:

The Town of Windsor promotes community and hometown pride through sustainable, excellent and equitable delivery of services in a fiscally responsible manner.

Realization of Town's goal, as outlined in the Plan, will result in possible energy consumption savings in addition to a cost savings to residents, businesses and the Town.

Questions?

<https://windsorprojectconnect.com/energy-action-plan-input>



MEMORANDUM

Date: May 22, 2023
To: Mayor and Town Board
From: Kimberly Lambrecht
Senior Planner
Re: Draft Historic Preservation Plan - K. Lambrecht, Historic Preservation Commission Staff Liaison; M. Starck, Historic Preservation Commission Chairperson
Item #: 3.

Background / Discussion:

As stated in the Municipal Code, the purpose and intent of the Historic Preservation Commission is 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."

The Town's Historic Preservation ordinance was adopted in 1995, with the Town Board of Trustees serving as the governing board. In 2007, as a follow up to the creation of the Ordinance and in an effort to formally implement a Historic Preservation Commission (HPC), the Town completed the necessary requirements of becoming a Certified Local Government (CLG). The benefits of being a CLG include the availability of grants and other financial support, as well as technical support from the experts at the State run History Colorado. With this status, came requirements calling for not only the formation of the HPC, but also for the implementation of processes and protocols to ensure the work of the HPC would have clear meaning and direction.

Over the past few years, the Historic Preservation Commission (HPC) has become more active in the community and in an effort to comply with provisions of the CLG, decided to consult with a historic preservationist to create the Town's first guiding document for historic preservation in Windsor. A grant from History Colorado (through the Certified Local Government program) was awarded to Windsor for creation of the historic preservation plan. This Plan will serve as a roadmap for the HPC to continue surveys, outreach, and other preservation-minded projects.

Among other things, the HPC has continued their efforts to educate the public about not only the history of Colorado, but also through their actions of designating local landmarks, holding an Open House, and attending the annual Saving Places Conference, sponsored by History Colorado.

In June of 2022, on behalf of the HPC, the Town commissioned Mr. Ron Sladek with Tatanka Historical Associates, to complete a Historic Preservation Plan (the Plan). Over the course of the last year, the Tatanka team has led the HPC in the process to develop the Plan, which has included community outreach efforts, community surveys and meetings with the HPC. The goal of the plan is to define historic preservation and

present opportunities to fulfill that definition.

What is Historic Preservation?

“...the act or process of applying measures necessary to sustain the existing form, integrity and materials of an historic property.” This definition can manifest itself in many forms:

- Preservation
- Rehabilitation
- Restoration
- Reconstruction

The resulting answer can and should be very specific to the conditions presented for each historic opportunity. The Plan’s purpose is to give direction on how these opportunities can be evaluated.

A DRAFT of the Plan is included with this memo. (Please note, this is the first draft and has not been thoroughly vetted by Staff and the HPC.) In summary, the Plan includes the full process the team has gone through in order to develop the plan (including an extensive history of Windsor), the processes and protocols of the research, identification of historical areas in Windsor, goals and policies to consider, and a Five-year action plan to implement the goals. It is important to note that the attached DRAFT Historic Preservation Plan is the first draft presented, and comes as a result of the initial data gathering, outreach and meeting efforts. The HPC provided initial comments to Mr. Sladek’s team at the May 10, 2023 HPC Regular meeting, and continues to review the document to provide further input – particularly as it relates to the Goals and Policies and Five Year Action Plan.

Aside from the presentation of the vision statement, historical context, and education and outreach efforts, the Plan presents a series of goals and policies, along with an implementation plan. In summary, the goals and policies are as follows:

1. What are the resources we want to protect?
2. How can we achieve protection?
3. Existing Land Use and Preservation Codes
4. Role of the Historic Preservation Commission
5. Landmarking of Historic Resources
6. Preservation Incentives: Grants, Tax Incentives and other options
7. Priorities for Preservation Efforts
8. Emerging Topics in Preservation Planning

More specific descriptions of this initial pass at goals and policies can be found in the DRAFT Plan.

The implementation section of the Plan speaks to a Five-year Action Plan. The Plan proposes to address the following Task Areas:

1. Community Survey and Education
2. Identify Additional Historic Resources and Establish Historic Districts
3. Branding and Community Outreach
4. Improvements to the Town’s Preservation Policies

Again, more specific descriptions of this initial pass at implementation can be found in the DRAFT Plan.

In summary, the goal of this exercise is to implement a Historic Preservation Plan that will serve as the guiding document to inform the Commission, Staff, the Town Board and the Public in their efforts to continue to provide a sense of place and a reminder that encourages reflection on Windsor's origins. An additional discussion with Town Board and the HPC will be scheduled as the DRAFT plan is prepared for adoption.

Financial Impact:

Relationship to Strategic Plan:

Recommendation:

CC:

Scott Ballstadt, Director of Planning
Historic Preservation Commission

Attachments:

1. 2023-MAY-5 Windsor HPMP DRAFT 1
2. Historic Preservation Plan - PPT Presentation_5-22-2023



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.



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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

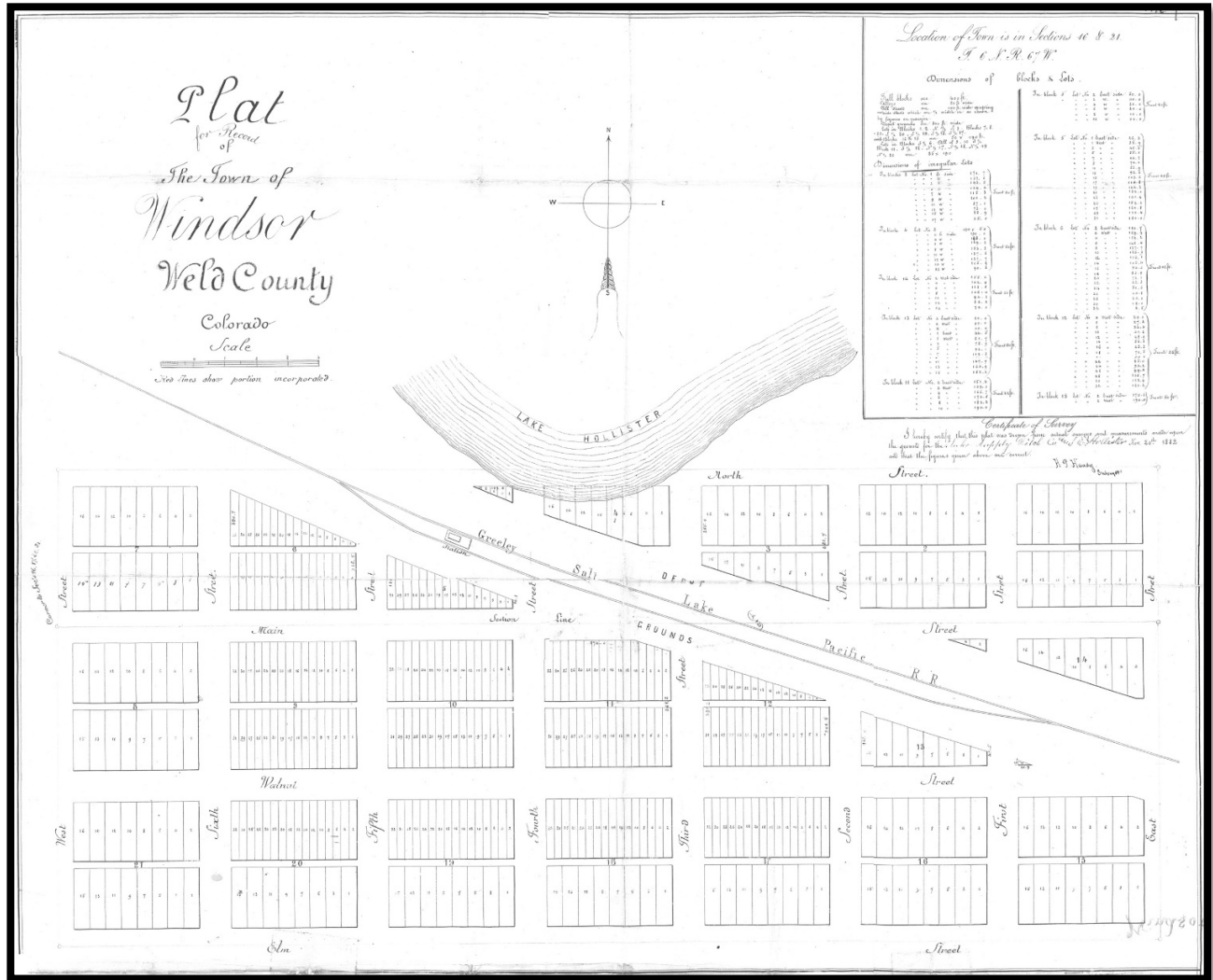
irrigation ditches and networks that allowed agriculture to thrive. One of these, the Whitney Ditch, was constructed in 1862 through the future area of Windsor.

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.

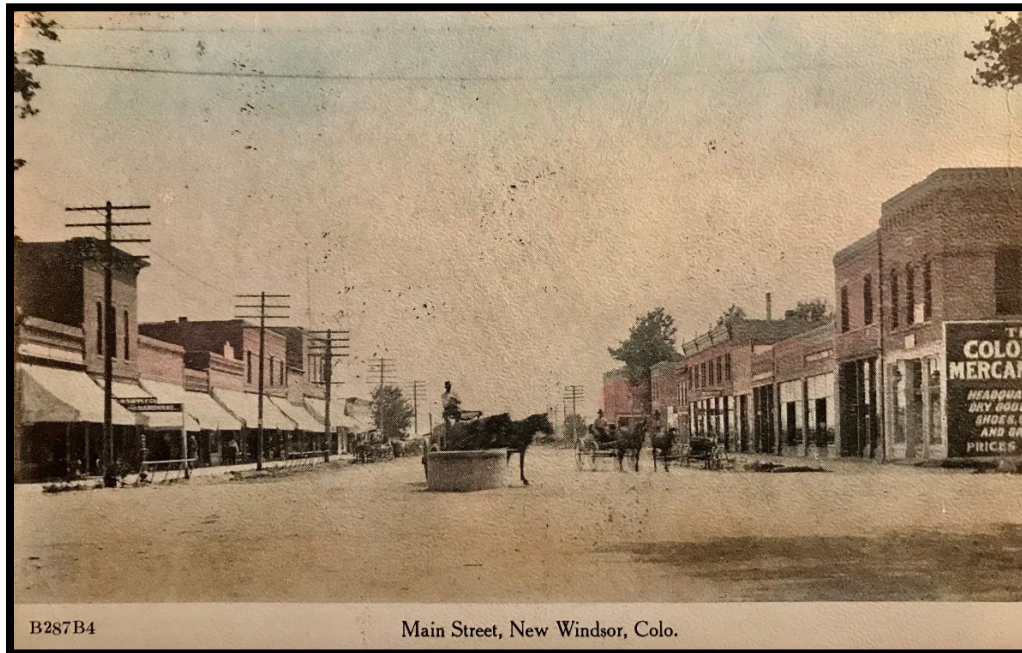


Windsor's Great Western Sugar Factory, date unknown

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.

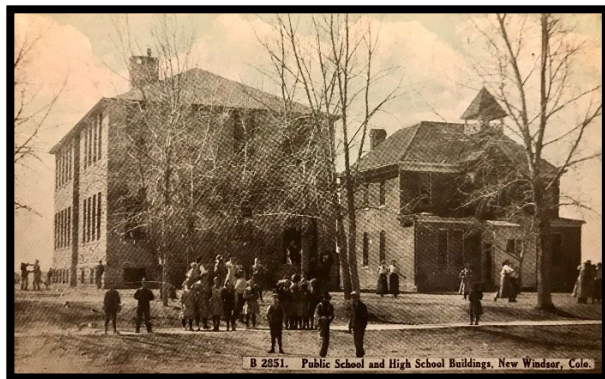


First National Bank of Windsor, circa 1920

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.

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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

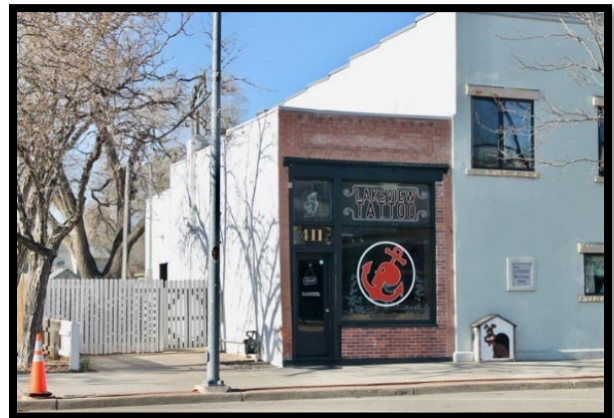


Main Street Commercial Buildings, 400 Block, South Side

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.



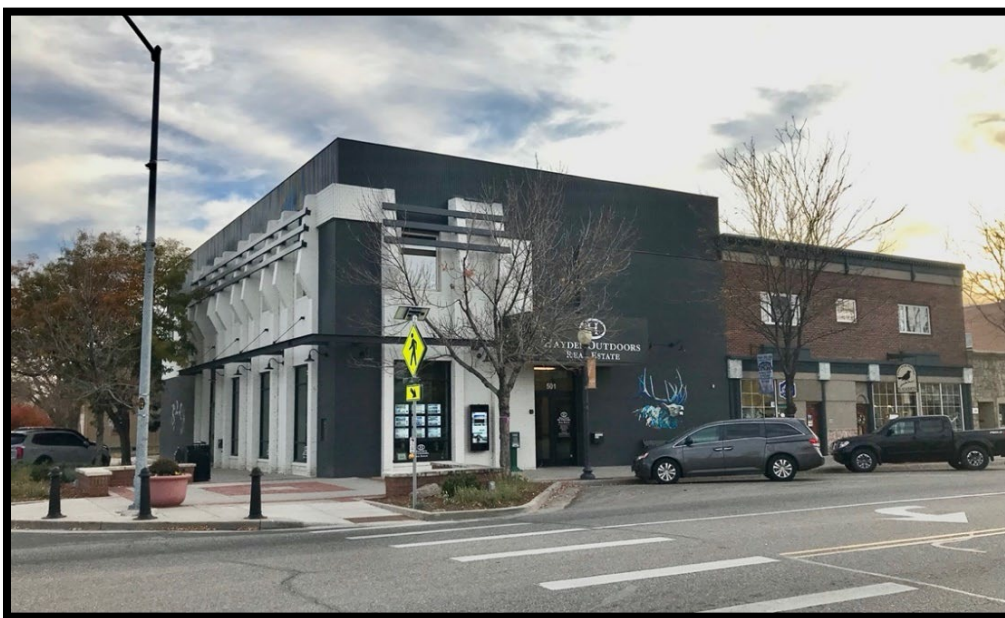
Windsor Mill, 301 Main St.

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.

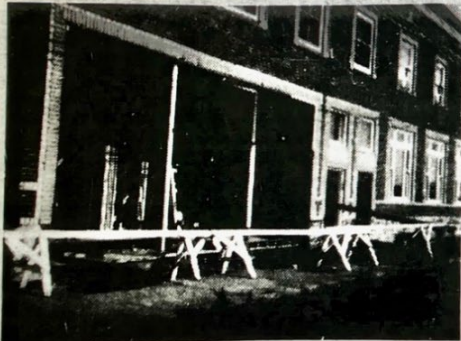
In October 1968, the Chamber of Commerce appointed a Main Street committee to study the problem and devise a solution. The committee initially met with representatives of Kansas City-based Fashion, Inc., a firm that specialized in remodeling and modernizing downtown districts. Fashion, Inc. proposed 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.

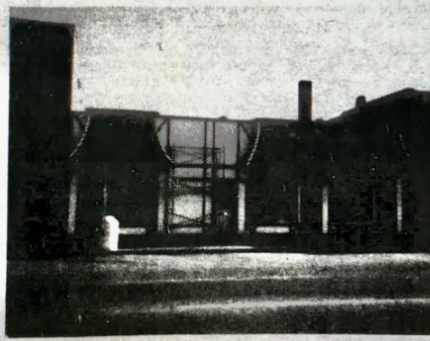
Encouraged by the Chamber of Commerce, the first property owners moved to remodel their facades in the spring of 1970 to the "Old-World" appearance. Wayne Lieser, the owner of Lieser's Corner Drug, and Dr. Ronald Hansen, who owned four Main Street buildings, signed contracts with the Epcon Company to 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.



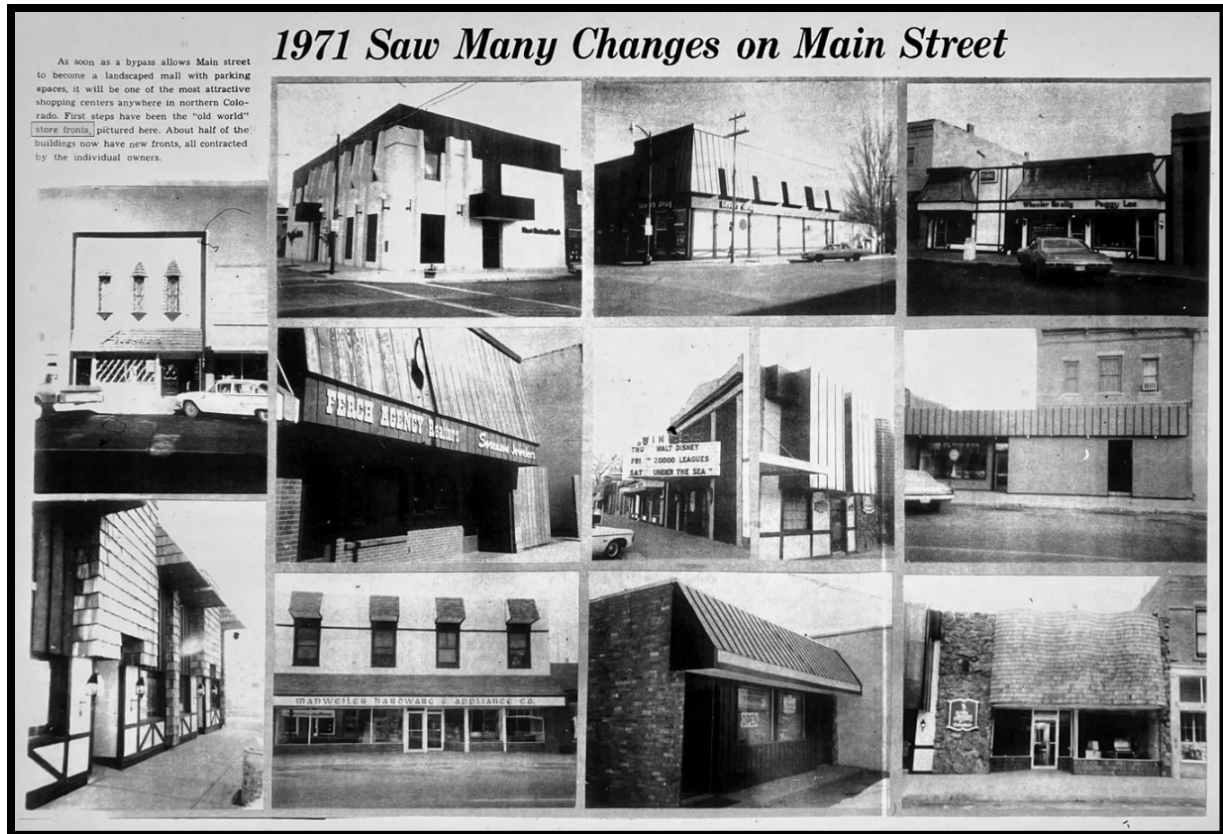
Below center is the Hansen building on the north side of Main Street, housing Russ's barber shop, the Cozy Inn, Wheeler Realty and the Peggy Lee shop, and at right is the front of Lieser's drug store. Photos were taken early Saturday morning—before parked cars lined the curbs.



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.**

3.3 Agricultural Areas

Town of Windsor, Colorado
Historic Preservation Master Plan
(FIRST DRAFT 5 May 2023)

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]



Historic Preservation Plan

DRAFT

Historic Preservation Commission

Melanie Starck, HPC Chairperson

Kimberly Lambrecht, Senior Planner, Staff Liaison

Town Board – May 22, 2023



Historic Preservation Commission

Purpose and Intent:

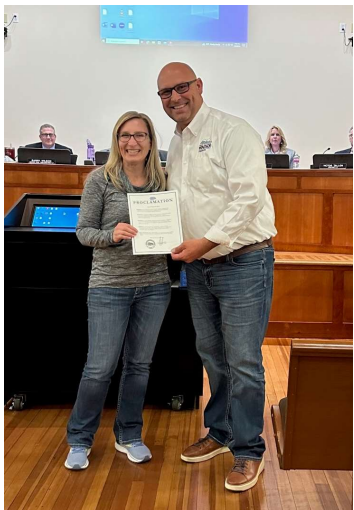
The Town of Windsor Historic Preservation Commission operates under the guidance of Chapter 15 (Development Standards), Article XVI of the Municipal Code, and under a set of Bylaws approved by the Commission, which guide the operation of the Commission.

"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

<https://windsorgov.com/460/Historic-Preservation>
<https://www.windsorgov.com/649/Historic-Preservation-Commission>
Town Board Liaison: Ron Steinbach: 970-290-1980



Certified Local Government (CLG)

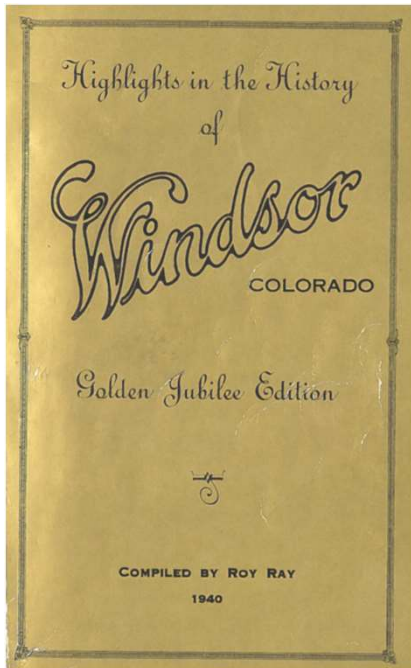
In May 2007, in conjunction with the Colorado Historical Society (History Colorado) and the National Park Service, the Town of Windsor was designated as a Certified Local Government. With that designation comes an obligation to meet the following requirements:

- (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 the History Colorado annual Saving Places Conference
-
- Complete the Historic Preservation Plan
 - Celebration 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 \$23,250.00 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.
 - Ron Sladek (Tatanka Historical Associates) and Stan Clausen (Clausen Rawley Associates) are the primary consultants contributing to the development of the Plan



Similar to the Town's Comprehensive Plan, the Historic 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

WHAT IS HISTORIC PRESERVATION?

“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.



Historic Preservation Plan

In order to better answer the previous question, it is necessary to have a ***guiding document*** to provide information, goals, objectives, review criteria and processes in order to assess viability as a contributor to the historical fabric of the community.



PROCESS TO DEVELOP THE PLAN

- Outreach:
 - Open House Presentations/Discussions (11/2/2022 & 3/22/2023)
 - Online Community Survey
- HPC and Staff Discussions
- Expert analyses and input



Historic Preservation Plan

VISION STATEMENT

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.





Historic Preservation Plan

Goals and Policies

- *Creation of an action plan*
 - *Develop priorities*
- *Determine resources that warrant consideration of protection*
- *Align / balance existing land use plans and preservation plans*





Historic Preservation Plan

Five - Year Action Plan

- *This will be the overarching piece of the Plan that will give specific direction to the HPC*
- *It is a 'working' document – fluid and evolving as it finds its path in response to the goals and objectives of the Plan*
- *Creates recommended activities and timeframes*
 - *Near term = 1-3 years*
 - *Long term = 3-5 years*
 - *Ongoing = current and continuing*





Historic Preservation Plan

Plan Priorities

Creation of tangible goals for the Commission to work towards:

- *Updating surveys*
- *Identify historic resources*
- *Consideration of formation of historic districts*
- *Community outreach*
- *Coordinating the Town's preservation policies*
- *Explore preservation incentives*
- *Applying for grants*
- *Reform online presence*





Historic Preservation Plan

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.





Thank you!



MEMORANDUM

Date: May 22, 2023
To: Mayor and Town Board
From: Shane Hale, Town Manager
Re: Future Meetings Agenda
Item #: 4.

Background / Discussion:

Financial Impact:

Relationship to Strategic Plan:

Recommendation:

CC:

Attachments:

1. 2023 Future Meetings Agenda



FUTURE TOWN BOARD MEETINGS

May 29, 2023	Canceled – Memorial Day Holiday
June 5, 2023 5:30 p.m.	Town Board Special Meeting Town Attorney Application Reviews
June 12, 2023 5:30 p.m.	Town Board Work Session Board/Manager/Attorney Monthly Meeting Town Attorney Interviews
June 12, 2023 7:00 p.m.	Town Board Regular Meeting
June 19, 2023 5:30 p.m.	Town Board Work Session Downtown Parking Study Next Steps
June 26, 2023 5:30 p.m.	Town Board Work Session CANCELED FOR CML
June 26, 2023 7:00 p.m.	Town Board Regular Meeting CANCELED FOR CML
July 3, 2023 5:30 p.m.	Town Board Work Session Canceled – July 4 th Holiday
July 10, 2023 5:30 p.m.	Town Board Work Session Board/Manager/Attorney Monthly Meeting
July 10, 2023 7:00 p.m.	Town Board Regular Meeting
July 17, 2023 5:30 p.m.	Town Board Work Session
July 24, 2023 5:30 p.m.	Town Board Work Session Redistricting Discussion
July 24, 2023 7:00 p.m.	Town Board Regular Meeting
July 31, 2023	Canceled – 5 th Monday
August 7, 2023 5:30 p.m.	Town Board Work Session
August 14, 2023 5:30 p.m.	Town Board Work Session

August 14, 2023 7:00 p.m.	Town Board Regular Meeting Board/Manager/Attorney Monthly Meeting
August 21, 2023 5:30 p.m.	Town Board Work Session
August 28, 2023 5:30 p.m.	Town Board Work Session
August 28, 2023 7:00 p.m.	Town Board Regular Meeting

Future Work Session Topics

- DDA Entertainment District
- Telecom Code (Pending FCC Rules)
- Weld RE-4 School Land Dedication/Cash in lieu of Land Update
- Smart Meter Project (Brian)
- Revenue Projections (August 7)
- Capital Improvement Plan (September 18 – Public Services Campus)
- Utility Rates and Fees (October 9th)
- Operating Budget (Saturday, October 14th)
- Follow-up Budget Questions (November 13th)