



Town of Windsor, Colorado
Parks, Recreation & Culture
Master Plan
April 2016

TOWN OF WINDSOR

RESOLUTION NO. 2016-34

A RESOLUTION APPROVING THE MARCH, 2016 COMPREHENSIVE PARKS, RECREATION & CULTURE MASTER PLAN FOR THE TOWN OF WINDSOR

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

WHEREAS, the Town and its citizens place high value on parks, recreation, open space and cultural opportunities; and

WHEREAS, in 2007, the Town Board adopted a Parks and Recreation Master Plan (“2007 Plan”) to guide the development and financing of facilities and programs serving the community; and

WHEREAS, in 2015, the Town retained GreenPlay, LLC, to assist with the review, revision and improvement of the 2007 Plan, the result of which is the attached *Town of Windsor, Colorado, Parks, Recreation & Culture Master Plan – March 2016* (“2016 Plan”); and

WHEREAS, the 2016 Plan has been developed through a series of staff-level interviews, and has been presented to key community stakeholders; and

WHEREAS, the Town’s Parks, Recreation and Culture Advisory Board has reviewed the 2016 Plan, and has recommended approval; and

WHEREAS, the Town Board has reviewed the 2016 Plan, and believes the adoption of the 2016 Plan promotes the public health, safety and welfare.

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

1. The attached *Town of Windsor, Colorado, Parks, Recreation & Culture Master Plan – March 2016*, incorporated herein by this reference as if set forth fully, is hereby approved and adopted.
2. The *Town of Windsor, Colorado, Parks, Recreation & Culture Master Plan – March 2016* shall serve as a planning tool for recreational, parks, open space and cultural services and facilities in the Town of Windsor.
3. Nothing herein shall be deemed an appropriation of funding, it being intended that all future funding for Town parks, recreation and cultural endeavors shall be reserved to the Town Board’s discretion as a budgetary matter.

Upon motion duly made, seconded and carried, the foregoing Resolution was adopted this 23rd day of May, 2016.

TOWN OF WINDSOR, COLORADO

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ATTEST:

Patti Garcia
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I. Executive Summary

Introduction and the Planning Context

The Master Plan is a resource for the Windsor Parks, Recreation, and Culture Department (the Department) providing direction for future decisions regarding development, programming, and services of the Department into the next 5-10 years. The document provides broad-based visioning to guide operations and potential expansion of services as the Town of Windsor continues to build out. The document is responsive to the changing pulses of the community and sets forth a plan of sustainability for the Department.



To achieve a customized planning effort, the project team, in collaboration with the Department, designed a systematic planning process with phases highlighted below:

Staff Engagement and Previous Planning Compatibility

- Review and assessment of relevant plans for alignment and results of citizen input.
- Extensive engagement effort including a Board work session, staff interviews, and meetings with key stakeholders.

Demographic Profile and Trends

- Profile of the community and demographics, including population growth.
- Research of trends related to Windsor, Colorado, and American lifestyles to help guide the efforts of the Department over the next several years.

Inventory

- Inventory of parks and facilities using existing mapping, staff interviews, and on-site visits to verify amenities and assess the condition of the facilities and surrounding areas.

Operational Analysis

- Interviews with staff to provide information about parks and recreation facilities and services, along with insight regarding the current practices and experiences of the Department in serving its residents and visitors.
- Analysis addressing recreation, parks, cultural affairs, and related services.

Assessment and Analysis of Key Issues

- Measurement of the current delivery of service for park and recreation facilities using level of service analysis and allowing for a target level of service to be determined that is both feasible and aligns with the desires of citizens.
- Exploration of finance and funding mechanisms to support development and sustainability within the system.
- Analysis of departmental programming and service delivery.
- Broad assessment of overall operations.

Recommendations: Goals, Objectives, and Action Plan

- Identification and categorization of recommendations into themes with goals and objectives.
- Development of an action plan.

The Community and Identified Needs

Demographic Profile

The demographic profiles presented in the “Demographics and Housing Study” by Economic & Planning Systems, Inc. (EPS) in January of 2015 and in “The 2016 Comprehensive Plan” by Houseal Lavigne were used to create a basic summary of the Town’s demographics. The considerations for the Parks, Recreation, and Culture Department are:

- Windsor’s population is projected to increase by 37.8 percent between 2010 and 2020.
- Projections estimate that the Town will have a total population of 25,693 in 2020.
- The population in the North Front Range Metropolitan Planning Organization region (Larimer and Weld County) is projected to grow by 23.6 percent between 2010 and 2020, and by 66.8 percent between 2015-2040.
- The Town’s population is approximately 93 percent white.
- The growth rate of Weld County is projected to be approximately 1.4 percent/year higher than the growth rate of the State of Colorado over the same time period.
- The 2.8 percent growth rate projection is higher than the actual 2.3 percent/year rate since 1999.
- Weld County is expected to pass Larimer County in total population by 2030.
- Windsor’s median age is 37.6 as of the last Census in 2010, an increase of 4.9 years from the 2000 Census (32.7).
- EPS forecasts project age groups:
 - 35-64 will “nearly double” from 8,200 to 14,900 by 2040.
 - 65+ will increase from 1,900 to 5,300 by 2040, an “increase of 280 percent.”

Trends

It is a challenge and an opportunity for parks and recreation agencies to continue to understand and respond to the changing recreation interests of their constituencies. In this fast-paced society, it is important to stay on top of current trends. Trends were researched at the local, regional, and national level relative to the demographic profile of Windsor and interests, including dog parks, shaded areas, trails, and exercise and fitness spaces, among others. Programming trends reflect partnerships with the health community, nature-based activities, multi-generational activities, mind/body wellness programs, and sports. Improved funding for parks and recreation in general is being widely reported following the decline during the recession.

Key Issues

The key issues discovered during this planning process, upon which analysis and recommendations are based, have been separated into five categories. Each category contains multiple sub-categories, which are discussed at length within the document. These categories are not listed by order of priority or importance.

1. Outdoor Facilities or Amenities to Add, Expand, or Improve

- Neighborhood Service Level and Proximity
- Density and Town Growth
- Preservation and Conservation Opportunities
- Sustainable Growth
- Prioritization

2. Indoor Facilities or Amenities to Add, Expand, or Improve

- Expansion of the Community Recreation Center

3. Operations

- Staffing
- Additional Funding Mechanisms for Operations and Maintenance
- National Recreation and Parks Association Best Conservation Practices

4. Programs to Add, Expand, or Improve

- Concerts/Festivals
- Partnerships to Provide “Health and Wellness” and “Culture”
- Prioritization of Programs
- Natural Program Areas

5. Marketing and Awareness

- Telling the Story of the Department to the Right Audience



Recommendations and Action Plan

The following Action Plan was developed for the Department through input and analysis of key issues. Many of the 2007 Master Plan Goals are still relevant today, and this action plan represents current issues facing the Department.

1. Outdoor Facilities or Amenities to Add, Expand or Improve

Objective 1.1: <i>Continue to provide equitable access to parks to the Town of Windsor.</i>			
Actions	Primary Dept. Responsibility/ Support	Resource Impact/Budget Requirement	Timeframe to Complete
1.1.a Evaluate development agreements with developers to ensure that they are meeting the current level of service standards.	WPRCD/Planning Department	Staff Time	Short-Term
1.1.b Evaluate park impact fees, park land dedication, and fees-in-lieu policy to ensure that they continually cover expected cost.	WPRCD	Staff Time	Short-Term
1.1.c Monitor ADA Transition Plan and identify issues as they arise to ensure that facilities remain compliant.	WPRCD	Staff Time	Ongoing
1.1.d Continue to develop walkable access to recreation to include new on-street and off-street trail segments and street crossings with an emphasis on connectivity within subdivisions to locations, such as parks, schools, and commercial opportunities.	WPRCD	TBD	Ongoing
Objective 1.2: <i>Develop partnership opportunities to provide outdoor infrastructure.</i>			
Actions	Primary Dept. Responsibility/ Support	Resource Impact/Budget Requirement	Timeframe to Complete
1.2.a Continue to develop on-street trail connectivity, which can involve coordination with public works and other Town departments or outside public and private entities.	WPRCD	TBD	Ongoing
1.2.b Continue and expand successful partnership with local school district to make school facilities available to Town residents, including programs such as Learning Landscapes, to improve community “ownership” of school facilities, including opportunities for joint maintenance and other efficiencies.	WPRCD	Staff Time	Ongoing
1.2.c Work with schools and local school districts to develop programs and infrastructure, such as Safe Routes to Schools, that physically connect young people to school grounds, including maintenance routes and snow clearing.	WPRCD	Staff Time	Ongoing

1.2.d Develop partnerships with surrounding municipalities to investigate the feasibility of providing regional park amenities.	WPRCD/Planning Department/ Town Manager	Staff Time	Long-Term
1.2.e Develop partnerships with existing HOAs and Metro Districts to provide desired amenities for residents in these areas.	WPRCD/Planning Department	Staff Time	Short-Term
Objective 1.3: <i>Continue to develop and upgrade current park amenities.</i>			
Actions	Primary Dept. Responsibility/ Support	Resource Impact/Budget Requirement	Timeframe to Complete
1.3.a Address deficiencies in components in “GRASP® Inventory and Analysis Recommendations.”	WPRCD	TBD	Short-Term
1.3.b Provide unique, active opportunities in all parks around the system.	WPRCD	TBD	Short-Term
1.3.c Utilize an updated Public Arts Plan to differentiate parks.	WPRCD	TBD	Short-Term
1.3.d Consider opportunities to add new park components in existing parks to boost the value of these facilities (Example – Diamond Valley athletic fields).	WPRCD	Staff Time	Short-Term
1.3.e Complete Boardwalk Park Museum and Landscape Plan.	WPRCD	TBD	Mid-Term
Objective 1.4: <i>Develop a conservation plan for the current system.</i>			
Actions	Primary Dept. Responsibility/ Support	Resource Impact/Budget Requirement	Timeframe to Complete
1.4.a Preserve floodplains, wetlands, and natural areas.	WPRCD	TBD	Ongoing
1.4.b Determine appropriate amounts of irrigated turf for current and future parks.	WPRCD	Staff Time/TBD	Short-Term
1.4.c Become a model for the public through educating and advocating for conservation practices in river corridors, bluffs, trails, and working agricultural areas.	WPRCD	TBD	Short-Term
1.4.d Design future assets with conservation in mind.	WPRCD	TBD	Long-Term

1.4.e Evaluate operating efficiencies and address problem areas. For example, determine the efficiency of the watering schedule.	WPRCD	Staff Time	Short-Term
1.4.f Continue development of low impact irrigation in design and maintenance decisions to include: • “Smart” irrigation controllers • On-site weather sensors • Cloud based monitoring, scheduling, and programming • Flow monitoring • Pressure regulation • Proper system design and programming • High efficiency heads and nozzles • Routine system maintenance and audits	WPRCD	TBD	Ongoing
1.4.g Use non-potable water supplies or reclaimed water if possible.	WPRCD	TBD	Ongoing
1.4.h Use low water vegetation in appropriate locations.	WPRCD	TBD	Ongoing
1.4.i Utilize proper soil amendment for moisture retention.	WPRCD	TBD	Ongoing
1.4.j Design with appropriate plant selection for a give site or microclimate.	WPRCD	TBD	Ongoing
1.4.k Consider working with a water conservation consultant to develop customized strategies for Windsor.	WPRCD	TBD	Ongoing
1.4.l Limit development in working agricultural assets.	WPRCD	TBD	Ongoing

Objective 1.5: <i>Develop a system of prioritized growth and/or funding allocation.</i>			
Actions	Primary Dept. Responsibility/ Support	Resource Impact/Budget Requirement	Timeframe to Complete
1.5.a Categorize growth opportunities by • Safety Issues • Impact of the Three Pillars of NRPA ▪ Social Equity ▪ Health and Wellness ▪ Conservation • Available funding – is it dedicated and/or recurring? • Need and/or demand of service • Ability to generate revenue for the Department • Ability to partner • Potential impact (cost/benefit) to the Department and to the Town • Equitable investment in divisions	WPRCD	Staff Time	Ongoing
1.5.b Create a short-term strategy of development that aligns with Town priorities.	WPRCD	Staff Time	Short-Term

2. Indoor Facilities or Amenities to Add, Expand, or Improve

Objective 2.1 <i>Ensure that indoor facilities and amenities are being utilized at their full potential.</i>			
Actions	Primary Dept. Responsibility/ Support	Resource Impact/Budget Requirement	Timeframe to Complete
2.1.a Provide services at unique locations within the system.	WPRCD	TBD	Short-Term
2.1.b Look for revenue generating opportunities at indoor spaces.	WPRCD	Staff Time/TBD	Short-Term
Objective 2.2: <i>Ensure that facilities meet the need of the community.</i>			
Actions	Primary Dept. Responsibility/ Support	Resource Impact/Budget Requirement	Timeframe to Complete
2.2.a Develop and strengthen partnerships to continue to provide services to the community.	WPRCD	Staff Time	Ongoing

3. Operations

Objective 3.1: <i>Communicate operational goals and policies to the Windsor Community.</i>			
Actions	Primary Dept. Responsibility/ Support	Resource Impact/Budget Requirement	Timeframe to Complete
3.1.a Define operational goals.	WPRCD	Staff Time	Short-Term
3.1.b Monitor cost recovery goals for the Department and adjust accordingly.	WPRCD	Staff Time	Ongoing
3.1.c Identify and implement policy changes that allow for prioritizing work.	WPRCD	Staff Time	Short-Term
3.1.d Communicate the effect that growing demands have on the current staff levels.	WPRCD	Staff Time	Short-Term
3.1.e Identify areas to install interpretive signage.	WPRCD	Staff Time/TBD	Short-Term
3.1.f Develop metrics for benchmarking the current demand on the system.	WPRCD	Staff Time	Short-Term
Objective 3.2: <i>Develop internal operational efficiency and collaboration opportunities.</i>			
Actions	Primary Dept. Responsibility/ Support	Resource Impact/Budget Requirement	Timeframe to Complete
3.2.a Examine and consider revising the mission and values of the Parks, Recreation, and Culture Department.	WPRCD	TBD	Short-Term
3.2.b Develop opportunities for divisions to work collaboratively.	WPRCD	Staff Time	Ongoing
3.2.c Evaluate ways in which more opportunities for programming can be provided within the Culture Division.	WPRCD	TBD	Short-Term
Objective 3.3: <i>Assure proper staffing levels meet the growing demands of the Parks, Recreation, and Culture Department.</i>			
Actions	Primary Dept. Responsibility/ Support	Resource Impact/Budget Requirement	Timeframe to Complete
3.3.a Use internal data and benchmark comparisons to justify additional staff to keep up with growing demand.	WPRCD	Staff Time	Ongoing

3.3.b Investigate the feasibility of additional contractual services.	WPRCD	Staff Time/TBD	Ongoing
3.3.c Develop recruitment strategies for variable hourly employees.	WPRCD	Staff-Time	Ongoing
Objective 3.4: <i>Develop a system for prioritizing program development.</i>			
Actions	Primary Dept. Responsibility/ Support	Resource Impact/Budget Requirement	Timeframe to Complete
3.4.a Categorize growth opportunities by - Impact of the Three Pillars of NRPA - Social Equity - Health and Wellness - Conservation - The Pyramid Methodology (currently utilized within the Department) - Need and/or demand of service - Program alignment with the mission of the Department - Market factors, like alternative providers - Ability to generate revenue for the Department	WPRCD	Staff Time	Ongoing
Objective 3.5: <i>Develop additional funding mechanisms for the Parks, Recreation, and Culture Department.</i>			
Actions	Primary Dept. Responsibility/ Support	Resource Impact/Budget Requirement	Timeframe to Complete
3.5.a Identify and develop additional funding mechanisms, including: - General Obligation Bonds - Local Tax Revenues - Utility Bill Fee - Advertisement Sales - Special Improvement Districts - Concessions and Merchandise Sales - Partnerships - Philanthropic - General Purpose/Operating Support Grants - Program or Project Support Grants	WPRCD	Staff Time	Ongoing

4. Programs to Add, Expand, or Improve

Objective 4.1 <i>Assure programming services are in line with a growing population base and target markets.</i>			
Actions	Primary Dept. Responsibility/ Support	Resource Impact/Budget Requirement	Timeframe to Complete
4.1.a Evaluate programs on an annual or biannual cycle for fit within the Parks, Recreation, and Culture Department.	WPRCD	Staff Time	Ongoing
4.1.b Evaluate program fee schedule on a biannual basis.	WPRCD	Staff Time	Ongoing
4.1.c Explore opportunities with resource/environmental programs.	WPRCD	Staff Time	Ongoing
4.1.d Develop partnerships with local providers to expand Department services to the community.	WPRCD	Staff Time	Ongoing
Objective 4.2 <i>Develop internal and external partnerships to continue to provide high-level programs and services to the Town of Windsor.</i>			
Actions	Primary Dept. Responsibility/ Support	Resource Impact/Budget Requirement	Timeframe to Complete
4.2.a Develop partnerships to increase the awareness of the Cultural amenities in the Town of Windsor.	WPRCD	Staff Time	Ongoing
4.2.b Develop programs in activity clusters within the Town.	WPRCD	Staff Time	Ongoing
Objective 4.3: <i>Ensure that concert series, festival, and events are provided by the most effective means.</i>			
Actions	Primary Dept. Responsibility/ Support	Resource Impact/Budget Requirement	Timeframe to Complete
4.3.a Develop a stronger application process.	WPRCD	Staff Time	Short-Term
4.3.b Evaluate the cost of providing the service.	WPRCD	Staff Time	Ongoing
4.3.c Develop a pricing strategy, and re-evaluate annually.	WPRCD	Staff Time	Short-Term
4.3.d Develop a system for determining external support.	WPRCD	Staff Time	Short-Term

Objective 4.4: <i>Ensure that programming meets the goals of “Our Lands – Our Future.”</i>			
Actions	Primary Dept. Responsibility/ Support	Resource Impact/Budget Requirement	Timeframe to Complete
4.4.a Develop and prioritize nature based and open space programs.	WPRCD	Staff Time	Ongoing
4.4.b Develop educational programs.	WPRCD	Staff Time	Ongoing
4.4.c Communicate the value of natural areas and open space to the community.	WPRCD	Staff Time	Ongoing
4.4.d Gain further community input in developing natural programs.	WPRCD	Staff Time	Short-Term

5. Marketing and Awareness

Objective 5.1: <i>Promote community awareness.</i>			
Actions	Primary Dept. Responsibility/ Support	Resource Impact/Budget Requirement	Timeframe to Complete
5.1.a Develop a consistent message of what the Parks, Recreation, and Culture Department stands for, its services, and its value to Windsor.	WPRCD	Staff Time	Short-Term
5.1.b Develop educational programming and communication about the mission, goals, and value of the Parks, Recreation, and Culture Department.	WPRCD	Staff Time	Short-Term
Objective 5.2: <i>Develop marketing efforts to reach targeted population segments through the most effective means.</i>			
Actions	Primary Dept. Responsibility/ Support	Resource Impact/Budget Requirement	Timeframe to Complete
5.2.a Define the brand of the Parks, Recreation, and Culture Department.	WPRCD	Staff Time	Short-Term
5.2.b Develop a Marketing Plan.	WPRCD	Staff Time	Short-Term
5.2.c Define a target market or markets within the greater whole.	WPRCD	Staff Time	Short-Term
5.2.d Develop channels of communication.	WPRCD	Staff Time	Ongoing

5.2.e Provide connections to technology through services (registration app, recreation program passport, etc.)	WPRCD	Staff Time	Short-Term
Objective 5.3: <i>Increase partnerships to both identify and address community needs.</i>			
Actions	Primary Dept. Responsibility/ Support	Resource Impact/Budget Requirement	Timeframe to Complete
5.3.a Increase partnerships with other community services.	WPRCD	Staff Time	Ongoing
5.3.b Develop partnerships to identify needs, address needs, and deliver services to specific community groups.	WPRCD	Staff Time	Ongoing

II. Introduction and the Planning Context

A. Purpose of this Plan

This Master Plan is a resource for the Windsor Parks, Recreation, and Culture Department providing direction for future decisions regarding development, programming, and services of the Department into the next 5 – 10 years. The document provides broad-based visioning to guide operations and potential expansion of services as the Town of Windsor continues to build out. The document will be responsive to the changing pulses of the community and sets forth a plan of sustainability for the Department.



Through the leadership of the Town Board, Advisory Boards, and Staff, the Town of Windsor has demonstrated its capacity and commitment to a high quality of life for its residents, along with its workforce and its visitors, even in the face of very challenging circumstances such as the recent recession. Planning is comprehensive and current, and infrastructure and amenities have kept pace with citizen desires. It is the goal of this plan to ensure that this is sustained into the future.

In this spirit, the Master Plan will define ways to incorporate existing best practices of the Parks, Recreation, and Culture Department along with the vision and recommendations of related plans, and previously gathered with public input, in order to evolve with the constantly changing needs. The plan will establish a way for the Town to continuously share its story with the community.

Growth

Windsor has experienced several growth spurts over the years, with the largest population increase caused by the arrival of the Kodak Colorado facility in the 1970s. Growth slowed for a time after that, but within the past 10 years, the growth rate has been greatly increasing. New residential developments, commercial projects, and businesses are due in part to the attractive location of Windsor, which lies equidistant from Fort Collins, Loveland, and Greeley, and abuts I-25. Windsor is bordered by unincorporated Weld and Larimer County; the towns of Severance, Timnath, and Johnstown; and the cities of Fort Collins, Greeley, and Loveland.

Between 1980 and 1990, the Town of Windsor grew from 4,277 to 5,062 residents, an annual increase of approximately two percent per year. Between 1990 and 2002, the Town continued to grow at a rate of approximately eight percent per year, with the population rising to about 13,500 in 2002. According to 2006 figures, the population of Windsor was 16,118, accounting for a four percent growth rate for the time period. The Town is expected to grow by 37.8 percent from 2010 to 2020. With a current population of approximately 20,500 residents within a 25 square mile area, the Town is expected to reach over 25,000 residents by 2020. This growth is not unique to Windsor. Weld County is projected to grow at a rate of 2.7 percent through 2040, with the total population of the County surpassing neighboring Larimer County by 2030.

B. Parks and Recreation Department Overview

The Windsor Parks, Recreation, and Culture Department oversees the provision of services related to recreation and cultural opportunities for the entire community through quality programs, facilities, and services, as well as the management of natural resources.

Parks and Open Space Division – Responsible for parks, trails, rights of way, the urban forest, Lakeview Cemetery, and open spaces within town. This includes 26 parks, three open space and natural areas, two athletic field complexes, and trails consisting of both on-street lanes and detached paths, including portions of the Poudre River Trail and Windsor Lake Trail. The total area maintained by the Division is approximately 395 acres (developed as well as undeveloped). This Division also evaluates development plans to ensure that Parks, Recreation, and Cultural needs are addressed.

Recreation Division – Responsible for providing a wide variety of activities, community programs, and special events. These include youth and adult athletics, instructional programs, drop-in activities, fitness classes, adaptive programs, and group excursions. Facilities include the Community Recreation Center (amenities include seven meeting rooms, a gymnasium, a fitness area, and a kitchen), outdoor swimming pool, Windsor Lake, and opportunities for various athletic/sports and programming throughout the community. Special events include a Summer Concert Series, carried out with the assistance of the other Divisions.

The Community Recreation Center is currently going through an expansion, and is set to open in the summer of 2016. Amenities include dance and fitness studios, additional gymnasium space, an indoor walk/jog track, and an indoor pool.

Culture Division – Responsible for providing services related to music, history, art, and culture. This includes operation of the Town of Windsor Museum, Boardwalk Park, and the Art and Heritage Center, and assisting in historic preservation activities of the Town.

C. Strategic Framework

This Plan represents an update to the Town of Windsor’s previous planning efforts, including:

- 2003 Parks, Recreation, Trails, and Open Lands Master Plan
- 2007 Parks, Recreation, Trails, and Open Lands Master Plan Update
- 2012 Community Center Expansion Feasibility Study
- 2013 Our Lands – Our Future: Recreation & Conservation Choices for Northern Colorado

The Department has realized many successes through the large and small achievements addressing the goals of these plans, including:

- Provided basic components of neighborhood parks within an easy reach of every home in Windsor.
- Provided adequate number of quality community park facilities to serve all of the citizens of Windsor.
- Created new policies and criteria needed for improving general delivery of park services.
- Provided a trails plan for the Town of Windsor that accommodates a variety of trail users, requires participation by private developers for the development of the trails necessary to serve the development, takes advantage of Town-owned rights-of-way and easements, places a high priority on the Poudre River Trail, and respects the history of the area.

- Developed an Open Lands Program and Approach for the Town of Windsor to protect its natural values and allow the co-existence of wildlife and human life where appropriate and possible.
- Provided for adequate and efficient administration to support the recreation services effort in the Department.
- Ensured a high quality recreation program that meets the needs of a growing Town.
- Provided strategic direction for the Cultural Affairs and Museums Division.
- Refined and implemented an operational plan for the Cultural Affairs and Museums Division.
- Identified and secured funding for sustainable operations for the Town of Windsor Museum.
- Identified and secured funding for capital improvements to museum buildings.
- Developed opportunities for community involvement and support.
- Continued to strengthen and expand key cultural affairs and museum activities and special events.
- Expanded creative marketing and communication efforts.
- Reassessed the best organizational location for town-wide historic preservation functions and staffing requirements.

As of the time of this planning process, many of these goals are still relevant to addressing new challenges facing the Town. Through multiple sources of input, this Plan:

- Builds on the previous successes of the Department.
- Identifies new challenges and redefines previous challenges.
- Establishes goals for the Department.
- Defines strategies for implementation using current and best practices.

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III. The Community and Identified Needs

This Plan is informed by multiple sources of input, which include:

- Demographics and trends analysis
- Previous planning documents
- Parks, Recreation, and Culture Advisory Board input
- Town Board input
- Parks, Recreation, and Culture Department staff input
- Town Planning and Economic Development Department input
- An inventory and level of service analysis

The information collected through these channels was analyzed to determine the key issues facing the Town of Windsor today.

A. Demographic Profile

For this report, the demographic profile presented in the *Demographics and Housing Study* by Economic & Planning Systems, Inc. (EPS) in January of 2015, and in *The 2016 Comprehensive Plan* by Houseal Lavigne, was used to create a basic summary of the Town's demographics, and focuses on the future projections that will affect the longer term implementation strategies of this plan. The full *Demographics and Housing Study* can be found in the Town's files.



Population Forecasts

The projections below reflect the total population growth of Colorado, Larimer County, and Weld County.

Colorado

- 2015 – 5,450,067
- 2030 – 6,926,150
- 2040 – 7,772,466
- Annual increase from 2015-2040 – 1.4%

Larimer County

- 2015 – 328,390
- 2030 – 426,691
- 2040 – 484,787
- Annual increase from 2015-2040 – 1.6%

Weld County

- 2015 – 283,503
- 2030 – 446,211
- 2040 – 568,600
- Annual increase from 2015-2040 – 2.7%

Considerations for the Parks, Recreation, and Culture Department are:

- According to the Comprehensive Plan:
 - Windsor's population is projected to increase by 37.8 percent between 2010 and 2020.
 - Projections estimate the Town to have a total population of 25,693 in 2020.
 - The population in the North Front Range Metropolitan Planning Organization region (Larimer and Weld County) is projected to grow by 23.6 percent between 2010 and 2020, and by 66.8 percent between 2015 and 2040.
 - The Town's population is approximately 93 percent white.

- The growth rate of Weld County is projected to be approximately 1.4 percent/year higher than the growth rate of the State of Colorado over the same time period.
- The 2.8 percent growth rate projection is higher than the actual 2.3 percent/year rate since 1999.
- Weld County is expected to pass Larimer County in total population by 2030.

Population Make-up

- Windsor's median age is 37.6 as of the last Census in 2010, an increase of 4.9 years from the 2000 Census (32.7).
- EPS forecasts by age group:
 - 35-64 will "nearly double" from 8,200 to 14,900 by 2040.
 - 65+ will increase from 1,900 to 5,300 by 2040, an "increase of 280 percent."
- EPS forecasts that the average size of household in Windsor will decrease from 2.75 to 2.64.
- EPS projects an increase of 6,100 housing units by 2040, an increase of approximately 240/year.
- According to the Comprehensive Plan:
 - Household incomes between \$15,000 and \$24,999 will see the largest decrease (36.4%), while incomes between \$100,000 and \$149,999 will see the largest growth at 18.7 percent.
 - The Town's median household income for 2015 is \$80,983, which is 40 percent higher than the region's median household income of \$57,617.

Summary

As the Town of Windsor continues to develop, so will the services the Department needs to provide. Based on the Town's projected demographics, key recreational trends include:

Adult – The Millennial Generation

In a 2011 study of the Millennial Generation,¹ conducted by Barkley Advertising Agency, made the following observations about Millennials and health/fitness:

- Sixty percent (60%) of Millennials say they try to work out on a regular basis. Seventy-three percent (73%) exercise to enhance their physical appearance.
- Fifty-four percent (54%) regularly treat themselves to spa services.
- Despite their commitment to health, Millennials stray from their healthy diets on weekends.

Adults – Baby Boomers

As Baby Boomers enter retirement, they will be looking for opportunities in fitness, sports, outdoors, arts and cultural events, and other activities that suit their lifestyles. With their varied life experiences, values, and expectations, Baby Boomers are predicted to redefine the meaning of recreation and leisure programs.

¹ American Millennials: Deciphering the Enigma Generation, <https://www.barkleyus.com/AmericanMillennials.pdf>, accessed May 2015.

Considerations when planning for the demographic shift: ²

- Boomer characteristics
- Marketing to Boomers
- Arts and entertainment
- Passive and active fitness trends
- Education or skill building programs
- Outdoor recreation/adventure programs
- Travel programs

Youth – Generation Z

With regard to physical activity, a 2013 article published by academics at Georgia Southern University³ notes that the prevalence of obesity in Generation Z (which they describe as individuals born since the year 2000) is triple that of Generation Xers (born between 1965 and 1981). It suggests that due to increased use of technology, Generation Z spends more time indoors, is less physically active, and is more obese compared to previous generations. While the most competent generation from a technological standpoint, Generation Zers tend to struggle in, and fear, some basic activities such as physical activity and sports.

Multiculturalism

As the recreation field continues to function within a more diverse society, race and ethnicity will become increasingly important in every aspect of the profession. More than ever, recreation professionals will be expected to work with, and have significant knowledge and understanding of, individuals from many cultural, racial, and ethnic backgrounds.

- **Outdoor participation varies by ethnicity:** Participation in outdoor activities is higher among Caucasians than any other ethnicity and lowest among African Americans in nearly all age groups.
- **Lack of interest reason for not participating:** When asked why they did not participate in outdoor activities more often, the number one reason given by people of all ethnicities and races was because they were not interested.
- **Most popular outdoor activities:** Biking, running, fishing, and camping were the most popular outdoor activities for all Americans, with each ethnic/racial group participating in each in varying degrees.

² Jeffry Ziegler, "Recreating Retirement: How Will Baby Boomers Reshape Leisure in Their 60s?," *Parks and Recreation*, October 2002.

³ David D. Biber, Daniel R. Czech, Brandon S. Harris, and Bridget F. Melton, "Attraction to physical activity of generation Z: A mixed methodological approach," *Open Journal of Preventive Medicine*, Vol.3, No.3., 310 – 319 (2013), <http://dx.doi.org/10.4236/ojpm.2013.33042>.

B. Parks and Recreation Trends

Facility Trends

According to *Recreation Management* magazine's "2015 State of the Industry Report,"⁴ national trends show an increased user-base of recreation facilities (private and public).

The top 10 planned features to be constructed for all facility types are:

1. Splash play areas (23%)
2. Playgrounds (22%)
3. Dog parks (22%)
4. Fitness trails and outdoor fitness equipment (22%)
5. Hiking and walking trails (20%)
6. Bike trails (20%)
7. Park restroom structures (20%)
8. Park structures such as shelters and gazebos (18%)
9. Synthetic turf sports fields (16%)
10. Wi-Fi services (14%)



The current national trend is toward "one-stop" indoor recreation facilities to serve all ages. Large, multipurpose regional centers help increase cost recovery, promote retention, and encourage cross-use. "One-stop" facilities attract young families, teens, and adults of all ages.

Aquatics/Water Recreation Trends

According to the National Sporting Goods Association (NSGA), swimming ranked third nationwide in terms of participation in 2014.⁵ Nationally, there is an increasing trend toward indoor leisure and therapeutic pools.

Additional indoor and outdoor amenities like "spray pads" are becoming increasingly popular as well. In some cities and counties, splash pads are popular in the summer and are converted into ice rinks in the winter. Communities are also concerned about water quality and well as conservation. Interactive fountains are a popular alternative, and they are ADA-compliant and low maintenance.

The Outdoor Foundation's 2015 "Outdoor Recreation Participation Topline Report" provided nationwide trends for various outdoor activities, including the following water recreation activities: board sailing/windsurfing, canoeing, fishing, kayaking, rafting, sailing, stand-up paddle boarding, and wakeboarding (**Table 1**).

⁴ Emily Tipping, "2015 State of the Industry Report, State of the Managed Recreation Industry," *Recreation Management*, June 2015.

⁵ "2014 Participation – Ranked by Total," National Sporting Goods Association, 2015.

Table 1: Water Recreation Participation by Activity (in thousands) (6 years of age or older)

	2010	2011	2012	2013	2014	3 Year Average Change
Boardsailing/windsurfing	1,617	1,151	1,593	1,324	1,562	13.2%
Canoeing	10,553	9,787	9,839	10,153	10,044	0.9%
Fishing (fly)	5,478	5,683	6,012	5,878	5,842	1.0%
Fishing (freshwater/other)	38,860	38,868	39,135	37,796	37,821	-0.9%
Kayak fishing	1,044	1,201	1,409	1,798	2,074	20.1%
Kayaking (recreational)	6,465	8,229	8,144	8,716	8,855	2.5%
Kayaking (white water)	1,842	1,546	1,878	2,146	2,351	15.1%
Rafting	4,460	3,821	3,690	3,836	3,781	-0.3%
Sailing	3,869	3,725	3,958	3,915	3,924	1.8%
Stand up paddle boarding	1,050	1,242	1,542	1,993	2,751	30.5%
Wakeboarding	3,645	3,389	3,348	3,316	3,125	-2.6%

Source: Outdoor Foundation 2015 (numbers in thousands).

Dog Parks

Dog parks continue to see high popularity and have remained among the top planned addition to parks and recreational facilities over the past three years. In 2014, a new association was founded, dedicated to providing informational resources for starting and maintaining dog parks – the National Dog Park Association.

The best dog parks cater to people with design features for their comfort and pleasure, but also with creative programming.⁶ Amenities might include the following:

- Benches, shade, and water – for dogs and people
- At least one acre of space with adequate drainage
- Double gated entry
- Ample waste stations well-stocked with bags
- Sandy beaches/sand bunker digging areas
- Custom designed splashpads for large and small dogs
- People-pleasing amenities such as walking trails, water fountains, restroom facilities, picnic tables, and dog wash stations.

Programming Trends

Fitness Programming

The American College of Sports Medicine (ACSM) “Health and Fitness Journal”⁷ has conducted a survey annually since 2007 to determine trends that would help create a standard for health and fitness programming. **Table 2** shows survey results that focus on trends in the commercial, corporate, clinical, and community health and fitness industry.

⁶ Dawn Klingensmith “Gone to the Dogs: Design and Manage an Effective Off-Leash Area,” *Recreation Management*, March 2014. (http://recmanagement.com/feature_print.php?fid=201403fe02).

⁷ Walter R. Thompson, “Worldwide Survey of Fitness Trends for 2012,” *Health & Fitness Journal*, American College of Sports Medicine, 2011.

Table 2: Top 10 Worldwide Fitness Trends for 2007 and Predicted Trends in 2015

2007	Trends in 2015
1.Children and obesity	1. Body weight training
2.Special fitness programs for older adults	2. High-intensity interval training
3.Educated and experienced fitness professionals	3. Educated and experienced fitness professionals
4. Functional fitness	4. Strength training
5. Core training	5. Personal training
6. Strength training	6. Exercise and weight loss
7. Personal training	7. Yoga
8. Mind/body exercise	8. Fitness programs for older adults
9. Exercise and weight loss	9. Functional fitness
10. Outcome measurements	10. Group personal training

Source: American College of Sports Medicine

General Programming

According to *Recreation Management* magazine's 2015 "State of the Industry Report,"⁸ the most common programs offered by parks and recreation survey respondents include:

- Holiday events and other special events (80%)
- Youth sports teams (69%)
- Day camps and summer camps (64%)
- Educational programs (64%)
- Adult sports teams (63%)
- Arts and crafts (62%)
- Programs for active older adults (56%)
- Fitness programs (55%)
- Sports tournaments and races (55%)
- Sport training such as golf or tennis instruction (54%)

About one-third of parks and recreation respondents indicated that they are planning to *add* programs at their facilities over the next three years. The 10 most common types of additional programming planned for 2015 include:

1. Environmental education programs
2. Mind-body/balance programs such as yoga and tai chi
3. Fitness programs
4. Educational programs
5. Programs for active older adults
6. Teen programming
7. Holidays and special events
8. Day camps and summer camps
9. Adult sports teams
10. Water sports such as canoeing and kayaking

⁸ Emily Tipping, "2015 State of the Industry Report, Trends in Parks and Recreation," *Recreation Management*, June 2015.

Older Adults and Senior Programming

The American Academy of Sports Medicine issues a yearly survey of the top 20 fitness trends.⁹ It ranks senior fitness programs eighth among most popular fitness trends in 2015. Programs like SilverSneakers, low-impact cardio classes, water aerobics, hiking, birding, and swimming are all popular in this age group.

Festivals and Events

The success rate for festivals should not be evaluated solely on the basis of profit (sales), prestige (media profile), or size (numbers of events). Instead, communities should establish their own goals for the event, which may include engagement with youth or business partnerships created, and use them to define success. There is evidence of local and city government supporting, and even instigating and managing particular festivals themselves, to achieve local or regional economic objectives, often defined very narrowly (sales, jobs, tourists, etc.). There are also a growing number of smaller, more local, community-based festivals and events, most often supported by local councils that have been spawned partly as a reaction to larger festivals that have become prime economic-drivers.

In 2014, festivals grew in popularity as economic drivers and urban brand builders. Chad Kaydo describes the phenomenon in the January 2014 issue of *Governing* magazine:

“Municipal officials and entrepreneurs see the power of cultural festivals, innovation-focused business conferences and the like as a way to spur short-term tourism while shaping an image of the host city as a cool, dynamic location where companies and citizens in modern, creative industries can thrive.”¹⁰

Healthy Lifestyle Trends and Active Living

Active Transportation – Bicycling and Walking

Bicycle-friendly cities have been emerging over the last 10 years. Cycling has become a popular mode of transportation as people consider the rising cost of fuel, desire for better health, and concern for the environment.

The Alliance for Biking and Walking’s “Bicycling and Walking in the United States: 2014 Benchmarking Report”¹¹ shows that increasing bicycling and walking are goals that are clearly in the public interest. Where bicycling and walking levels are higher, obesity, high blood pressure, and diabetes levels are lower.

Design of a community’s infrastructure is directly linked to physical activity – higher levels of bicycling and walking also coincide with increased bicycle and pedestrian safety and higher levels of physical activity.

⁹ “Survey Predicts Top 20 Fitness Trends for 2015”, American College of Sports Medicine, <http://www.acsm.org/about-acsm/media-room/news-releases/2014/10/24/survey-predicts-top-20-fitness-trends-for-2015>, accessed January 2015.

¹⁰ Chad Kaydo, “Cities Create Music, Cultural Festivals to Make Money,” *Governing*, January 2014, <http://www.governing.com/topics/finance/gov-cities-create-mucis-festivals.html>.

¹¹ *2014 Benchmarking Report*, Alliance for Biking and Walking, <http://www.bikewalkalliance.org/download-the-2014-benchmarking-report>, accessed January 23, 2015.

In November 2013, the Institute for Transportation & Development Policy published a Standard for Transportation Oriented Design, with accessible performance objectives and metrics, to help municipalities, developers, and local residents design land use and built environment, “to support, facilitate, and prioritize not only the use of public transport, but the most basic modes of transport, walking, and cycling.”



Trails and Health

A connected system of trails increases the level of physical activity in a community has been scientifically demonstrated through the Trails for Health initiative of the (CDC).¹² Trails can provide a wide variety of opportunities for being physically active, such as walking/running/hiking, rollerblading, wheelchair recreation, bicycling, cross-country skiing and snowshoeing, fishing, hunting, and horseback riding.

The health benefits are equally as high for trails in urban neighborhoods as for those in state or national parks. A trail in the neighborhood, creating a “linear park,” makes it easier for people to incorporate exercise into their daily routines, whether for recreation or non-motorized transportation. Urban trails need to connect people to places they want to go, such as schools, transit centers, businesses, and neighborhoods.¹³

Sports and Recreation Trends

- The top five athletic activities ranked by total participation included exercise walking, exercising with equipment, swimming, aerobic exercising, and running/jogging. The following active, organized, or skill development activities remain popular: hiking, bicycle riding, basketball, golf, and soccer.
- According to the National Sporting Goods Association, over the decade individual sports show a dramatic increase including aerobic exercising, exercise walking, exercising with equipment, hiking, kayaking, running/jogging, and yoga.
- Adult sports teams of all types, from competitive volleyball to local flag football teams to casual kickball, are becoming increasingly popular around the country, especially among Millennials.
- A recent survey conducted on behalf of the Sports Fitness Industry Association found that Millennials are twice as likely as Generation Xers to participate in team sports as adults.
- Sports teams in the work place is also a growing trend in the United States as companies look for new ways to keep their employees healthy and happy, and these sports promote:
 - Developing team-building
 - Creating leadership opportunities
 - Increasing employee morale and overall health
- No adult recreational sport is taking off faster than pickleball.

¹² “Guide to Community Preventive Services” Centers for Disease Control and Prevention (CDC), <http://www.thecommunityguide.org/index.html>

¹³ “Health Community: What you should know about trail building,” National Trails Training Partnership: Health and Fitness, <http://www.americantrails.org/resources/health/healthcombuild.html>, accessed on May 24, 2013.

- According to the Outdoor Foundation’s 2015 “Topline Outdoor Recreation Participation Report”:
 - Twenty-four percent (24%) of youth ages 6 to 17 identified running, jogging, and trail running as the most popular outdoor activity. Twelve percent identified hiking.
 - Participation in trail running and BMX biking is up significantly over the recent three-year period.
- Bicycle touring is becoming a fast-growing trend around the world, including the United States and Canada.

Role and Response of Local Government

- Some local governments are now accepting the role of providing preventative health care through parks and recreation services.
- The following concepts are from the International County/County Management Association:
 - Parks and recreation departments should take the lead in developing communities conducive to active living.
 - There is growing support for recreation programs that encourage active living within the community.
 - One of the highest priorities is a cohesive system of parks and trails and accessible neighborhood parks.
- Newer partners include the health system, social services, the justice system, education, the corporate sector, and community service agencies. These partnerships reflect both a broader interpretation of the mandate of parks and recreation agencies and the increased willingness of other sectors to work together to address community issues.
- The traditional relationship with education and the sharing of facilities through joint-use agreements is evolving into cooperative planning and programming aimed at addressing youth inactivity levels and community needs.
- The level of subsidy for programs is lessening, and more “enterprise” activities are being developed, thereby allowing subsidy to be used where deemed appropriate.
- Information technology allows for better tracking and reporting.
- Pricing is often determined by peak, off-peak, and off-season rates.
- More agencies are partnering with private, public, and non-profit groups.
- Usage rates of mobile applications demonstrate that chronologically across four major age cohorts, Millennials tend to get information more frequently using mobile devices such as smartphones. For example, 97 percent of cell phone owners ages 18–29 send and receive text messages, compared to 94 percent of ages 30–49, 75 percent of ages 50–64, and 35 percent of those 65 and older.

C. Previous Planning Efforts and Compatibility

The following documents were reviewed with the goal of determining the fit of the Master Plan within the existing planning documents that guide the Town of Windsor. The following sections contain highlights of each plan by which the Department can directly or indirectly influence or be influenced.

Comprehensive Plan

In 2015, the Town of Windsor engaged in a comprehensive planning effort. Though the work timelines for the Master Plan and Comprehensive Plan overlapped, the Project Team reviewed initial drafts of the Comprehensive Plan to ensure consistency with the documents. Key themes from the Town's Comprehensive Plan include:

- Maintaining the community character while accommodating growth in a fiscally and environmentally responsible way.
- Honoring the strong heritage of the Town.
- Preserving natural assets through protective measures like conservation easements and open spaces.
- Continuing to provide active and passive recreational opportunities to the Town.
- Conserving resources through park design.
- Diversifying funding mechanisms to operate and maintain current assets.



Lunch Room – Mr. and Mrs. Roy Woods

Town of Windsor Strategic Plan, 2014 – 2016 Update

Key elements of the Strategic Plan Update that align with the Master Plan include:

- Mission Statement – “The Town of Windsor strengthens the community through the fiscally responsible and equitable delivery of service, support for hometown pride, and encourages resident involvement.”
- Vision Statement highlights:
 - “... fosters an energetic community spirit and pride.”
 - “... promotes quality development.”
 - “... enjoys ... choices for leisure, cultural activities, recreation, and mobility for all.”
 - “... is a good environmental steward.”
- Goal 1 – Build Community Spirit and Pride
 - C. Encourage healthy, family friendly neighborhoods for all ages.
 - D. Promote a “One Windsor-One Community” philosophy.
 - E. Lead through stewardship of natural resources.
 - F. Improve the appearance and aesthetics of main corridors.
 - G. Support Windsor’s Youth.
 - H. Encourage historic preservation.
- Goal 2 – Promote Windsor as a Destination
 - A. Provide diverse and healthy choices in leisure, culture, and recreation.
 - B. Promote creative and artistic outlets.
- Goal 4 – Develop and Maintain Effective Infrastructure
 - D. Pursue water independence.

Our Lands – Our Future

In 1995, Larimer County voters passed the Help Preserve Open Spaces Initiative for a \$0.0025 (¼ cent) county-wide sales tax specifically for the purchase and protection of open space; natural areas; wildlife habitat; and regional park preserves, regional trails, and agricultural lands.¹⁴ Though the majority of the Town of Windsor is in Weld County, the Town was included as a project partner for “Our Lands – Our Future.” Each jurisdiction proposed conserving the following¹⁵:

- Regionally-significant recreation opportunities, such as river and reservoir-based recreation and trails.
- Natural resource and wildlife areas, such as grasslands, wetlands and riparian areas, rivers, ponds, and reservoirs.
- Urban settings that provide natural areas, recreation, community character, and heritage.
- Working farms and ranches that provide economic benefits and preserve the area’s rural character.

The project goals of the “Our Lands - Our Future” process were to¹⁶:

- Strengthen partnerships and broaden community engagement.
- Create common tools for future master planning efforts that function both county-wide and locally. These are:
 - Property inventory for four open space types
 - Levels of service
 - Financial baselines
 - Online interactive mapping website
 - Two County-wide surveys with local segmentation
 - Financial stewardship and funding scenarios
- Quantify the economic benefits of land conservation and outdoor recreation.
- Build a shared vision of conservation and recreation priorities.
- Build awareness and education of the financial requirements and funding possibilities to support the vision.

Further information pertaining to opportunities and program development can be found in Chapter 3 of the Plan.

Windsor Vision 2025

The “Windsor Vision 2025 Plan” is, “...a broad blueprint for positive change that defines a vision and key outcomes.”¹⁷ Key concepts include:

- Citizens enjoy “the quality cultural, recreational, leisure, and community services and amenities that enrich the Town.”¹⁸
- The Town is “is fiscally responsible and a good steward of the community’s many municipal properties and capital assets.”¹⁹

¹⁴ *Our Lands – Our Future. – Chapter 1 – Background. Pg. 1.2*

¹⁵ *Our Lands – Our Future. – Chapter 1 – Project Goals. Pg. 1.3*

¹⁶ *Ibid.*

¹⁷ *Windsor Vision 2025 Plan. Pg. 5-7*

¹⁸ *Ibid.*

¹⁹ *Ibid.*

- Growth and Land Use Management is a primary Vision Element of the Plan which includes goals for:
 - Community Diversity, Integration, and Integrity – To reach this goal, recommended planning efforts include approaches to open space and an outdoor sports and recreation plan.
 - Sustainability – To reach this goal, recommended planning efforts include fiscal management, downtown revitalization, building an outdoor image, and Open Space Pays Its Way.²⁰
 - Cooperation and Collaboration – To reach this goal, recommended planning efforts include approaches to applicable and usable regulations and focusing on fiscal management and public services.

- Goal 5 under the Infrastructure plan of the document is to, “Provide pleasant parks, trails, open spaces, sports complexes, recreational, and cultural facilities, and high-quality services that enhance the recreational, cultural, and natural amenities of Windsor through sustained, progressive planning.”²¹ Recommendations include:²²
 - Maintain and execute updated master plan for Parks and Recreation (including recreation programs, sports, facilities services, museum/cultural affairs, forestry, parks construction, and facility and parks maintenance).
 - Develop, prioritize, and pursue planned projects at Windsor Lake, Windsor Community/ Recreation Center, Diamond Valley Sports Complex, Poudre River and Great Western Trails, and numerous other trails and parks.
 - Review all trails and bike paths for safety and functionality and provide adequate bicycle, motorcycle, and vehicle parking near the various parks and buildings.
 - Continue to use well water to irrigate parks, and prudently use drought resistant trees, plants, and xeriscape.
 - Provide adequate and clean restroom facilities, wash areas, and adequate signage so that visitors know which park or trail they are visiting.
 - Actively pursue acquisition of open space through negotiation and cooperation with property owners and developers.
 - Integrate wildlife and environmental conservation where possible in park settings.
 - Explore innovative concepts for raising funds (e.g., new use for Old Town Hall Museum, use of concessions, water recreation equipment rental/lessons, business sponsorship, grants, and recruit citizen ideas).
 - Periodically review fee schedules and activities offered to remain competitive with neighboring communities and keep the citizens playing in Windsor.
 - Continue to share facilities with the School District, and to work with established businesses to provide activities for citizens.
 - Continue to use the Town’s advanced Information Technology capabilities to manage recreational activities, announcements, etc.
 - Maintain all park buildings, lands, trails, facilities, and equipment in good working order.
 - Continue to support the popular Festivals, Concerts in the Park, Museum Displays, Railroad Exhibits, etc.

²⁰ Windsor Vision 2025 Plan. Pg. 12

²¹ Windsor Vision 2025 Plan. Pg. 23

²² Ibid.

- Provide activities for all ages and for cultural as well as recreational enthusiasts.
 - Increase participation of citizens in the planning process via the use of open forums, and proactively solicit citizen and business input.
 - Continue ongoing popular educational courses (e.g., Hunter’s Education, Computer Classes, Digital Photography, Intro to Spanish, Child Care, CPR, Dog Obedience, etc.).
- Goal 3 of the Downtown and Neighborhood Quality plan is “maintain open-space, charm, rural character.”²³ Recommendations include:²⁴
 - Ring the Town with higher acreage, low-density housing and uses.
 - Plan for attractive entry views and land uses that create a feel that one is entering a special and charming community.
- The goals of the Social, Cultural, and Recreation Plan are:
 - Social Goal – Encourage the citizens of Windsor to celebrate with each other by participating in Old and New Events while promoting our diversity and demonstrating a strong sense of community pride.
 - Cultural Goal – Foster continued development of arts, humanities, and cultural experiences through the establishment of visual and performing arts venues.
 - Recreational Goal – Continue Windsor’s excellent recreational programs and pursue enhancement of opportunities to meet the needs of a growing community.²⁵
- Strategies developed in the Social, Cultural, and Recreation Plan include:
 - Implement goals for the phased completion of the current Community Recreation Center and expansion and development of cultural activities desired by the community.
 - Pursue construction of an Amphitheater Shell or Outdoor Performing Area for theater, music, community events, or a film festival.
 - Continue to fund and expand historical exhibits, museums, displays, and other related efforts in conjunction with the Town’s cultural affairs and museum coordinator.
 - Focus on the Windsor Lake and Boardwalk Park as the CROWN JEWEL of our community. Activities to include are fishing, swimming, boating (sail and paddle boat rental), a floating platform (barge?) for a destination island. Promote as an area for winter sports such as ice skating, hockey, sledding, and Holiday parties, as well as summer/beach activities.
 - Continue development of community parks including unique features in some—such as more picnic shelters, a handicapped-accessible dog park, tennis courts, and lagoons for ice skating.
 - Finish and expand the Town’s trail and path system especially interconnecting the Poudre Trail system, Boardwalk Park, and other major Community parks. Incorporate Exercise Stations, a walk-a-bout area, connecting paths from Lake area to Old Town area, more bike trails (pedestrian and handicapped accessibility) in more areas.
 - Complete all phases of the Community Recreation Center.
 - Provide public swimming pools in all quadrants of Town.
 - Plan for Satellite Recreation Centers to serve the expanding population.

²³ Windsor Vision 2025 Plan. Pg. 26

²⁴ Ibid.

²⁵ Windsor Vision 2025 Plan. Pg. 28 - 29

- Promote “Gathering Places” such as fountains, gazebos, benches, etc. throughout the Town other than parks and playgrounds.
- Encourage commercial pursuits that include a Movie Theater, Bowling Alley, and a Minor League Baseball Park.

Other Town Documents

Town documents also reviewed were:

- National Citizens Survey – 2013²⁶
 - Ninety-three percent (93%) of residents rated Windsor’s overall quality of life as “good” or “excellent.”
 - Windsor’s recreational opportunities and community usage rates rated “above” average when compared to similar jurisdictions.
 - Ninety-three percent (93%) of users visited a neighborhood/Town park, which is “much more” than other similar jurisdictions.
- 2015 – 2019 Town of Windsor Capital Improvement Program
- Go NoCO Regional Tourism Act presentation

Parks, Recreation, and Culture Planning Documents

Department documents reviewed include:

- Trails Master Plan, 2014 Update
- 2015 Budget
- Museum Strategic Plan
- Public Art Plan
- Museum Interpretive Landscape Master Plan
- Conservation Easement Stewardship – Level of Service Standards 2013
- 2007 Parks, Recreation, and Culture Master Plan
- 2013 Community Recreation Center pro forma
- YMCA/ Windsor Recreation and Programming and Services Needs Assessment – 2011
 - Top programs to Add, Expand, or Improve:
 - Youth swim lessons (71%)
 - Youth sports leagues (66%)
 - Youth sports classes (65%)
 - Adult group fitness classes (70%)
 - Adult indoor aquatics programs (70%)
 - Adult strength training (63%)
 - Family programs/events (67%)
 - Environmental outdoor education (55%)
 - Volunteering (52%)
- Park Fee Development Outline

²⁶ *National Citizens Survey Results – 2013. Pg. 29-31*

Summary

It is clear that the Town of Windsor is committed to providing Parks, Recreation, and Culture programming and experiences as a pillar of its development. Common themes across all documents include:

- Preserving and highlighting the history of the Town of Windsor, but evolving with the expansion of the area.
- Preserving and highlighting the natural amenities that make the Town of Windsor unique.
- Providing recreational opportunities to citizens through multiple outlets including centers, open space, park and trail development and connectivity, arts, and culture.



Examples of the commitment to these themes are:

- Dedicated funding streams through the Town of Windsor, such as sales taxes, impact fees, and grants.
- Expansion of existing recreation center.
- Expansion of museum assets.
- Increased bike trail connectivity to parks and development of on-street trail.
- Development of parks at Windsor Lake, Coyote Gulch, and Boardwalk.
- Development of policies regarding open space, natural areas, and wildlife.

D. Stakeholder Engagement

With multiple planning efforts happening in the Town of Windsor, each with citizen input, this Plan focused on staff and stakeholder engagement. Stakeholders included:

- Town Board
- Parks, Recreation, and Culture Staff
- Parks, Recreation, and Culture Advisory Board (PReCAB)
- Town Departments – Planning and Development

Work Session – Town Board and Parks, Recreation, and Culture Advisory Board (PReCAB)

A work session between the Town Board and PReCAB was held on July 20, 2015 as an opportunity to present the Master Plan's initial fit and gain input on its direction and key issues. Each member was provided a written summary prior to the meeting.

After a brief presentation, the following questions were posed to the Town Board and PReCAB:

- Considering Parks, Recreation, and Culture, what makes Windsor unique to the area?
 - How is different? What is it known for? What does it want to be known for?
- What is the story that needs to be told? What is the story that has not been told?
- How do the goals and objectives of the current Boards align with this planning effort?

Following is a summary of input from the work session.

Parks, Open Space, and golf courses distributed throughout town was a reoccurring theme with the Town Board and PReCAB. They felt that Windsor's natural amenities made it unique because of the following:

- Features in parks.
- Way parks are serving neighborhoods as gathering places.
- Beauty of the parks (aesthetics/context).
- Standards the Department can provide the Town.

The Town Board and PReCAB were also proud that the Department:

- Sought neighborhood and user input on design of parks.
- Provided parks that serve all income levels to the same degree.
- Had the ability to continue its capital program during the recession.

Other ideas generated were to:

- Create smaller parks that are supplemented with larger ones.
- Create activity clusters including school, parks, and other civic spaces.

Concerns raised included:

- There are not enough play fields.
- There are not park names for all of the parks (it should be noted this was disputed).
- There is a disparity in the park standards now:
 - For example, an HOA developed a park within its community, which is currently working, but as the Town grows, will this create issues with the ability to maintain the current standard?

The stories that the Town Board and PReCAB felt were missing were:

- Newer cultural programming that applies to a broader spectrum, such as arts and (participatory) entertainment
- Open space and trail development and connectivity

Key Issues identified in the discussion were:

- The access and ability to water
 - Where will it come from, at what cost?
- Northern Colorado is growing at fast pace
 - Is the system set up to keep up with growth?
- The ability and desire to serve tourists – concern about impact of Peli Grande
 - How much control will Windsor have?
 - Will it bring additional tax dollars?
 - Will Windsor have to add to its recreational infrastructure to support additional visitation?
- Concern that regional parks and high quality amenities, like Boardwalk:
 - Attract undesirables – How should this be addressed?
 - Attract “non-caring,” outside users.
 - Harm the sense of community and small-town feel.
 - Place a focus on non-resident users.
 - Not focused on the needs of tomorrow.

- Parks need to serve taxpayers:
 - What are other funding strategies that can help pay for regional attractions?
 - Should not compete with our neighboring cities and towns.
- Flexibility and cost efficiency:
 - Park improvement fees – Could they be used for maintenance?
 - Maintenance fee – Can new fees be created, such as an add-on to utility bill?
- Cost efficiencies/cost avoidance:
 - Telling the story of Windsor is key, but it can only be successful in a sustainable way.
- Incorporate the Town’s history – Honoring the past, and celebrating the future (125th anniversary theme) while planning.

Emails were exchanged in the following days between members of PReCAB that were shared with the consultant team. Additional input includes the following topics:

Funding

- Growth impacts on services such as water, roadways, fire, police, and other infrastructure means that the Town has had to (or may need to) re-prioritize funding.
- Community parks are now considered by some to be a burden because of the expense to maintain.
- Does residents’ accountability in maintaining the parks need to be re-evaluated?
 - Are there fees or taxes that could be considered to help offset maintenance funding? How will residents be involved in the development and upkeep of the park (such as creating community gardens)?
- Neighborhood parks are a very important component of the quality of life in Windsor. This program is expected, but other funding opportunities like Metro Districts and HOAs should be investigated further.
- The summer concert series and other potential cultural events brings thousands of people to the heart of Windsor, and potential outside sales tax to support community projects.

Service Level and Standards

- Many of the “community parks” have a regional appeal drawing both adjacent residents and visitors from other neighborhoods. There may be opportunities to reevaluate community park purpose, design, size, location, and maintenance models.
- Are the density ratios and models for neighborhood parks right for the Town?
- Should (community) parks be shifted into a regional approach? What efficiencies could be gained by providing more access to larger parks? Would maintenance of the parks be easier and cheaper for staff?
- What lessons might be learned from Greeley and Fort Collins?

Amenities

- Are park selection choices diverse enough? Sledding hills, hiking trails, open space, and community gardens might be alternative choices. Are there xeriscaping options or other park models that could be considered?
- Additional programming like community gardens, botanical gardens, and art parks could be an innovative way to keep people connected and involved.
- The Town should invest more heavily in landscaping along our major roadways to “soften” the urban landscape of hard surfaces. Public art could be a strategy tied in to this.

Mission

- Should assumptions be challenged? Part of the discussion was steadfast in preserving Windsor's history. Is it important to preserve the Town's history if only a very tiny portion of the population was here to remember it?
- What does the mission statement mean by "culture" and "management of natural resources?"
- Now is the time to expand thinking and planning for multi-modal transportation structures. Trails, bike paths, and walkways not just for recreation, but also for travel to work, shopping, to entertainment facilities and events.
- Downtown needs to expand and diversify in a way that has a "linger" factor. There are reasons to go downtown, but few reasons to stay. Streetscape, tables/benches, and diverse cultural events will contribute to a "linger" atmosphere. Are there partnerships opportunities here?



Sugar Plant – Henry Kisselman, Sr.

Staff Engagement – September 22, 2015

Since the Town has engaged its community on multiple planning efforts recently, and due to the nature of the Master Plan, staff involvement was a key feature of the process. These group staff interviews were held on September 22, 2015. In all, 18 staff members participated in the interviews.

The same set of questions were used to guide the conversation and the following is a summary of consolidated responses. A list of all responses can be found in **Appendix A**.

Level of Service

What are the level of service standards that are in place today – how are they working or not working?

The community has a high expectation of the Department's standard. Many staff members communicated that the community consistently recognizes the quality of service across the Department, but this has also put a stress on its operational model.

Concerns that needed to be addressed as a result of this standard, include:

- “Fires” tend to pull staff away from daily operations.
- Events are primarily free, with a handful of small “charge” events.
- Miscommunication on maintenance standards for different areas (parks vs. natural areas):
 - Home Owners Association parks also affect the public’s perception of the Department.
- Programming has limited resources.
- Success is measured mostly by participation (tallies and estimates), and methods of counting are questionable.
- Hiring seasonal staff:
 - Limited pool of applicants, lower wages than market (\$9 vs. \$12 public and even higher for private).
- Timing may be right to look at the fee schedule of Windsor.

Facility Improvements

What improvements are needed at existing facilities? Where are these improvements needed?

Since the level of service of the Department is considered to be high, the amount of improvements to facilities were considered minimal. At the time of this report, the expansion of the Community Recreation Center was set to open in the summer of 2016. Many felt that this was an important upgrade to the system. The areas for potential improvement were:

- Upgrade to current infrastructure:
 - Main Park
 - Active gathering places/stage area
 - Connectivity of active transportation opportunities (address in current CIP)
- Museum landscape and storage areas
- The cemetery
- Focus on preserving agricultural areas, river corridors, and trail connections

Definition of Culture and Natural Resources

How do you define “culture” and “management of natural resources” as used in your mission statement?

The terms “culture” and “management of natural resources” appear in the mission statement of the Department, but are translated in different ways. Some felt that this was a single division responsibility, while others felt that a more holistic look at these were more appropriate.

From an operational perspective, it was communicated that if the goals of a Master or Strategic Plan were being met, then the Department was accomplishing its mission. Some also felt that these terms could be translated into division-specific responsibilities (ex. the Culture Division is responsible for providing “cultural” activities or services to the Town).

From a more holistic approach, many felt that it was necessary for the Department to work together in providing services, and that it was the responsibility of the Department to provide “culture” and “manage (the Town’s) natural resources.” Key areas of discussed here were:

- Promoting health and wellness
- Developing community arts
- Providing active and passive outdoor opportunities
- Partnering within the Department to provide cross-division programs

- Becoming a champion of conservation within the community
- Developing communication about parks vs. natural areas
- Strengthening development agreements
- Looking into more sustainable lands management techniques and design standards

Underserved Parts of the Community

Are there any portions of the community that are underserved? Please explain (i.e., where and what type of amenities are needed, what market segment needs more attention, etc.).

The following groups were identified as “underserved”:

- Grade-school populations, specifically early elementary through middle school
 - It should be noted that sports programming for this age group was considered strong
- Teens and Tweens
- Stay-at-home parents
- Multi-generational families
- Senior population
 - Transportation program provided within the Department, but many are looking for their own space

Providing Opportunities to Tourists

How are you serving tourists today? What are your strengths and weakness in this service area?

The Department generally felt that they had opportunities that draw an outside user base. These include:

- Summer concert series.
- Regional parks and trail systems
- Users from Timnath and Severance, especially at the Community Recreation Center and sports programs
 - Residents from South Ft. Collins, Johnstown, and Milliken use the Windsor service due to quality and convenience

At the time of these interviews, the Regional Tourism Act had not been decided. In late 2015, the Peli Grande project at Boardwalk Park was approved. While many Town departments did not feel that this would have an impact to Parks, Recreation, and Culture, there was concern amongst staff that the draw of Peli Grande would pull further resources to the downtown areas, including parks, planters, and other surrounding areas for which the Department is responsible.

Resource Distribution

Are resources being deployed in the most effective way? Please elaborate.

A general perception of the staff was that they continue to provide a high level of service. Many worried that with the projected rate of growth in the area, the Department would need to grow smarter to keep up its current standards. Some opportunities of growth include:

- Looking at amenities that draw more revenue
 - Athletic fields
 - Concert series/festivals

- Develop additional funding strategies
 - Resident vs non-resident fees
 - Partnerships with local and regional providers
 - Sponsorships and grants
 - Development of a “friends of” organization
 - Peak vs. non-peak fees
- Develop a stronger brand and communication strategy for the department
- Develop a sponsorship policy
- Establish boundaries with the community and the level of customer service
- Develop a hiring strategy for seasonal/variable hour employees

Key Issues and Values in Windsor

What are the key issues and values in Windsor that need to be considered while developing this Master Plan?

The key values identified by staff that should be considered throughout the implementation of this plan include:

- Heritage and history
- Small town, but wanting big town amenities
- Honor the past (history lessons, historical artifacts, technological experience, etc.)
- High standard of living
- Family-oriented
- “Best Places to Live” recognition
- Collaboration
- Connectivity
- Conservation easements and open space are used to keep small town feel

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IV. Inventory and Level of Service Analysis

To determine the current level of service that the Department's assets and amenities are providing to residents of the Town, the project team provided an inventory of Parks, Recreation, and Culture facilities, programs, and services. The system was then evaluated to determine how it is currently meeting the needs of the public, and what improvements (if any) need to be made to sustain or improve level of service in the future.

A. Parks and Facilities Inventory

Inventory Methods and Process

In planning for the delivery of parks and recreation services, it is useful to think of parks, trails, indoor facilities, and other public spaces as parts of an infrastructure. This infrastructure allows people to exercise, socialize, and maintain their physical, mental, and social wellbeing. It is made up of **components** that support this goal. A **component** is a feature that people go to a park or facility to use, such as a tennis court to play a game of tennis, and serve as an intended destination. Components include assets such as playgrounds, picnic shelters, courts, fields and other elements that allow the system to meet its intended purpose.

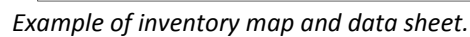
GRASP® (Geo-referenced Amenities Standards Process) is a proprietary metric developed by GreenPlay, LLC, and Design Concepts CLA, to assess access to recreation, and it has been utilized in hundreds of communities across the country. The GRASP® Methodology was used to inventory and analyze recreation system assets in the Town of Windsor.

A detailed GIS (Geographic Information System) inventory of parks and recreation facilities was assembled and approved by the Town of Windsor in August and September 2015. The inventory was completed in a series of steps. The planning team first prepared a preliminary inventory based on the *2007 Windsor Parks, Recreation, Trails, and Open Lands Master Plan Update*. This was reviewed by Town staff for accuracy and completeness and was compared with current assets to create a list of new or improved recreation opportunities.

Field visits were conducted by the consultant team to confirm or revise preliminary component data, add new data, make notes regarding sites or assets, and develop an understanding of the system. Information collected during the site visit was compiled and used to append the dataset, which was then formatted for review by Windsor staff.

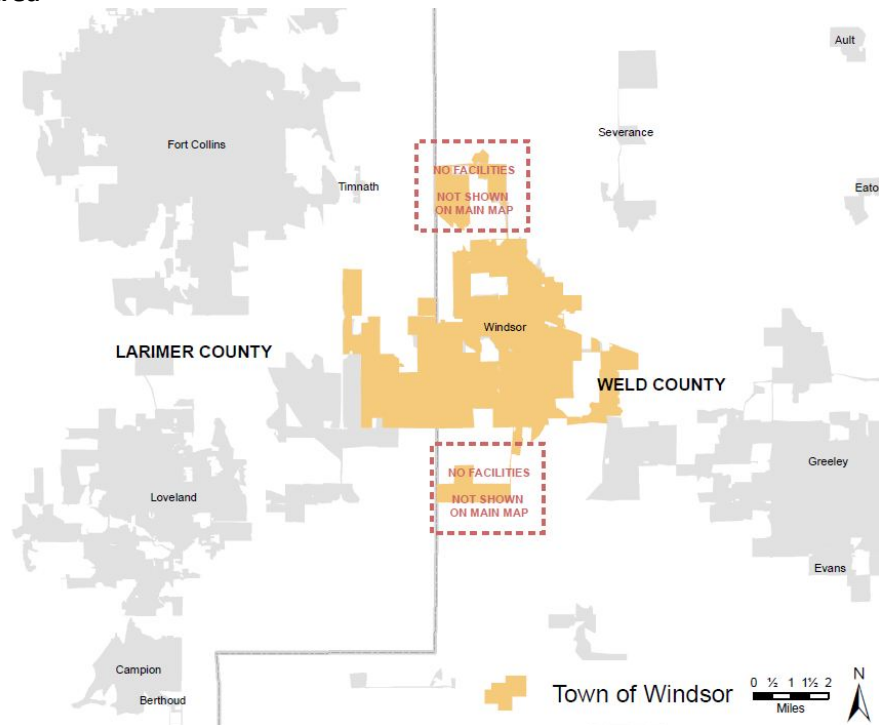
The inventory for this study focused on park sites and schools available for public use by the Windsor community, both owned or managed by the Town of Windsor as well as select alternative provider facilities. Each component was evaluated to ensure that it was serving its intended function within the system. Any components in need of refurbishment, replacement, or removal were noted. Site comfort and convenience amenities, called **modifiers** were also recorded.

- Component type and location
- Component functionality
- Site modifiers
- Site design and ambience
- General comments
- Site photos



40 Town of Windsor, Colorado

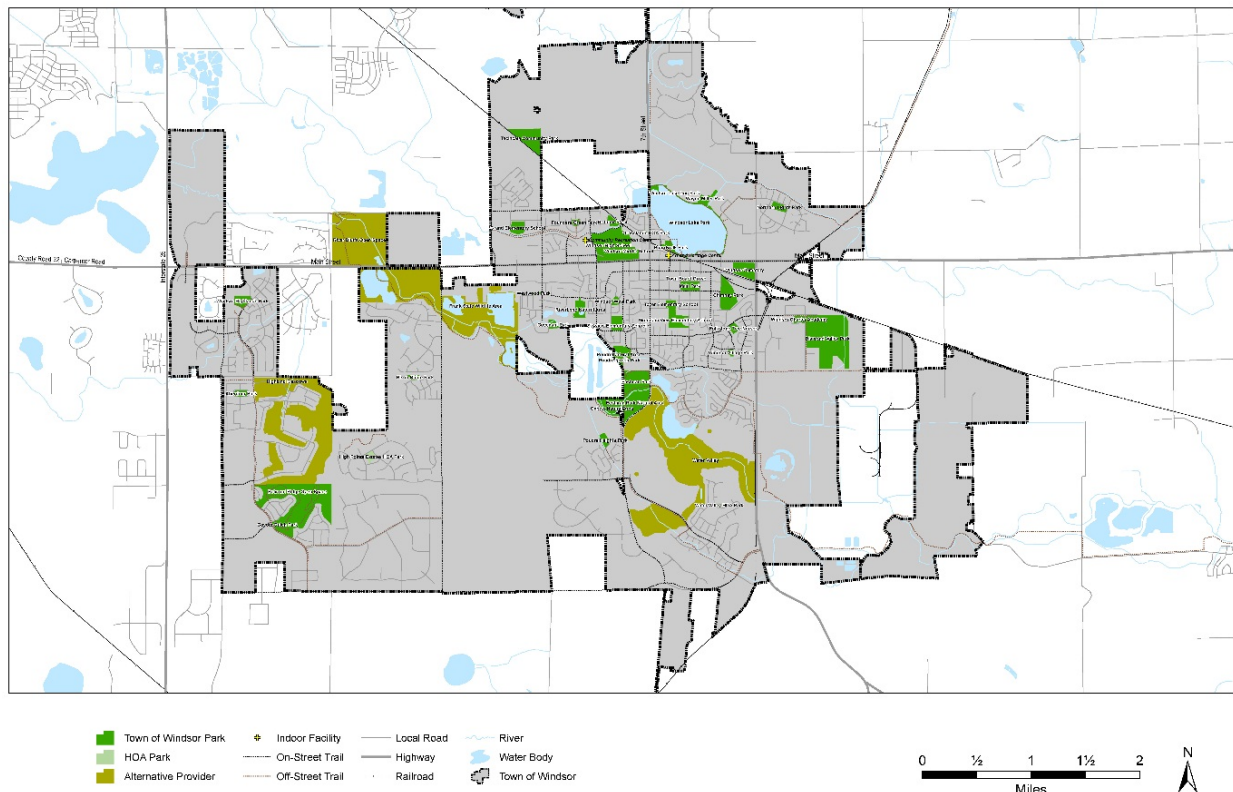
Figure 1: Study Area



Windsor parks, schools, and facilities are mostly located in the central core of Windsor, near the majority of the Windsor's residents. The north and south most parts of Town have no facilities or service and are excluded from all analysis maps.

It should be noted that as all parks and facilities and most Windsor residents are located in the central core, all maps focus on this area and exclude the northern and southernmost parts of Town.

Figure 2: Windsor System Map



Windsor system map showing all Windsor inventory included in GRASP® analysis.

Summary of Inventory Locations

The Town of Windsor has a number of recreation locations that serve the community-at-large in a variety of ways. While not formally classified in this study, recreation sites generally fall into these categories:

Parks

Park size in Windsor ranges from pocket parks less than an acre in size to community parks of nearly 30 acres. Parks offer a variety of recreation opportunities from neighborhood playgrounds to ballfield and athletic field complexes. Small parks may only have one or two amenities, while larger parks offer up to 25 components.

Schools

Schools do provide recreational opportunities in Windsor, but as access is limited to non-school hours, schools were included in the analysis at a 50 percent discount in score. This discount also accounts for the fact that the quality of equipment and standards of maintenance are not always consistent with Town standards.

Open Space Areas

Several open space and natural areas are publicly accessible in the Town of Windsor. Only those owned or maintained by the Town were included in the inventory.

Trails

Trails data included all existing trails, paths, and bicycle lanes. These were categorized as on-street trails (such as bike lanes) and off-street trails, consistent with the 2007 study, and were valued accordingly for the analysis.

Alternative Provider Parks

Three parks included in the inventory and analysis are owned and managed by other entities including Water Valley Metro Districts and homeowners associations. These tend to provide limited offerings, and some private facilities fall below Town standards in terms of type and quality of facilities.

Indoor Facilities

The Art and Heritage Center and Community Recreation Center were included as part of the GRASP® Level of Service analysis for the entire recreation system. No additional analysis was conducted specific to indoor recreation.

Table 3: Inventory Summary by Indoor Location

Indoor Location	Total Indoor Components	Fitness/Dance	Gallery	Gymnasium	Kitchen - Commercial	Multi-purpose	Patio/Outdoor seating
Art and Heritage Center	3		2			1	
Community Recreation Center	12	1	1	1	1	7	1
	15	1	3	1	1	8	1

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Table 4: Inventory Summary of Town of Windsor Facilities by Outdoor Location

Town of Windsor Outdoor Location	Property Type	Total Outdoor Components	Acres																																															
				Aqua Feat, Pool	Archery Range	Backstop, Practice	Ballfield	Basketball	Batting Cage	Complex, Ballfield	Complex, Horseshoes	Concessions	Concessions with Restroom	Disc Golf	Dog Park	Educational Experience	Event Space	Fitness Course	Garden, Display	Hockey, In-line	Horseshoes	Loop Walk	MP Field, Large	MP Field, Multiple	MP Field, Small	Multiuse Court	Natural Area	Open Turf	Open Water	Passive Node	Playground, Destination	Playground, Local	Public Art	Shelter	Shelter, Group	Skate Feature	Skate Park	Structure	Tennis	Track, Competition	Trail, Multi-use	Trail, Primitive	Trailhead	Volleyball	Water Access, Developed	Water Access, General				
Aberdour Park	Park	6.5	4.0					0.5												2						1	1				1		2																	
Belmont Ridge Open Space	Open Space	2	110.4																	1					1	1							1																	
Bison Ridge Park	Park	5	2.0																	1																														
Boardwalk Park	Park	9	13.1										1		1	1																		2																
Brunner Farm	Park	7	4.1																																															
Chimney Park	Park	16	21.2	1		2	3		2	1			1							1					1	1	1					1	1		1															
Covenant Park	Park	8	4.0					1												1	1						1					1	1		2															
Coyote Gulch Park	Park	8	6.0					1												1	1						1					1	1		2															
Diamond Valley Park	Park	17	100.3				3			1																1	1					1				1														
Eastman Park	Park	14	29.4		1							1																																						
Eastman Park Natural Area	Open Space	4	28.1		1													1											2		1				1															
Folkstone Tree Nursery	Park	1	3.8																							1																								
Founders Green Park	Park	6	2.1					1																																										
Main Park	Park	25	9.5					2			12																																							
Northern Lights Park	Park	7	5.6					1																																										
Oxbow Natural Area	Open Space	2	18.8											1												1	1																							
Poudre Heights Park	Park	9	5.2			1		1												1	1	1					1																							
Poudre Natural Area	Park	3	12.4													1	1									1		1																						
Poudre Pooch Park	Park	1	1.3												1																																			
Riverbend Natural Area	Park	1	9.6																							1																								
Tacinala Community Park	Park - Proposed	0	24.8																																															
Town Board Grove	Park	1	0.4																																															
Wayne Miller Park	Park - Proposed	0	5.9																																											</				

A complete list of component types and definitions may be found in the Appendix.

Table 5: Inventory Summary of Alternative Provider Facilities by Outdoor Location

Alternative Provider Outdoor Location	Property Type	Total Outdoor Components	Acres																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																							
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A complete list of component types and definitions may be found in the Appendix.

B. Assessment

Level of Service Analysis

GRASP® Level of Service Analysis evaluates how parks, schools, and facilities in the Town of Windsor serve the community. It may be used as a tool to benchmark current level of service and to direct future planning efforts.

Why GRASP® Level of Service?

GRASP® Level of Service may be defined as the extent to which a recreation system provides residents of a community access to recreational assets and amenities. It is indicative of the ability of people to pursue active lifestyles and can have implications for health and wellness, the local economy, and quality of life. Further, GRASP® Level of Service for a recreation system tends to reflect community values. It is often emblematic of the manner and extent to which people are connected to their communities, which is especially true in Colorado where residents lead active lifestyles focused on outdoor recreation and healthy living.

An analytical technique known as **GRASP® (Geo-Referenced Amenities Standard Process)** was used to evaluate Level of Service provided by assets in the Town of Windsor. This proprietary process, used exclusively by GreenPlay and Design Concepts, yields analytical maps and data that may be used to examine access to recreation across a study area. A detailed history and description of the GRASP® Methodology may be found in the Appendix.

Component Scoring

All components were scored based on condition, size, site capacity, and overall quality as they reflect the expected quality of recreational features in the Town of Windsor. A three tier rating system was used to evaluate them:

- 1 = Below Expectations
- 2 = Meets Expectations
- 3 = Exceeds Expectations

Beyond quality and functionality of components, however, GRASP® Level of Service analysis also takes into account important aspects a park or recreation site that are easily overlooked. Not all parks are created equal and the quality of a user's experience may be determined by their surroundings. For example, the GRASP® system acknowledges the different contexts of these identical playground structures.



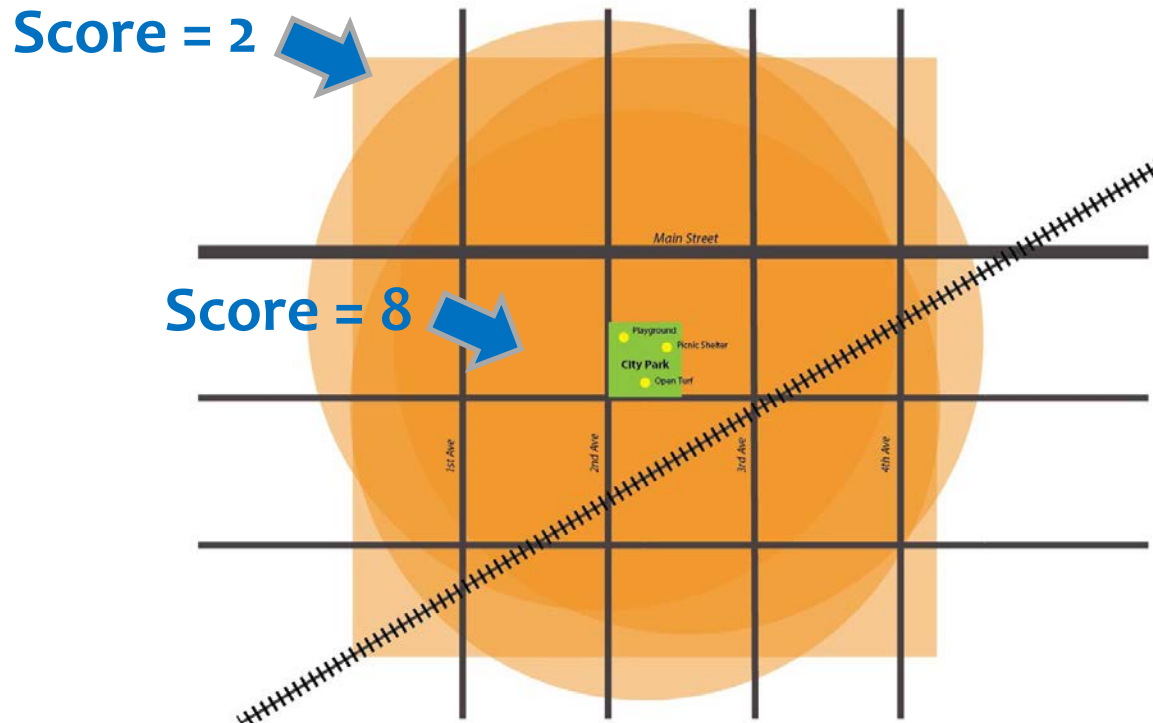
In addition to scoring components, each park site or indoor facility was given its own set of scores to account for its comfort, convenience, and ambient qualities. This includes traits such as the availability of restrooms, drinking water, shade, scenery, etc. These **modifier** values then serve to enhance or amplify component scores at any given location.

Perspectives

Maps and data quantifications produced using the GRASP® methodology are known as **perspectives**. Each perspective is a model of how service is being provided across the study area. The model can be further analyzed to derive statistical information about service in a variety of ways. Maps are utilized along with tables and charts to provide benchmarks or insights a community may use to determine its success in providing services. Perspective maps and charts were produced by applying the GRASP® process to the Town of Windsor inventory and assessment.

Catchment areas, also called buffers, are used to calculate total GRASP® Level of Service scores. An outline is drawn on a map around each component and location at a specific distance. The GRASP® value for that component or location is then applied to that buffer to reflect that value. This scored buffer is called a **service area**.

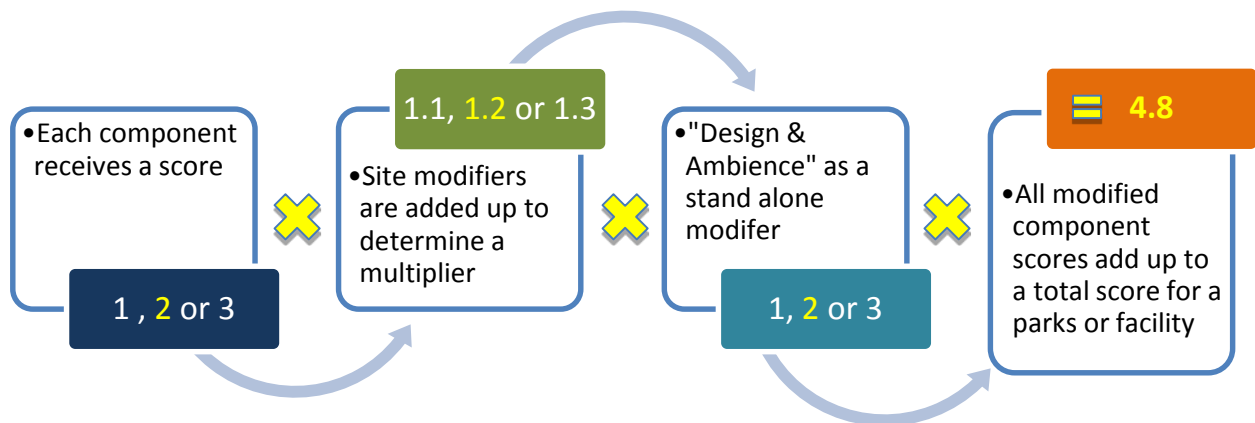
When service areas for multiple components and locations are overlapped on a map, a picture emerges that represents the cumulative GRASP® Level of Service provided by those various locations. This process yields the data used to create GRASP® perspective maps and charts. For any place in a study area, there is a total GRASP® value that reflects cumulative scoring for nearby assets.



This simplified example graphic illustrates the GRASP® process assuming all three components and the park boundary itself, are scored a “2.” The overlap of their service areas yields higher or lower overall values for different parts of a study area.

A basic algorithm is used to calculate scoring totals, accounting for both component and modifier scores for every park and facility in the inventory. The resulting scores reflect the overall value of a site.

Figure 3: GRASP® Score Calculation



Types of Perspectives

People arrive at a recreation destination by a variety of transit modes, on foot, on a bike, in a car, via public transportation, or utilizing any combination of these or other alternatives. The travel mode is often determined, at least in part, by the distance or duration of travel to the destination. This variability may be accounted for by applying more than one catchment area distance to determine GRASP® Level of Service. The GRASP® methodology typically applies two different catchment area distances to calculate scoring totals, yielding two distinct types of perspectives used to examine a recreation system:

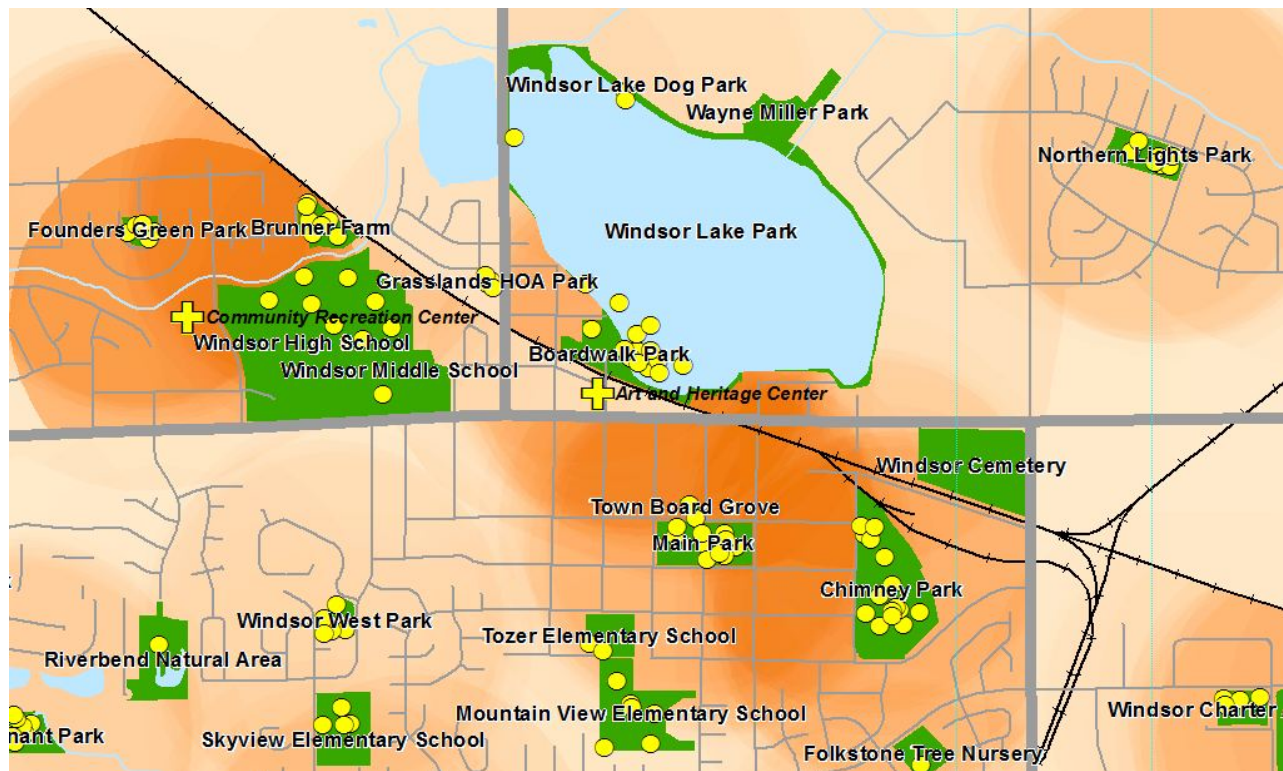
1. Neighborhood Access to Recreation
2. Walkable Access to Recreation

A Neighborhood Access perspective applies a catchment distance of one mile to the inventory. A one-mile catchment is intended to capture recreational users travelling from home or elsewhere to a park or facility by way of bike, bus, or automobile. One mile is also considered a suitable distance for a longer walk. However, the ability to walk to a recreation opportunity is addressed specifically in the Walkable Access perspective.

A Walkable Access, or walkability, perspective utilizes a shorter catchment distance intended to capture users within a ten to fifteen-minute walking at a leisurely pace. This distance can range from as short as 1/4-mile to as far as 1/2-mile, depending on the study area. **For the Town of Windsor, a 1/3-mile walkability catchment area was used.** A 1/3-mile catchment accounts for longer actual walking distances as a result of indirect routes, commonly found in a grid street pattern, and serves to ensure a travel time of **10 minutes** or less for most people based on an average walking speed of three miles per hour.

GRASP® Walkable Access does not necessarily indicate that a safe or desirable route exists between two places. Walking routes between locations have not been specifically evaluated, and this type of network analysis is well beyond the scope of a typical GRASP® Perspective. However, the 1/3-mile proximity used to capture walkability is intended to account for an actual walk distance of up to 1/2 mile. In many built environments, the street layout or development pattern does not allow for a direct route between two points. Rather an indirect route is more likely in most towns or cities. The 1/3-mile catchment distance is able to account for this scenario. The average speed of a human walking is three miles per hour, or 1/2 mile in 10 minutes. A 1/3-mile catchment captures a walk of approximately 1/2 mile by such an indirect route, a distance that would take an average person walking about 10 minutes.

Figure 4: GRASP® Level of Service Overlap



GRASP® Level of Service perspectives overlap service areas to yield a picture of total service for any place within a study area. Yellow dots indicate components. Modifiers at each park or recreation site influence overall scoring. Orange shades display cumulative scoring for a given area.

Assumptions

1. Proximity equates to access. The presence of a recreational facility within a specified distance indicates that a site is “accessible.” “Access” in this analysis does not refer to access as defined in the Americans with Disabilities Act (ADA).
2. Neighborhood Access equates to proximity of one mile, a reasonable distance for a drive in a car or by bicycle.
3. Walkable Access equates to proximity of 1/3 mile, a reasonable distance attainable in 10 minutes walking at a leisurely pace.
4. Walkability access to recreation is affected by barriers, obstacles to free and easy travel on foot.
5. Neighborhood Access also accounts for a premium value for walkability, essentially doubling the score in areas with both one mile and unobstructed 1/3-mile access.
6. Barriers within the Windsor study area identified as restrictive to non-motorized travel include:
 - U.S. Interstate 25
 - Main Street
 - Highway 257
 - Burlington Northern and C And S Railroads
 - Cache la Poudre River
 - 7th Street

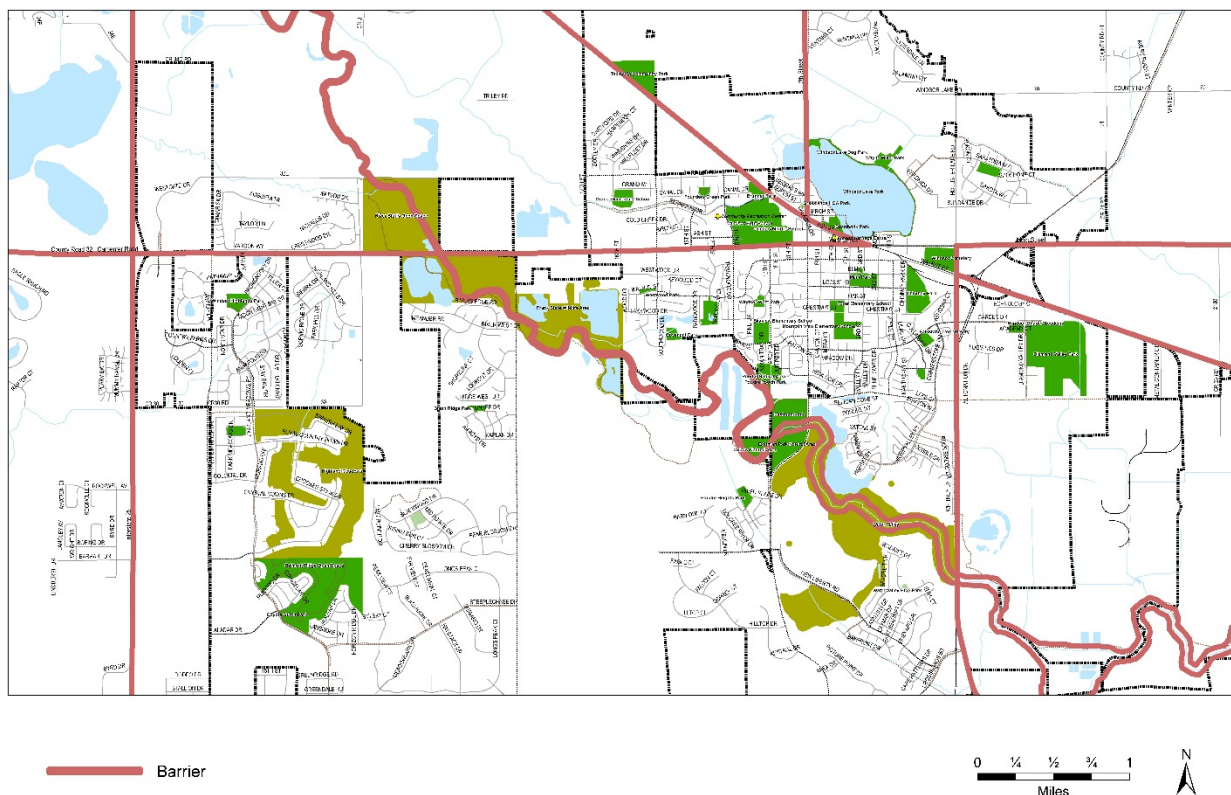
7. A minimum standard for service, also called a **threshold**, equates to that provided by a “typical” neighborhood park. A GRASP® score of 67.2 was used to as this threshold value. This equates access to a park with four components and an off-street trail and is the same value applied in the 2007 GRASP® analysis. Common neighborhood park components might include a playground, shelter, open turf area, and a loop walk; however, access to other various component types is likely.

Barriers

Walkability can often be limited by environmental barriers. Several such disruptions to walkable access are created by highways, major roads, rail corridors, and waterways within the Town of Windsor. To account for this, walkability service areas in the GRASP® Level of Service analysis have been “cut-off” by identified barriers where applicable. Zones are defined that serve as discrete areas of Windsor within which any facilities are accessible without crossing a major barrier.

The same barriers used in the 2007 Windsor Parks, Recreation, Trails, and Open Lands Master Plan Update were employed for this study, with the addition of 7th Street north of downtown Windsor. To account for greater walkability along Main Street in downtown Windsor, and across the Cache le Poudre River via pedestrian bridge at Eastman Natural Area, these barriers were made porous in those locations.

Figure 5: Walkability Barriers

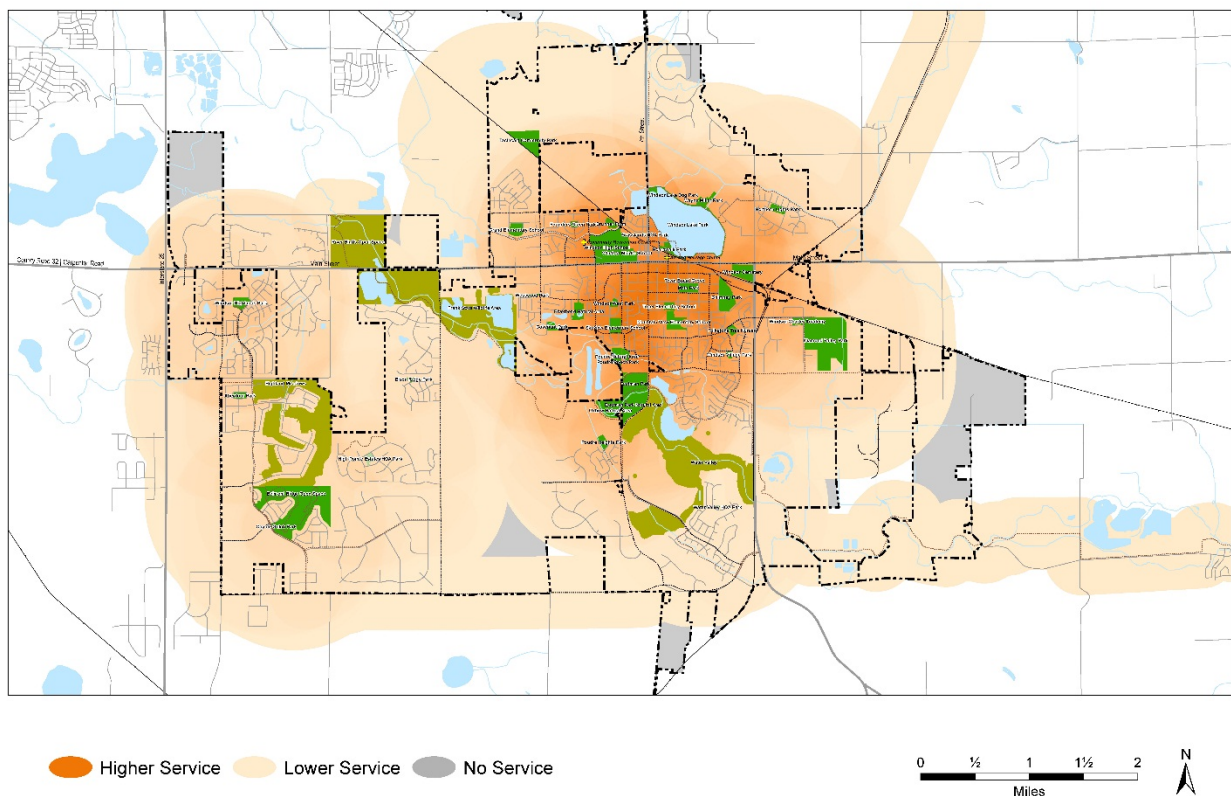


Walkability barriers were used to “cut-off” service areas where applicable.

Note: Maps have been included for illustrative purposes. Larger maps are included in Appendix D.

Neighborhood Access to Outdoor Recreation

Figure 6: Neighborhood Access to Recreation Heat Map

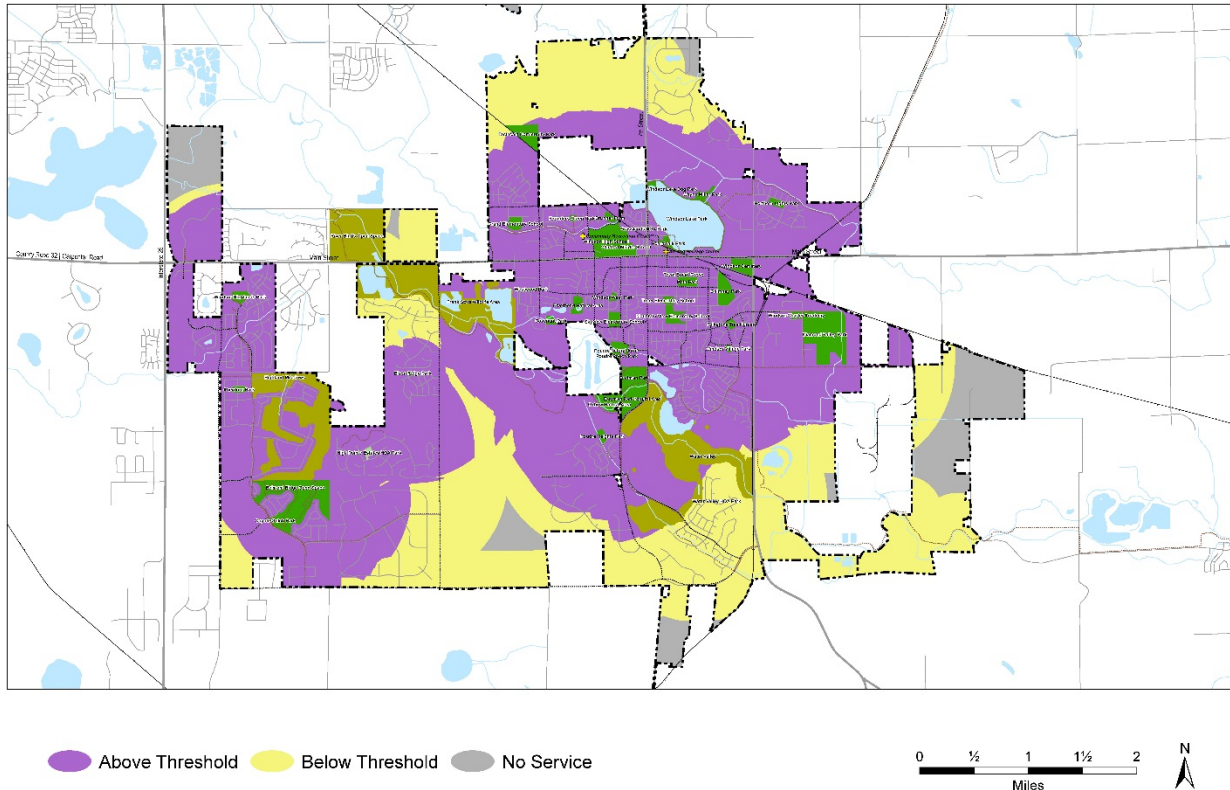


This perspective is intended to capture access to recreation for users travelling from home or elsewhere to a park or school facility by way of automobile or bicycle, and shows where in Town more (or better) recreation assets are available within a one-mile service area. A “heat map” created to examine Neighborhood Access to Recreation indicates that the central core of Windsor, including the historic downtown, has the greatest service concentration as compared to the rest of Town. In general, however, Windsor has good distribution of parks and outdoor facilities. Access to recreation is more limited at the periphery of Town Limits and in future growth areas.

This perspective indicates that 82 percent of the Town of Windsor is within one mile of a recreation opportunity. In 2007, this coverage extended to 83 percent of the Town. This shows that despite having annexed many acres (1,682) in recent years, the percentage of acres in the Town of Windsor with Neighborhood Access has stayed mostly consistent and reflects parks and recreation facilities added and improved in Town since 2007.

A variation on the heat map is the “threshold map” which displays the same data based on a minimum standard. This perspective is intended to identify gap areas, parts of Town with opportunities for improvement as compared to other areas of Windsor that already meet the standard.

Figure 7: Neighborhood Access to Recreation Threshold Map



For the Town of Windsor GRASP® analysis, the minimum standard threshold is based on a typical neighborhood park with four components and access to an off-street trail. An equivalent GRASP® Value of 67.2 is used as the cut-off point above which the standard is met, below which it is not. This is the same value applied in the 2007 Town of Windsor GRASP® analysis. (Note: A GRASP® Value is different than a GRASP® Score, hence the score for existing Town parks may be substantially different than the GRASP® threshold value.)

The threshold perspective for Neighborhood Access to Recreation again indicates that most Windsor residents have good access to recreation opportunities, as most developed areas of Town meet or exceed the threshold value. There are some developed areas, particularly in the south part of Town, that do fall below the minimum standard. However, these areas are likely to have recreation service from other providers, such as the Water Valley Metro Districts.

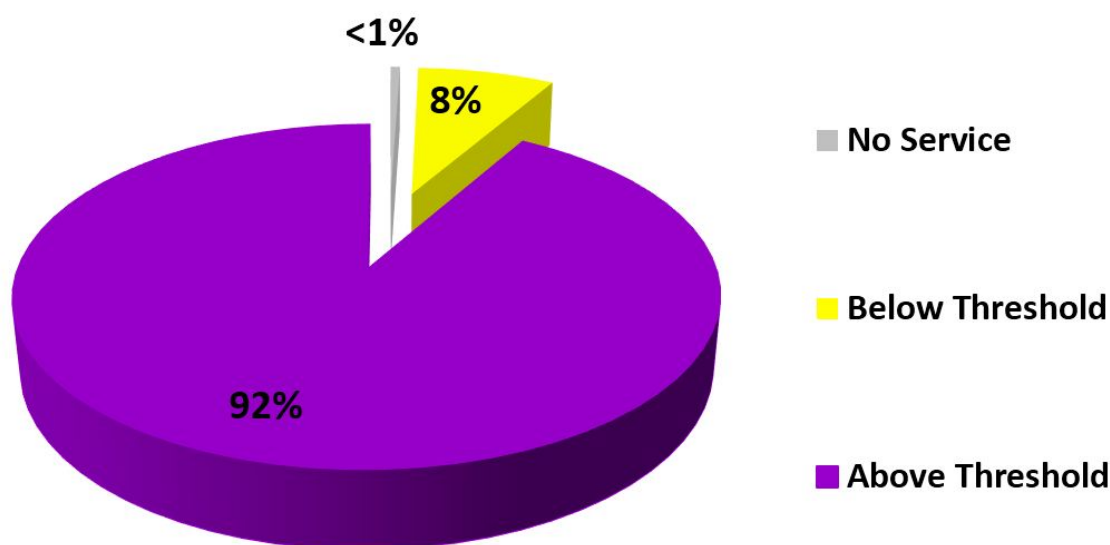
On the west side of Town, GRASP® Level of Service is significantly higher than it was in 2007 as a result of newly developed Coyote Gulch Park and added trails at Belmont Ridge Open Space. These assets are largely responsible for adding acreage with recreation access in Town in recent years.

Trail scores were applied in a different way for this study than they were in 2007. This distinction was made to eliminate false inflation of scores in areas with overlapping trail scores, inflation that was present in the 2007 analysis. It is notable that, despite this adjustment, the quality and quantity of recreation opportunities have nonetheless improved since 2007. In 2007, fewer than half of those acres with some GRASP® Level of Service actually met threshold. At present, more than 2/3 of the total Town acres with service meet the threshold. Further, the average GRASP® Level of Service score has also increased to 184 from 181 since 2007.

These are significant findings clearly indicative of successful, ongoing Town efforts to add recreation opportunities and improve the quality of existing assets.

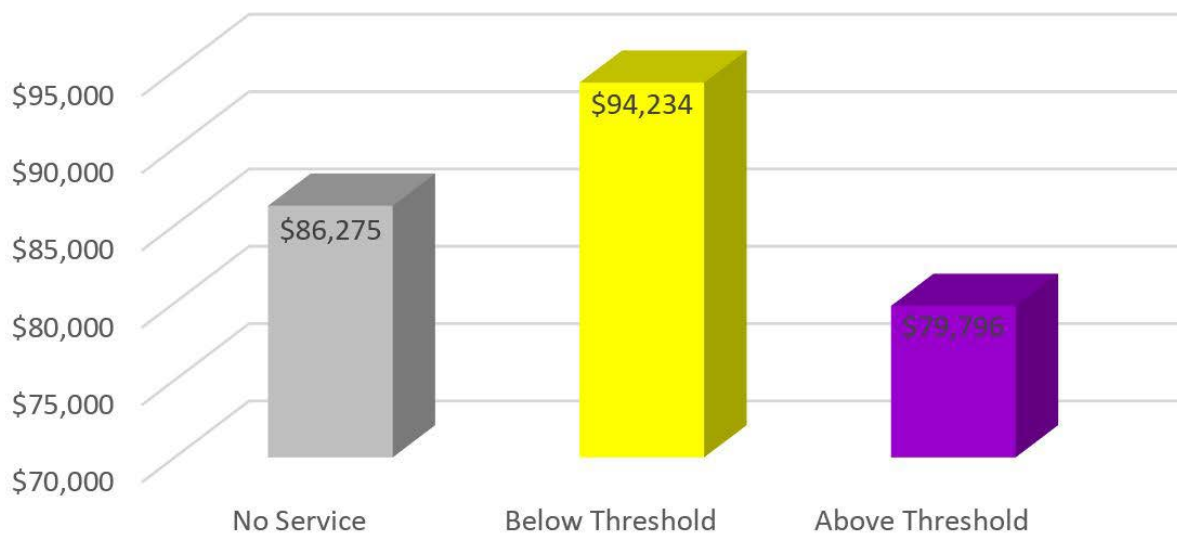
The threshold analysis can be further developed. Beyond simply examining GRASP® Level of Service based on acres, assessments based on population distribution can be informative. One such perspective compares where people actually live within the Town of Windsor to the GRASP® values. For Neighborhood Access to Recreation, this shows that service is in fact far better than the acreage perspective indicates, with 99 percent of Windsor residents living within one mile of recreation. Also significant, recreation opportunities for 92 percent of residents meet or exceed the minimum standard threshold. Unfortunately, no comparison to the 2007 study is possible as this analysis was not available in 2007.

Figure 8: Neighborhood Access to Recreation



Another important demographic indicator, median household income, was also examined as it compared to the Neighborhood Access to Recreation threshold data.

Figure 9: Neighborhood Access to Recreation Compared to Median Household Income



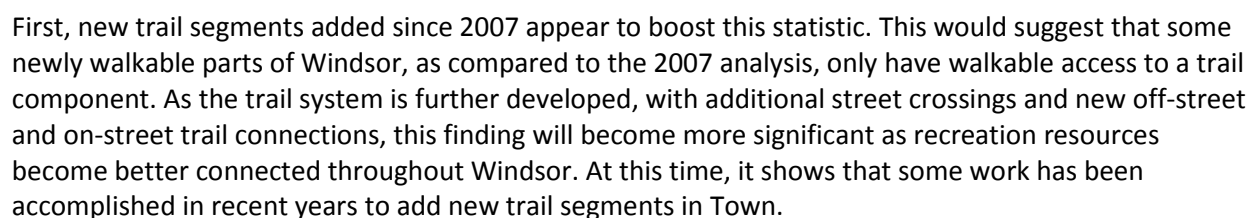
Areas with the lowest median household income in Windsor tend to have the highest GRASP® Level of Service. In a consideration of social equity, this is a positive finding, as it reflects greater access to recreation opportunities in those parts of Town where residents have fewer financial resources. Parks and recreation is especially important for lower income demographics that often have more limited mobility and less time and money to invest in exercise and wellness related activities. This finding appears to indicate that access to recreation is equitably distributed in Town, particularly with the understanding that the residents of the higher income Water Valley Metro Districts are provided private recreation opportunities not included in this study.

Walkable Access To Recreation

This perspective models access to recreation components by walking or other active transportation. One-third mile service areas have been applied to each component and location and represent a distance from which access to these recreation opportunities can be achieved by an average person within a ten-minute walk. This walkability analysis also accounts for barriers to non-motorized travel, thus service areas are truncated by these obstacles.

Walkability is a measure of how user-friendly an area is to people travelling on foot. A walkable environment benefits a community in many ways related to public health, social equity, and the local economy. Many factors influence walkability and include the presence or absence and quality of footpaths, sidewalks or other pedestrian rights-of-way, traffic and road conditions, land use patterns, and public safety considerations among others. Walkability is an important aspect of **recreational connectivity**, the extent to which recreation opportunities in a community are physically linked to allow for easy and enjoyable travel between them.

Figure 10: Walkable Access to Recreation Heat Map

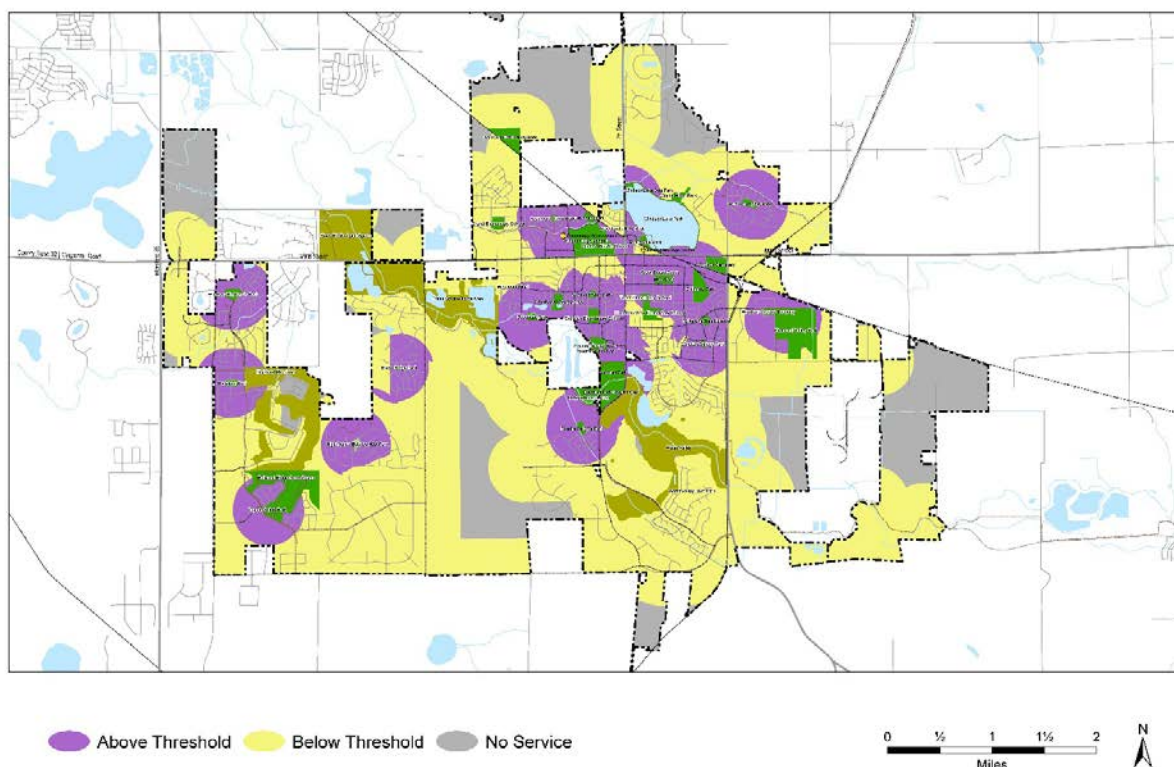


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Finally, for improved accuracy, two walkability barriers were made porous (Main Street and the Cache le Poudre River) for this current analysis, unlike in the 2007 analysis. This may have served to increase the number of walkable acres as service areas that were cut off in the earlier study might have greater coverage in this study.

The best walkable access to recreation may be found in those areas surrounding Windsor Community Recreation Center, Main Park, and Eastman Park. “Pockets” of better walkable access to recreation also exist in other parts of Town. These service pockets are typically centered on a single park and may be found in the areas surrounding Northern Lights Park, Windsor Highlands Park, Aberdour Park, Coyote Gulch Park, Poudre Heights Park, Bison Ridge Park, and High Pointe Estates HOA Park among others.

Figure 11: Walkable Access to Recreation Threshold Map



The threshold walkability map highlights these service pockets, and illustrates the impact of some of the less developed trail assets and future park lands discussed above. While nearly 3/4 of Town (73%) is walkable to a recreation opportunity, only 20 percent of Town Limits meets the minimum standard threshold for access to walkable recreation.

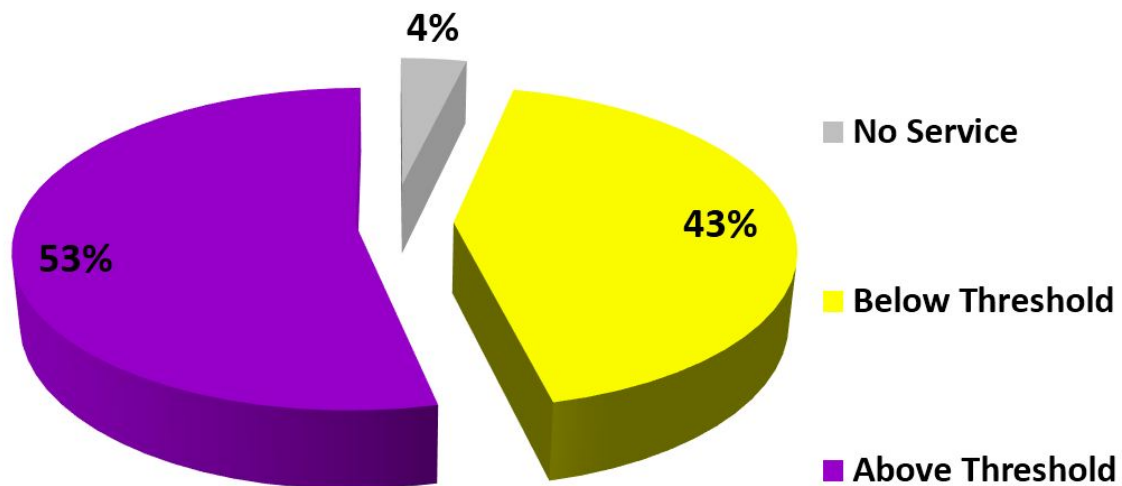
Despite an increase in Town acreage with walkable access to recreation since 2007, the “take away” from the 2007 study holds true for this current analysis. While much of Town has some walkable access to recreation, the variety and quality of these opportunities tend to be limited. Of these walkable areas of Windsor, only 27 percent of these acres meet the threshold, while 73 percent fall below. This suggests that although walkable GRASP® Level of Service has improved since 2007, most residents still do not have walkable access to recreation that meets the minimum standard for service delivery.

As stated in the 2007 plan:

“These numbers reflect that, if walkability is the goal, Windsor is on the right track to providing service, but needs to increase the quality or quantity of offerings.”

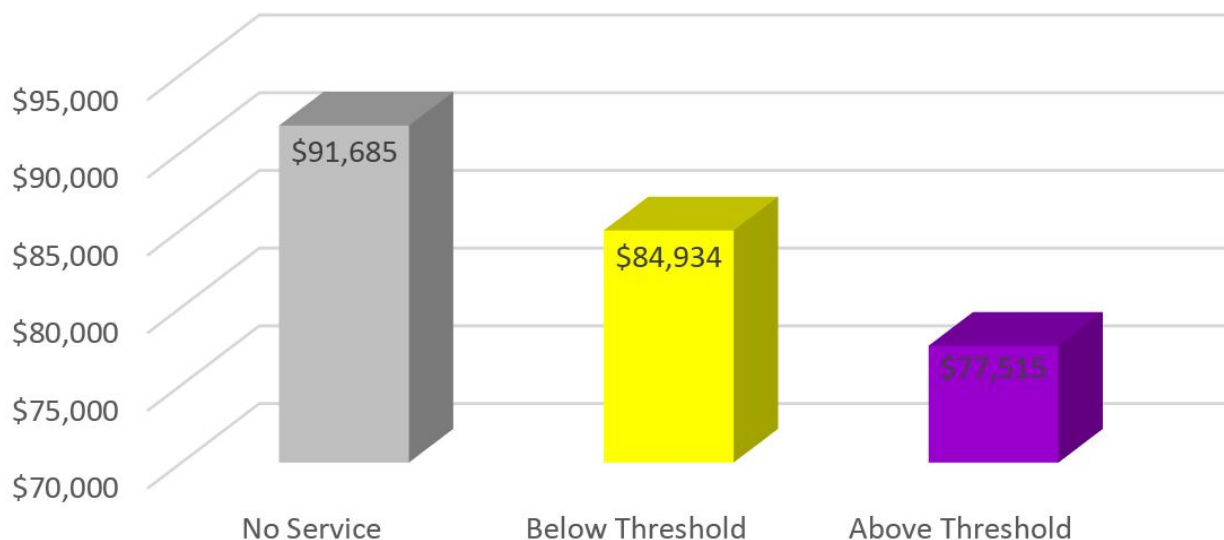
One reason for this is that barriers serve to limit walkable access to recreation in Windsor. However, the majority of inventory sites are located in well-established areas of Windsor and are connected by walkable travel routes. A closer examination of the threshold data based on population is further revealing. This indicates that the vast majority of residents, 96 percent total, have walkable access to some sort of recreation. Beyond that, 53 percent of the Windsor population has service that meets threshold within walking distance of home, even accounting for major barriers.

Figure 12: Walkable Access to Recreation Based on Population



A consideration of median household income shows that areas with better walkable access to recreation tend to have lower incomes. This is another indication that, regarding social equity, the Town of Windsor does a good job providing parks and recreation facilities to those residents with the most limited financial resources.

Figure 13: Walkable Access to Recreation Compared to Median Household Income



Comparison To 2007 GRASP® Level of Service Analysis

The GRASP® Level of Service analyses from the current study are revealing when compared with findings from 2007. Note that Town acreage has increased since 2007, which can serve to dilute the GRASP® Level of Service Value as reflected in the Average GRASP® Level of Service/Acre. However, improvements to the Windsor recreation system at Coyote Gulch, new trail segments, and other efforts have offset this dynamic. The value of Neighborhood Access has in fact increased since 2007, as has the percentage of Town with some GRASP® Level of Service that meets or exceeds the minimum standard threshold. Overall, Neighborhood Access to Recreation in Windsor has improved since 2007.

Walkable Access is shown to have expanded since 2007, with a greater percentage of Town acreage shown as having some GRASP® Level of Service for walkability. This is important to highlight, as other findings indicated in this table may be misleading. As discussed earlier in this report, reductions to trail scoring for the 2015 analysis intended to mitigate inflated GRASP® values have a demonstrated impact on walkability statistics. Indicators for GRASP® value per acre and relative to the minimum standard threshold value are lower in 2015 than they were in 2007. These must be considered in context, however, as they do not account for where residents actually live in the Town of Windsor.

As previously discussed, population based analyses indicate that walkability is far better in Windsor than the acreage statistics would indicate. Again, these advanced analysis techniques were not available in 2007, and are not shown here for comparison.

Figure 14: GRASP® LOS Comparison 2007 vs. 2015

	Neighborhood Access		Walkable Access	
	2015	2007	2015	2007
Total Town of Windsor Acres	16373	14691	16373	14691
GRASP® Level of Service Acres	13409	13078	11923	96678
Percent of Total Acres with GRASP® Level of Service	82%	83%	73%	66%
Average GRASP® Level of Service Value/Acre	184	142	63	106
Percent Total Acres with GRASP® Level of Service Below Minimum Threshold	31%	55%	73%	52%
Percent Total Acres with GRASP® Level of Service Meeting Minimum Threshold	69%	45%	27%	48%

Utilizing GRASP® Perspectives

GRASP® perspectives are used to evaluate GRASP® Level of Service throughout a community from various points of view. Their purpose is to reveal gaps in access to recreation and provide a metric to use in understanding a recreation system.

However, it is not necessarily beneficial for all parts of the community to score equally in the analyses. Recreation access for a particular location should depend on the type of service being analyzed; the characteristics of a particular location; and other factors such as community need, population growth forecasts, and land use issues.

Used in conjunction with other assessment tools such as community needs surveys and a public input process, perspectives can be used to determine if current levels of service are appropriate in a given location. Plans can then be developed that provide similar levels of service to new, developing neighborhoods. Or it may be determined that different Levels of Service are adequate or suitable, and therefore, a new set of criteria may be utilized that differs from existing community patterns to reflect these distinctions.

Commercial, institutional, and industrial areas might reasonably be expected to have lower GRASP® Level of Service for parks and recreation opportunities than residential areas. Access to recreation in high density or low density areas may also vary appropriately.

GRASP® perspectives are intended to focus attention on gap areas for further scrutiny, but must be considered with other such factors in mind.

Inventory and Analysis Considerations

System Improvement Considerations

Inventory site visits and assessments yielded findings with regard to outdoor facilities, many of which align with those determined in discussions with Town of Windsor staff. These findings led to recommendations for system wide improvements and suggestions for general efforts to further develop, enhance, or highlight existing facilities. Not limited to capital improvements, these recommendations are intended to outline ways in which the Parks, Recreation, and Culture Department may better integrate with Town identity, engage the community, stay rooted in the past, and look toward the future.

Several potential actions emerged:

- Push for strong coordination efforts to include Department input on development of policy to influence design and planning of private (HOA, Metro District) parks and open space areas to align with Town guidelines and ease any future transition of assets to Town ownership.
- Add gateways or markers at signature parks, such as Boardwalk Park or Main Park, to signify these as important places in the Town of Windsor.
- Implement wayfinding strategies, in partnership with public works and other entities, to improve access to parks and civic spaces via streets and trails.
- Initiate a public education campaign to include interpretive or explanatory signage at parks and green spaces and to share Town policies regarding issues of parks maintenance and natural resource management.
- Coordinate with existing branding efforts to align wayfinding and informational signage with other Town messaging, to present a Town-wide unified strategy.
- Use theming, interpretive design, and information sharing in park improvements to highlight both agriculture and the Cache la Poudre River as essential historical elements in the Town of Windsor and the greater region.
- Continue development of the Windsor trail system, with priority to link existing trail segments and foster greater connectivity for active transportation users.
- Partner or coordinate with public transportation providers as Windsor develops to best serve residents interested in multi-modal transportation, including advocating for bus stops at important locations and routes that accommodate park and recreation users.

Park Site Improvement Considerations

The GRASP® assessment for the Town of Windsor yielded several site-specific recommendations for future improvements. This may be viewed as a “wish list” based on professional evaluation of site potential and existing assets by the consultant team. Note that these recommendations were made based on a brief visit to each site, and do not necessarily account for unknown obstacles such as use conflicts or budget allocation. Rather, this list is intended to suggest design and planning possibilities based on inherent site qualities and compatibility with established activities at a given site.

Main Park

At Main Park, the replacement of existing sidewalks to match grade of newly improved playground on the east side of park is recommended to eliminate the inherent hazard of that variable grade, which is currently addressed with a poorly located curb. **As a safety issue, this should be considered a priority for immediate resolution.**



Main Park

The many mature and varied tree specimens in Main Park would lend themselves to a pleasant arboretum. This low cost improvement would capitalize on existing assets and add a new educational element to this historic Town park. Additionally, this site would be ideal for a loop walk with mileage markers around the perimeter. Loop walks tend to be well used assets that serve various ages and abilities. Further, consideration should be given to the in-line hockey rinks on site. Public interest in these types of facilities has waned nationwide in recent years. The concrete pads may be repurposed for court sports such as pickleball or basketball, or perhaps the addition of modular skate elements. They might also be removed and replaced with some other component. Main Park might be a nice location for a community garden, which is not currently available elsewhere in Town.

Improvements such as these would help establish Main Park as a signature park in Windsor, a status it should have based on its downtown location and historic significance.

Diamond Valley Park

A complex built for baseball and softball tournaments, and host site for the annual mud volleyball tournament, Diamond Valley Park may also be well equipped for other special events. The grassy berm and shelter southwest of the ballfields might serve as an adequate amphitheater for small performances. Audience tiers, perhaps in the form of embedded boulders, could be added as informal seating. This area could also serve as an outdoor classroom for the nearby school or a small group gathering area. Some further retrofit to the site may be necessary to successfully implement this concept. Staff should consult with a design professional in any such consideration.



Diamond Valley Park

Eastman Park

Eastman Park is the largest and most diverse park in the Town of Windsor. It offers both active and passive recreation opportunities and is heavily visited. Based on the proximity of Eastman Park to Eastman Park Natural Area and Oxbow Natural Area natural areas it could be further integrated with these properties by way of additional trails. This important facility could be made even better with some new amenities, particularly those that capitalize on the Cache la Poudre River. A riverside picnic area or more developed river access would be desirable.

Eastman Park Natural Area

This property is minimally developed at present. As a natural area along the Cache la Poudre River, it might well support additional trails and other low impact assets. The site is an excellent location for a more developed trailhead. A parking area exists and is well located to serve users on site or those visiting Oxbow Natural Area or Eastman Park, but it lacks essential trailhead amenities such as a restroom, seating, shade shelter, trash receptacle, and information kiosk. Further, the display garden on site could be expanded to include a community gardening area.

Folkstone Tree Nursery

The Folkstone Nursery site is a working Town nursery that also serves as stormwater drainage and detention. Development of limited neighborhood amenities, perhaps to include a loop walk and some benches or seat boulders, would serve the immediate neighborhood as a “pocket” open space area. An opportunity may exist to establish a rotating arboretum with tree tags to teach visitors about various tree species. Town staff will need to determine if the function of this property as a nursery conflicts with greater public access to the site. **Any improvements on site would contribute to greater walkable access to recreation for a residential part of Town that does not meet the minimum Town standard.**



Folkstone Tree Nursery

Northern Lights Park

A visitor to Northern Lights Park, one of the newest in the Town of Windsor, may not be aware that a regional trail runs along a canal only a block away. The addition of wayfinding signage to link the park and the nearby trail would serve to improve visitor awareness, for both park and trail users alike.

Oxbow Natural Area

The addition of passive recreation amenities, such as seating and shade, and an enhanced loop walk at Oxbow Natural Area would make this property more available for public use. Such improvements would serve to expand access and user experience, and would also better integrate this floodplain area with nearby Eastman Park. Any trails developed would likely need to be hard surface to accommodate submersion in flood events. Town staff may need to consider the possibility of conflict with disc golf users; however, there may be a design approach that would allow for such passive and active uses on site. Consultation with a design professional is recommended.

Riverbend Natural Area

Not unlike Folkstone Tree Nursery, Riverbend Natural Area has potential to be valuable neighborhood open space, with opportunity for passive recreation assets, such as a shade shelter, and amenities, such as seating. As an active stormwater detention basin, public safety and functional concerns would need to be considered as well as the need to limit site access. The southwest corner of the site, however, has potential for light development to increase the value of this property to the surrounding neighborhood. Additionally, this might include an open turf area, loop walk, and ornamental plantings to create a pocket park. **Any improvements on site would contribute to greater walkable access to recreation for a residential part of Town that does not meet the minimum Town standard.**

Windsor Lake Dog Park

With one of the best views of any dog park in Colorado, Windsor Lake Dog Park is a valuable Town asset. In addition, the park allows for canine access to Windsor Lake and is located along the Lake Trail. A primary drawback to this site is its distance from the nearest parking. At 1/3 mile, this distance can limit accessibility to the site for some users. One alternative would be to develop parking and access from the Wayne Miller future park site. As this property is less than 1/4 mile away, an alternative access parking and access point would make Windsor Lake Dog Park more easily accessible for those users unable to walk longer distances.

Poudre Natural Area

The Poudre Natural Area property is a pleasant site bisected by Whitney Ditch and adjacent to the river. It serves as an important green space that connects the local neighborhood to Eastman Park and public access to the Cache la Poudre River. Those trail connections could be improved. From Larch Drive, the soft surface trail would better serve users if it were paved. More importantly, the social trail from Indian Trail Drive, partly provided by a drainage pan, could be formalized for users on the west side.



Improved trail connections would also serve users of Poudre Pooch Park. Additional components such as a loop walk and shelter would further enhance this site and capitalize on inherent qualities such as mountain views and mature vegetation. **Any improvements on site would contribute to greater walkable access to recreation for a residential part of Town that does not meet the minimum Town standard.**

V. Analysis of Key Issues

The following sections identify and discuss key issues that are critical to a growing Windsor. These issues were identified through the Plan's input process, and evolved through further discussion with staff.

Call to Action

The National Recreation and Park Association (NRPA) created its Three Pillars (Conservation, Health and Wellness, Social Equity) by identifying the need for agencies to communicate their impact, rather than their output (amount of programs, park acreage, or miles of trails). From the [NRPA website](http://www.nrpa.org):

"The work of local parks and recreation takes on some of our nation's toughest challenges like obesity, the economy and environmental sustainability and offers solutions. Local parks and recreation are uniquely positioned to make significant contributions in these areas, and do by providing critical front-line services and resources.



Conservation—Parks are critical in the role of preserving natural resources that have real economic benefits for communities. You are the leaders, often the only voice in communities, for protecting open space, connecting children to nature, and providing education and programming that helps communities engage in conservation practices.



Health and Wellness—Agencies lead the nation in improving the overall health and wellness of communities. You are essential partners in combating some of the most complicated and expensive challenges our country faces – poor nutrition, hunger, obesity, and physical inactivity.



Social Equity—Universal access to public parks and recreation are a right, not just a privilege. Every day you are working hard to ensure that all members of your community have access to the resources and programming you offer. Very few – if any – can claim the same."²⁷

To further its own impact and strengthen its brand, the Department should view each Pillar as a guiding principle. These Pillars can be brought into the implementation of this plan by involving them in the decision making process, and guiding the communication efforts of the Department.

²⁷ <http://www.nrpa.org/About-NRPA/Impacting-Communities>

A. Outdoor Facilities or Amenities to Add, Expand or Improve

Neighborhood Service Level and Proximity

According to the GRASP® Level of Service analysis, Windsor has done an excellent job maintaining, and expanding upon, the 2007 Master Plan. Walkability (a measure of proximity, not an evaluation of infrastructure) is above 90 percent, meaning that over 90 percent of the households are within a ten-minute walk of a recreational opportunity. Compared to other analyses completed by Design Concepts in other jurisdictions, this is well above average.



Additional proximity analysis of the Windsor system also showed good distribution of recreational opportunities throughout the Town limits, with the minor except of the northern areas and southwest areas (identified in yellow/grey in the LOS analysis section).

With the current walkability analysis in mind, the Department may consider looking into national recognition for the services that they provide. Already being a part of the Northern Colorado Bike and Ped Collaborative, which, "...advances connectivity of non-motorized networks for recreation, transportation, and economic development through coordination, education, and promotion,"²⁸ exploration into certification opportunities could bolster the credibility of the effort. It should be noted that certification processes can be lengthy and place a strain on resources within an agency. As an alternative, the Department could use the certifying guidelines as "best practices," rather than completing a full certification.

Density and Town Growth

While the current density ratios and mix of park amenities and parks are achieving a high level of satisfaction among users, there are future issues that will be a factor in determining if the Department's current provision standards are sustainable, such as:

- Population growth
- Limited water resources
- Town resources/funds

Today, the Department receives significant support from the Town, as evidenced in Windsor's CIP budget over the next five years. As the population grows, though, it may be determined that Town resources should be distributed in different ways. With this in mind, the Department should look for opportunities to develop amenities now that will continue to diversify its revenue stream and drive economic activity.

²⁸ <http://www.nfrmpo.org/ResourcesDocuments/nocobikeped.aspx>. March 2016.

These opportunities include:

- Athletic fields and complexes designed to accommodate tournaments, specifically in Diamond Valley
- Parks or spaces designed for events and festivals
- Active outdoor opportunities in parks like zip-lines, ropes courses, or bicycle pump tracks
- Programs that are consistently in-line with changing demographics

Preservation and Conservation

As core values in the Town of Windsor, preservation and conservation are important to continue to provide. With strong local, regional, and state interest, provision of open spaces and natural areas should be explored through partnership opportunities.

Potential partner organizations include:

- Home Owners Associations
- Land developers
- Neighboring jurisdictions (Weld/Larimer County, Greeley, Timnath, Severance, Ft. Collins)
- Development districts – downtown Windsor, Windsor Library

Opportunities

Opportunities to keep in mind as the area grows include:

- Connectivity of the trails systems to Department amenities, and to other services/areas like downtown, places of work, and shopping. While the latter is not necessarily in the purview of the Department, active/multi-modal transportation continues to be one of the biggest trends in planning. Coupled with the demand for one-stop-shopping opportunities, the Department should actively look for opportunities to develop this system as an amenity that furthers the culture and quality of life of the Town.
- Further developing or updating ball fields at Diamond Valley in order to host, attract, and accommodate tournaments within the region.
- Addressing known issues at Eastman Park, including field crowding and flooding issues.
- Development of Kyger Park to provide further access to water spaces, and connectivity from the Poudre River Trail to Boardwalk Park through a potential trail system built along Ditch #2.
- Active park amenities that draw residents and differentiate parks. These amenities could include anything from interactive public art to unique playground features to amenities like bicycle pump tracks/courses. It should be noted that the Town currently has a Public Art Plan, which should be updated to ensure that it aligns with the current goals of the Department.
- Continuing to enforce the previously established development policies to hold other providers, like HOAs and neighboring jurisdictions, accountable to the Town's standards. This includes developing control mechanisms, ensuring ongoing compliance with the established agreements, and a standard of repercussions should the agreement be broken.



- The “GRASP® Inventory and Analysis Considerations” section discusses further opportunities for upgrades in the current system.

Sustainable Growth

While the current system of Windsor is meeting, and often exceeding, the demand for the level of service (LOS goal from 2007 was 7.5 acres/1,000 population, Windsor is currently above 8/1,000), there is concern that the system is not sustainable, financially or environmentally. To minimize the impact of a growing Windsor, the Department needs to continue to establish and reinforce park land dedication requirements, park impact fees, and fees-in-lieu. From the 2007 Plan:

“The proceeds from residential development impact fees supports Recreation, Parks, and Open Lands through the Park Improvement Fund. Coupled with land dedication requirements, these fees should cover the development of neighborhood and community parks to serve the community, and should be considered to cover open lands and recreation facility needs caused by new development.

... The fee should be monitored to ensure that it is sufficient to meet parks and recreation demands of new development and population growth. It is also recommended that the fee in lieu of park land dedication be reevaluated and adjusted accordingly. Windsor should consider a market rate fee-in-lieu to ensure adequate funding to purchase park land.”

Town municipal codes 18-1-60, 18-1-70, and 18-1-80 are currently in place to address these issues, but should be incrementally adjusted annually to keep up with inflation and revisited periodically to ensure that costs are continually covered by these requirements. Additional comparison with other communities in the area show the opportunity for Windsor to expand upon its current fee schedule, including:

- Applying a variable schedule to parks development/impact fees based on the size or type of units – For example, Ft. Collins and Castle Rock charge a park development fee based on the type of unit (ex. single-family vs. multi-family), the same is true for their trail development fees.
- Revising park dedication to reflect acres/number of homes (Loveland) or a percentage based on the actual size of the development (Golden).
- Applying a market-rate fee to fees-in-lieu. This is a consideration from 2007.

To continue to establish, enforce, and evolve these fees, the Department and PReCAB should continue to be involved in the development planning, review, and approval processes.

Further growth issues in Northern Colorado will affect the ability to conserve a limited water supply. In alignment with “conservation” being one of three pillars identified by the National Recreation and Park Association highlighting local agencies’ critical roles of preserving natural resources that have real economic benefits for communities, potential opportunities for stewardship include:

- Preserve floodplains, wetlands, and natural areas.
- Determine appropriate amounts of irrigated turf for current and future parks.
- Become a model for the public through educating and advocating for conservation practices.
- Design future assets with conservation in mind.
- Determine a more efficient watering schedule.

- Continue development of low impact irrigation in design and maintenance decisions to include:
 - “Smart” irrigation controllers
 - On-site weather sensors
 - Cloud based monitoring, scheduling, and programming
 - Flow monitoring
 - Pressure regulation
 - Proper system design and programming
 - High efficiency heads and nozzles
 - Routine system maintenance and audits
- Use non-potable water supplies or reclaimed water if possible.
- Use low water “hybrid” sod varieties in appropriate locations; utilize proper soil amendment for moisture retention.
- Design with appropriate plant selection for a give site or microclimate.
- Consider working with a water conservation consultant to develop customized strategies for Windsor.
- Limit the development of working agricultural assets.

Prioritization

With no prescriptive prioritization policy in place, the current method of scheduling enhancements and improvements to the park system is reactive to funding levels available in the CIP. This has served Windsor well in the past, but as the area continues its rapid growth, it may not be in line with the current priorities or needs of the Town and may lead to missed opportunities in the future.

It is challenging to define a ranking system in this situation, because of evolving key issues and changing demographics. What is a priority today may not be a priority in five years. There is no right answer in developing an athletic complex versus acquiring more open space, but the Department should take into consideration the following when determining a system of prioritization:

- Safety Issues
- Efforts to address the Three Pillars of NRPA
 - Social Equity
 - Health and Wellness
 - Conservation
- Available funding – is it dedicated and/or reoccurring?
- Need and/or demand of service
- Ability to generate revenue for the Department to offset costs
- Ability to partner to share costs
- Potential impact (cost/benefit) to the Department and to the Town
- Equitable investment support for all aspects of the Department’s responsibilities

Using the above criteria, staff should create a detailed, short-term (1-3 years) plan of development, and should revisit this process annually to assure it remains in line with the community’s priorities.

B. Indoor Facilities or Amenities to Add, Expand, or Improve

The current indoor system in Windsor is expanding. At the time of this planning effort, the expansion amenities at the Community Recreation Center are scheduled to open in the summer of 2016. In addition to an expanded facility, the Town also operates a museum, including other historical buildings, and utilizes School District amenities through an intergovernmental agreement to meet the current demand for indoor space.

With the expectation that the Department is responsible for recovering a percentage of its costs, additional amenities and/or expansion should be planned with this in mind. Programming opportunities can be found in the *“Programs to Add, Expand, or Improve”* and *“Program Trends”* section of this report, and a list of nationally trending facilities and amenities has been provided in the *“Facility Trends”* section of this report. Special attention should be paid to the projections and recommendations of the 2013 feasibility study for the Community Center.

C. Operations

Under new leadership, the Department is in a great position to reevaluate its current operating philosophy. The Department should look for ways to address the following issues:

- Examining and redefining the mission of the organization. The terms “culture” and “management of natural resources” appear in the mission statement of the Department, but it is unclear to staff what they mean and which division is responsible for providing these services. The provision of cultural services should not be the sole responsibility of the Culture Division, but each division has the responsibility to provide “culture” opportunities to the community. Similarly, no one division is solely responsible for “managing natural resources.” This cohesive approach will allow the different divisions of the Department to operate in harmony. The director has begun work to establish a cooperative approach to providing these services, and can re-enforce this by bringing to life the holistic approach represented in the Department’s mission.
- Developing a consistent asset inventory. The inventory and LOS analysis section updates the inventory and system assets as of 2015.

Staffing

As Windsor and the surrounding area continues to grow, the system will incur additional use and demand. In order to maintain its current level of service in these conditions, the Department will need additional staff support. The growth of the Community Center provides a model that can be used to plan for and develop strategies in other areas including the following.

- Specialized parks maintenance staff assignment that could address current pressures, such as:
 - The expected responsiveness of staff.
 - The anticipated demand for a higher level of service in response to regional draws, such as the new Peli Grande development.
 - Potential issues or opportunities involving HOAs.
- Specialized events and rentals staff assignment to promote and expand the utilization of current amenities.
- Specialized programming staff assignment within the Culture Division.
- Developing partnerships targeted to “underserved” sectors of the community identified previously.
- Additional variable hour employee positions to mitigate pressure on full-time staff.

- Consideration of the expansion contractual services. For example:
 - Advertising sales
 - Sports fields maintenance
 - Open space maintenance
 - Mowing at parks over (or under) a specific acreage
 - Health providers

In addition to these staffing considerations, the Department should investigate and determine the need to reduce or postpone the growth of the current level of service, which is above the 2007 recommended goal. It is important to note that even in a period of no-growth for the system, the expanding population will continue to increase the use and demand on current amenities, requiring increased maintenance.

In order to capture this increased demand and justify additional staff during the budget process, the Department should create metrics that measure the year-over-year demand on the system. These benchmarking metrics could be:

- The number of trash bags used per year
- The amount of bathroom tissue and other supplies used in public facilities
- Program equipment replacement
- Odometer or other mechanical use readings
- Utility costs

With this in mind, the Department can no longer try to be “everything to everyone.” It is reasonable that the Department begin to establish boundaries for the community’s expectation of service. In order to support this transition, the Department should:

- Identify and implement policy changes that allow for prioritizing work, mitigating the need to “put out fires.”
- Continue to define operational objectives for each division, which include:
 - Maintenance standards
 - Customer service standards
 - Program standards
 - Staff levels and schedules
- Communicate operational goals and policies to the Town.
- Communicate the affect that growing demands have on the current staff levels.

The ability to provide sufficient staffing levels directly impacts the Department’s ability to generate revenues. Without staffing resources in place, the Department misses opportunities to provide revenue generating programs that can contribute to the overall operation. Limiting the staff’s ability to grow also limits its ability to properly prepare for and manage growth.

Additional Funding Mechanisms for Operations and Maintenance

While dedicated funding streams are favorable, they often take considerable planning, communication, and effort to put into place – many needing to be approved by the community via vote. The 2007 plan identified many of mechanisms for potential funding for the Department, detailed below. These paired with impact fees and fees-in-lieu, and the proposed fee schedule from the 2013 feasibility study for the Community Recreation Center, will continue to diversify and solidify funding mechanisms for the Department.

Securing additional funding opportunities for the Department will require significant expertise and resources. Without a dedicated position, the Department should consider using external agencies that specialize in areas like sponsorship or advertising sales.

General Obligation Bonds

General obligation bonds are taken out by a town against the value of taxable property, and are paid through taxes on property owners. General obligation bonds should be considered by the Town for larger capital improvement projects.

Local Tax Revenues

Sales tax is the tax on sales of goods and/or services where those purchasing the goods or services pay a specified tax. Typically, sales tax is an ongoing tax. In addition, it can be increased and assessed for a particular period (with a sunset date) for a specific project.

As the Division of Cultural Affairs & Museums expands its services, it is essential to devote a stable funding source. The 2007 Master Plan explored various options, such as establishing a cultural facilities district. No known precedent exists among small communities in Colorado for creating such a taxing entity. The Department is currently exploring this opportunity.

Utility Bill Fee

A utility bill fee is a dedicated funding source that applies a charge to consumers directly on their utility bill. This fee can be variable or fixed based on the current need or market-rate of the agency. Longmont utilizes this method of funding. Originally, the fee was \$1 attached to each utility bill. It was increased to \$4 after the flooding in 2013, but will return to \$2 after a three-year period. Further, since it was not a tax, this fee did not need voter approval.

Advertisement Sales

Advertisements can be sold for placement in a variety of promotional tools. Key to success in selling advertising is developing an Advertising Plan and Policy. This plan typically outlines acceptable types of advertisers, locations available for advertising coupled with target audience, costs for the various advertisements, and time frame as well as the details of the advertising program. This type of sales can be done in-house or as a contracted service.

Special Improvement Districts

Special Improvement Districts, or SIDs, are focused areas of enhancement and development, often associated with a downtown or business district. They are established under law and require constituents to pay an additional tax for area improvement and maintenance.

Concessions and Merchandise Sales

Sales of concessions and merchandise can generate revenue for a parks and recreation department as well. Concession sales are often affiliated with high traffic areas, whereas merchandise reflects the sale of retail items such as swim goggles or logo apparel. Operation of either can be in-house or through contracted services in which case a percentage or agreed upon monthly fee can be collected.

Partnerships

There has been a movement toward an agency forming partnerships with other entities to provide recreational services and increase the overall system within an agency. Two primary reasons for this shift were (a) a desire to reduce the high cost and inherent inflexibility associated with hiring full-time personnel whose skills are tied to direct delivery of a specific service, and (b) a desire to avoid the constraining influence of bureaucratic procedures and regulations.

Partnerships can also be an excellent resource when approached by community members to add facilities or amenities to parks that are not part of the master plan priorities. When unique, unforeseen opportunities arise relative to development opportunities and community interest, rather than rejecting the project, the Town could consider a potential partnership opportunity.

Partnerships can be made between recreation agencies and other organizations in both the public and private sectors. Before these partnerships can be formed, a favorable supportive environment for such partnerships has to be present. The first challenge is for the potential partners to recognize and accept different value systems.

There must be reciprocal benefits accruing to all parties in a partnership arrangement if it is to be successful. In addition to financial considerations, benefits may include efficiencies from removal of service duplication or use of complementary assets, and enhanced stability for the service.

Philanthropic

The concept of voluntary giving by an individual or group to promote the common good and improve the quality of life. Philanthropy generally takes the form of donor programs, capital campaigns, and volunteers/in-kind services.

Donor programs and capital campaigns involve an organized drive to accumulate substantial funds to finance major needs of an organization. They can be very successful in delivering large sums of funding to an organization that has a significant financial need for a specific project. The right time to conduct this fundraising strategy is when your organization has the will, commitment, and need for a campaign. Mounting a capital campaign can involve extensive staff and financial resources. Outsourcing this task to a firm that specializes in this form of fundraising, or creating a specific position dedicated to partnerships and alternative funding may be appropriate.

General Purpose or Operating Support Grants

When a grant maker gives an organization an operating grant, it can be used to support the general expenses of operating the organization. An operating grant means the funder supports the organization's overall mission and trusts it to make good use of the money.

Program or Project Support Grants

A project grant is given to support a specific, connected set of activities with a beginning and an end, explicit objectives, and predetermined costs. Here are some of the most common types of these grants:

- **Planning Grants** – When planning a major new program, the Department may need to spend a good deal of time and money conducting research. It may need to investigate the needs of constituents, consult with experts in the field, or conduct other planning activities. A planning grant supports such initial project development work.

- **Facilities and Equipment Grants** – These grants help organizations buy some long-lasting physical asset, such as a building. The applicant organization must make the case that the new acquisition will help serve its clients better. Funders considering these requests will not only be interested in the applicant’s current activities and financial health, but will also inquire as to the financial and program plans for the next several years. Funders do not want to help an organization or program only to see it shut down in a few years because of poor management.
- **Matching Grants** – Many grant makers will provide funding only on the condition that an organization can raise an amount equal to the size of the grant from other avenues. This type of grant is another means by which foundations can determine the viability of an organization or program.
- **Seed Money or Start-up Grants** – These grants help a new organization or program in its first few years. The idea is to give the new effort a strong push forward, so it can devote its energy early on to setting up programs without worrying constantly about raising money. Such grants are often for more than one year, and frequently decrease in amount each year.
- **Management or Technical Assistance Grants** – Unlike most project grants, a technical assistance grant does not directly support the mission-related activities of the organization. Instead, it supports the organization’s management or administration and the fundraising, marketing, financial management, etc.
- **Program-Related Investments (PRIs)** – In addition to grants, the Internal Revenue Service allows foundations to make loans, called program-related investments (PRIs), to nonprofits. PRIs must be for projects that would be eligible for grant support. They are usually made at low or zero interest. PRIs must be paid back to the grant maker. PRIs are often made to organizations involved in building projects.

Grant Strategy for Windsor

The competition for grants and awards has become more competitive than ever. Due to the unreliable nature of this method of alternative funding, grants should be pursued for supplementary income, but not relied on as a primary means of operating funding.

The exception to this is proposing for grants that require matching funds. If other means of fundraising can be used to collect necessary dollars, Windsor should aggressively pursue grants that will provide a matching contribution.

These efforts should be pro-active and coordinated to ensure that all relevant grant opportunities are identified and prioritized. It would be advantageous for the Town to designate a specific staff person or contracted service to develop and implement an expanded grant program.

The Department in the past has made use of grants from the Colorado Historical Fund, Colorado Trails Program, Department of Local Affairs Energy Impact Assistance, and Great Outdoors Colorado (GOCO). These efforts should continue and be expanded.

National Recreation and Parks Association Best Conservation Practices

The National Recreation and Park Association’s (NRPA) conservation vision is:

“That NRPA will nationally position public parks and recreation at the forefront of conservation and environmental stewardship by stimulating, facilitating, and promoting leadership in conservation from within our communities.”

In 2011, the NRPA identified 10 best practices to in supporting its pillar of conservation. Many of these are strategies that the Town can employ that will help evolve its current efforts to be better prepared for future demands. These best practices are²⁹:

- Take a leadership role in the community to promote conservation.
- Lead by example in employing best management conservation practices in parks.
- Protect natural resources in parks and in the community.
- Forge partnerships that foster the mission of conservation.
- Create sustainable landscapes that demonstrate principles of conservation.
- Engage youth in conservation.
- Involve volunteers in conservation and stewardship.
- Establish a strategic land acquisition strategy.
- Conserve energy in all ways.
- Utilize technology to promote conservation.

D. Programs to Add, Expand, or Improve

With the expansion of the Community Recreation Center coming in summer of 2016, the Town now has the opportunity to evaluate and determine how its programming efforts will evolve with its growing base moving forward. A list of programs that are trending nationally has been provided in the “*Program Trends*” section of this report. Programs offered by the Department should be evaluated on a recurring schedule to ensure that they are meeting the demand of the Town, with special attention paid to programs that have the ability recover their own costs and programs for the “underserved” portions of the community.



Further, to continue to grow the services provided by the Department the fee schedule should be consistently evaluated. The 2007 *Master Plan* and 2013 *Feasibility Study* proposed that the Department adopt the Pyramid Methodology, a pricing philosophy that aligns the use of taxes and fees with the beneficiary of services, the taxpayers as a whole, and the individual or group taking advantage of the service, respectively. This methodology was adapted to the Town, and has the ability to evolve with the growing population. It should be noted that since the Town uses sales tax to fund the Community Recreation Center, many people outside of the community are contributing to its operation.

²⁹ *Conservation Leaders in Our Communities* – Pg. 7

As the community grows, the Department should continue to monitor its pricing philosophy for programs and services to ensure that they are in line with community demand, and adjust them accordingly to ensure they continually meet cost recovery goals. It may also become appropriate for the Department to determine if it should address equity among taxpayers and non-taxpayers by with strategies such as:

- Charging a resident vs non-resident rate
- Providing priority registration for residents

Prioritization of Programs

The Department should look to the following areas to guide its decisions when determining to provide a program:

- Impact of the Three Pillars of NRPA
 - Social Equity
 - Health and Wellness
 - Conservation
- The Pyramid Methodology (currently partially implemented within the Department)
- Need and/or demand for service
- Program alignment with the mission of the Department
- Market factors, like alternative providers
- Ability to generate revenue for the Department

It may not always be feasible for the Department to provide direct service to the community. In this instance, the Department can and should look for alternative providers to partner with to provide equitable access to opportunities.

Provision of Concerts/Festivals

Currently, the Department provides a concert series and festivals, and allows others to promote events through an application process, but there is concern that the current system is not sustainable. While there is an application process currently in place, it does not request enough information for an adequate “yes/no” decision. Many times, event organizers are granted the opportunity to provide their event, but the true-cost to the Town is not recognized. This is especially problematic for a department with already limited resources. Further, the Department does not currently have a system to track the true-cost of providing these services and are providing these services at an additional strain to already limited staffing levels.

To sustain these types of programs economically, environmentally, and socially, the Department should:

- Define a mission or focus of events to be supported by the Department to be pursued through a formalized partnership.
- Develop a more thorough application process.
- Accurately measure the cost to provide the service.
- Develop a pricing strategy to recover appropriate costs.
- Develop a system for determining external support costs (ex. cost of police).

Partnerships to Provide “Health and Wellness” and “Culture”

Inter-Department Partnerships

With limited staff and resources for programming, the Department should look for internal and external partnering opportunities. Internal partnerships could include:

- The Recreation and Culture Divisions teaming to provide art classes.
- The Culture and Parks Divisions teaming to provide a community fair or historical program.
- The Parks and Recreation Divisions teaming to provide a yoga-in-the-park festival.



Windsor Arts Festival 2010. Image used with permission from Bruce Gill.

The opportunities for partnerships across divisions should be a priority of the Department, not only to continue to evolve the services offered, but as a way to continue to meet the operational challenges of the divisions acting separately. Internal partnerships is a strategy to address under-utilized facilities/assets. For example, the Department is looking for opportunities to increase traffic to the Museum facilities. It should determine whether or not (and how) this facility can be used as additional programming space. Opportunities with this space identified by staff include:

- Partnering with Clearview Library District to serve as an extension/annex for programs during library renovation.
- Using the space as a visitors center and/or community event center.
- Renting the space to organizations and community members for events and meetings.
- Using the space for recreational programming like yoga, arts, and cultural classes.
- Partnering with Weld RE-4 School District to host after school programs like art club, drama club, and chess club. The space could become a “third place” for kids.
- Providing community art shows.

While these internal partnership opportunities have the potential to direct traffic to and attract new users to the museum facilities, they are reliant on having programming expertise, or support, within the Culture Division, which is made up of a division manager, museum curator, and part-time events coordinator. Options to consider to provide the needed support and further these opportunities include:

- Restructuring the Department by moving the Culture Division to within the Recreation Division.
- Providing additional staff member with the appropriate expertise to the Culture Division.
- Assigning a member of the Recreation Division staff to work across divisions to provide cultural programming opportunities.

External Partnerships

Potential partners that operate outside of the Department include:

- Other Town departments, like Public Works
- Downtown partnerships/districts
- Chamber of Commerce
- Library district
- School district
- Weld County
- Larimer County

While the Department currently has IGAs in place and works with many of these potential partners, it should continue to look for opportunities to expand services. Developing programs in activity clusters, like downtown or the library, also provides more visibility to the Department.

A growing trend in the industry continues to be the evolving role of agencies in providing for health and wellness in their communities, another pillar identified by the NRPA. Users are now looking for opportunities such as massage, acupuncture, physical therapy, and other rehabilitation services at their local recreation centers. Since the industry does not usually specialize in these fields, many agencies are choosing to partner to provide these services. These are generally contractual services where an agency provides the space, and the service provider maintains a small operation at a recreation or community center, splitting the revenues generated. These partnerships could also include social services, justice system, education, the corporate sector, and community service agencies.

Natural Areas Programs

“Our Lands – Our Future” is a plan for Larimer County, including Windsor, which was developed as a tool for communities to use to help promote both conservation and recreational opportunities for the growing area. “Our Lands – Our Future” provided an inventory of the current County system, a vision and values for the plan, an analysis of economic benefit/mapping models/need assessment, and tools that include funding sources, stewardship models, and a website. The plan left the responsibility of development and implementation of its vision to the communities involved in the planning efforts. In order for communities to realize this vision special attention should be paid to the following areas:³⁰

- Land conservation
- Stewardship
- Passive Recreation
- Education
- Level of Service
- Definitions and Standards

³⁰ *Our Lands – Our Future. – Chapter 6 – Creating Our Vision. Pg. 6.15*

From a programming standpoint, “Our Lands – Our Future” provided a list of recreational programs and opportunities, along with economic impact projections, for communities to consider while developing their natural programs. The programs are³¹:

- Biking (on paved trails, roads, and unpaved trails)
- Boating (motorized and non-motorized)
- Camping (including backpacking or backcountry)
- Education Programming
- Fishing
- Horseback Riding
- Picnicking
- Photography/ Drawing/Painting
- Recreating with Dogs
- Rock Climbing/Bouldering
- Shooting/Archery
- Walking/Running/Hiking (on natural surfaces: roads or trails, and pavement: roads or trails)
- Watching Wildlife/Birding
- Winter Activities (as permitted by snow/ice levels)



It should be noted that Windsor is represented in the “Our Lands – Our Future” survey results, but only by a few members of the community, about 35. The results show a strong preference toward preservation and conservation, which is consistent with previous surveys and sentiment from staff interviews and focus groups. However, as Windsor continues to evolve, the Department should gain further community input before developing its open space and natural area programs.

While the responsibility of realizing the vision of “Our Lands – Our Future” does not fall solely on the Town of Windsor, it is the responsibility of Town to evaluate the feasibility of providing these programs within the Windsor community.

E. Marketing and Awareness

At the time of this report, the Department is hiring a staff member that will be responsible for its marketing efforts. This staff member will be in charge of producing materials, such as:

- Department brochures
- Communication materials
- Social media/website content
- Advertisements

³¹ *Our Lands – Our Future. – Chapter 4 – Our Economic Benefit. Pg. 4.11*

These tasks should address a common concern that many stakeholders shared throughout the input process. There is a need for the Department to better communicate with the Town. Many felt that the community was unaware of:

- The Department's mission and values.
- The system as a whole.
- The opportunities provided across the Department.
- The operating policies of the Department.

Since this marketing role is defined by the current need of the Department, this Plan will provide considerations to developing a deeper marketing strategy as the marketing staff begins to raise awareness for the department.

Telling the Story of the Department to the Right Audience

Like a systems plan, a marketing plan should not and cannot happen through a patchwork approach. It needs to be developed strategically, and over time. To begin to develop this strategy it is important the following steps occur:

1. Develop a consistent brand of the Department.

The Department already has a brand, or perception. The Department should define how it wants to be perceived and develop strategies that promotes that perception. Today, marketing has evolved from a product-focused strategy to an idea or story-focused strategy. People are connecting with brands that tell the best story and with which they identify. The Department is in a unique position by being a public agency, and as such, it already authentically represents its market.

2. Develop goals for the marketing effort as a whole.

These goals should be unique to the Department. One of the biggest mistakes made in marketing is not defining goals that promote the brand, story, and authenticity of an agency. Defining goals that are not unique to the Department will make it difficult to communicate its value to the Town.

3. Define target markets and segments.

Defining the target market for the Department goes deeper than "all of Windsor." Underserved portions of the community were identified in previous sections, as well as demographic segments which are expected to grow in the Town. Focusing efforts on market segments streamlines communication, and allows the Department to communicate directly to a select group rather than having its messages muddled when trying to communicate with the Town as a whole.

4. Define the goals for each channel of communication.

Due to the nature of the Department's services, its marketing channels take on wide-variety of forms, including:

- | | |
|--|-----------------------|
| • Recreational programming | • Print media |
| • Events, festivals, and concerts | • Online media/video |
| • Museum services | • Mobile applications |
| • Environmental education and conservation | • Online searches |
| • Level of service | • Text |
| • Pricing | • Email |
| • Social media, including the website | • Signage/wayfinding |

Each channel, and subsequent goal, should be developed with specific target markets in mind. For example, Millennial populations should be engaged through fitness opportunities promoted through mobile applications.

5. Define the content guidelines for each channel.

Content guidelines should also be developed, so that messages consistently reinforce the brand, story, and goals of the marketing efforts.

6. Define evaluation methods for marketing efforts.

Lastly, evaluation methods should be based on the brand, segments, goals, and content that is unique to the Department. To establish and reinforce the Department as an authentic brand, it needs to focus on evaluating its own efforts. If efforts are evaluated based on other benchmarks, the Department may inaccurately conclude the success or failure of its effort.

Each of the items above can be read as steps of where to start, meaning that if the brand of the Department is not defined, it cannot necessarily evaluate its current efforts. Or if the Department does not have a target market then it cannot evaluate its channels. Without these steps in place, marketing efforts cannot effectively be developed or evolved.

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VI. Recommendations and Action Plan

The following Action Plan has been developed for the Department through input and analysis of key issues. Many of the 2007 Master Plan Goals are still relevant today, and this action plan represents new issues facing the Department. For the purposes of this action plan four timeframes were used:

- Ongoing – The Department is currently taking action, whether it be in planning or currently implementing.
- Short-Term – The Department should plan to accomplish the action in 1 – 3 years.
- Mid-Term – The Department should plan to accomplish the action in 3 – 5 years.
- Long-Term – The Department should plan to accomplish the action in 5 – 10 years.

Since the priorities of the Department will change and evolve throughout the lifetime of this plan, the following are not ranked in order of importance or priority.

A. Outdoor Facilities or Amenities to Add, Expand, or Improve

Objective 1.1: <i>Continue to provide equitable access to parks to the Town of Windsor.</i>			
Actions	Primary Dept. Responsibility/ Support	Resource Impact/Budget Requirement	Timeframe to Complete
1.1.a Evaluate development agreements with developers to ensure that they are meeting the current level of service standards.	WPRCD/Planning Department	Staff Time	Short-Term
1.1.b Evaluate park impact fees, park land dedication, and fees-in-lieu policy to assure that they continually cover expected cost.	WPRCD	Staff Time	Short-Term
1.1.c Monitor ADA Transition Plan and identify issues as they arise to ensure that facilities remain compliant.	WPRCD	Staff Time	Ongoing
1.1.d Continue to develop walkable access to recreation to include new on-street and off-street trail segments and street crossings with an emphasis on connectivity to provide active transportation opportunities from subdivisions to locations, such as parks, schools, and commercial opportunities.	WPRCD	TBD	Ongoing

Objective 1.2: <i>Develop partnership opportunities to provide outdoor infrastructure.</i>			
Actions	Primary Dept. Responsibility/ Support	Resource Impact/Budget Requirement	Timeframe to Complete
1.2.a Continue to develop on street trail connectivity, which can involve coordination with public works and other Town departments or outside public and private entities.	WPRCD	TBD	Ongoing
1.2.b Continue and expand successful partnership with local school district to make school facilities available to Town residents, including programs such as Learning Landscapes, to improve community “ownership” of school facilities, including opportunities for joint maintenance and other efficiencies.	WPRCD	Staff Time	Ongoing
1.2.c Work with schools and local school districts to develop programs and infrastructure, such as Safe Routes to Schools, that physically connect young people to school grounds, including maintenance routes and snow clearing.	WPRCD	Staff Time	Ongoing
1.2.d Develop partnerships with surrounding municipalities to investigate the feasibility of providing regional park amenities.	WPRCD/Planning Department/ Town Manager	Staff Time	Long-Term
1.2.e Develop partnerships with existing HOAs and Metro Districts to provide desired amenities for residents in these areas.	WPRCD/ Planning Department	Staff Time	Short-Term
Objective 1.3: <i>Continue to develop and upgrade current park amenities.</i>			
Actions	Primary Dept. Responsibility/ Support	Resource Impact/Budget Requirement	Timeframe to Complete
1.3.a Address deficiencies in components in “GRASP® Inventory and Analysis Considerations.”	WPRCD	TBD	Short-Term
1.3.b Provide unique, active opportunities in all park around the system.	WPRCD	TBD	Short-Term
1.3.c Utilize an updated Public Arts Plan to differentiate parks.	WPRCD	TBD	Short-Term

1.3.d Consider opportunities to add new park components in existing parks to boost the value of these facilities. (Example – Diamond Valley athletic fields)	WPRCD	Staff Time	Short-Term
1.3.e Complete Boardwalk Park Museum and Landscape Plan.	WPRCD	TBD	Mid-Term
Objective 1.4: <i>Develop a conservation plan for the current system.</i>			
Actions	Primary Dept. Responsibility/ Support	Resource Impact/Budget Requirement	Timeframe to Complete
1.4.a Preserve floodplains, wetlands, and natural areas.	WPRCD	TBD	Ongoing
1.4.b Determine appropriate amounts of irrigated turf for current and future parks.	WPRCD	Staff Time/TBD	Short-Term
1.4.c Become a model for the public through educating and advocating for conservation practices in river corridors, bluffs, trails, and working agricultural areas.	WPRCD	TBD	Short-Term
1.4.d Design future assets with conservation in mind.	WPRCD	TBD	Long-Term
1.4.e Evaluate operating efficiencies, and address problem areas, for example determining the efficiency of the watering schedule.	WPRCD	Staff Time	Short-Term
1.4.f Continue development of low impact irrigation in design and maintenance decisions to include: • “Smart” irrigation controllers • On-site weather sensors • Cloud based monitoring, scheduling and programming • Flow monitoring • Pressure regulation • Proper system design and programming • High efficiency heads and nozzles • Routine system maintenance and audits	WPRCD	TBD	Ongoing
1.4.g Use non-potable water supplies or reclaimed water if possible.	WPRCD	TBD	Ongoing

1.4.h Use low water plant species for turf, ornamental planting beds, and native grassland areas.	WPRCD	TBD	Ongoing
1.4.i Utilize proper soil amendment for moisture retention.	WPRCD	TBD	Ongoing
1.4.j Design with appropriate plant selection for a give site or microclimate.	WPRCD	TBD	Ongoing
1.4.k Consider working with a water conservation consultant to develop customized strategies for Windsor.	WPRCD	TBD	Ongoing
1.4.l Limit development in working agricultural assets.	WPRCD	TBD	Ongoing
Objective 1.5: <i>Develop a system of prioritized growth and/or funding allocation.</i>			
Actions	Primary Dept. Responsibility/ Support	Resource Impact/Budget Requirement	Timeframe to Complete
1.5.a Categorize growth opportunities by • Safety Issues • Impact of the Three Pillars of NRPA ▪ Social Equity ▪ Health and Wellness ▪ Conservation • Available funding – is it dedicated and/or recurring? • Need and/or demand of service • Ability to generate revenue for the Department • Ability to partner • Potential impact (cost/benefit) to the Department and to the Town • Equitable investment in divisions	WPRCD	Staff Time	Ongoing
1.5.b Create a short-term strategy of development that aligns with Town priorities.	WPRCD	Staff Time	Short-Term

B. Indoor Facilities or Amenities to Add, Expand, or Improve

Objective 2.1 <i>Ensure that indoor facilities and amenities are being utilized at their full potential.</i>			
Actions	Primary Dept. Responsibility/ Support	Resource Impact/Budget Requirement	Timeframe to Complete
2.1.a Provide services at unique locations within the system.	WPRCD	TBD	Short-Term
2.1.b Look for revenue generating opportunities at indoor spaces.	WPRCD	Staff Time/TBD	Short-Term
Objective 2.2: <i>Ensure that facilities meet the need of the community.</i>			
Actions	Primary Dept. Responsibility/ Support	Resource Impact/Budget Requirement	Timeframe to Complete
2.2.a Develop and strengthen partnerships to continue to provide services to the community.	WPRCD	Staff Time	Ongoing

C. Operations

Objective 3.1: <i>Communicate operational goals and policies to the Windsor Community.</i>			
Actions	Primary Dept. Responsibility/ Support	Resource Impact/Budget Requirement	Timeframe to Complete
3.1.a Define operational goals.	WPRCD	Staff Time	Short-Term
3.1.b Monitor, and adjust accordingly, cost recovery goals for the Department.	WPRCD	Staff Time	Ongoing
3.1.c Identify and implement policy changes that allow for prioritizing work.	WPRCD	Staff Time	Short-Term
3.1.d Communicate the effect that growing demands have on the current staff levels.	WPRCD	Staff Time	Short-Term
3.1.e Identify areas to install interpretive signage.	WPRCD	Staff Time/TBD	Short-Term
3.1.f Develop metrics for benchmarking the current demand on the system.	WPRCD	Staff Time	Short-Term

Objective 3.2: <i>Develop internal operational efficiency and collaboration opportunities.</i>			
Actions	Primary Dept. Responsibility/ Support	Resource Impact/Budget Requirement	Timeframe to Complete
3.2.a Examine and consider revising the mission and values of the Parks, Recreation, and Culture Department.	WPRCD	TBD	Short-Term
3.2.b Develop opportunities for divisions to work collaboratively.	WPRCD	Staff Time	Ongoing
3.2.c Evaluate opportunities to provide more opportunities for programming within the Culture Division.	WPRCD	TBD	Short-Term
Objective 3.3: <i>Ensure proper staffing levels to meet the growing demands of the Parks, Recreation, and Culture Department.</i>			
Actions	Primary Dept. Responsibility/ Support	Resource Impact/Budget Requirement	Timeframe to Complete
3.3.a Use internal data and benchmark comparisons to justify additional staff to keep up with growing demand.	WPRCD	Staff Time	Ongoing
3.3.b Investigate the feasibility of additional contractual services.	WPRCD	Staff Time/TBD	Ongoing
3.3.c Develop recruitment strategies for variable hour employees.	WPRCD	Staff-Time	Ongoing

Objective 3.4: <i>Develop a system for prioritizing program development.</i>			
Actions	Primary Dept. Responsibility/Support	Resource Impact/Budget Requirement	Timeframe to Complete
3.4.a Categorize growth opportunities by • Impact of the Three Pillars of NRPA ▪ Social Equity ▪ Health and Wellness ▪ Conservation • The Pyramid Methodology (currently utilized within the Department) • Need and/or demand of service • Program alignment with the mission of the Department • Market factors, like alternative providers • Ability to generate revenue for the Department	WPRCD	Staff Time	Ongoing
Objective 3.5: <i>Develop additional funding mechanisms for the Parks, Recreation, and Culture Department.</i>			
Actions	Primary Dept. Responsibility/Support	Resource Impact/Budget Requirement	Timeframe to Complete
3.5.a Identify and develop additional funding mechanisms, including: • General Obligation Bonds • Local Tax Revenues • Utility Bill Fee • Advertisement Sales • Special Improvement Districts • Concessions and Merchandise Sales • Partnerships • Philanthropic • General Purpose/Operating Support Grants • Program or Project Support Grants	WPRCD	Staff Time	Ongoing

D. Programs to Add, Expand, or Improve

Objective 4.1 <i>Ensure that programming services are in line with a growing population base and target markets.</i>			
Actions	Primary Dept. Responsibility/ Support	Resource Impact/Budget Requirement	Timeframe to Complete
4.1.a Evaluate programs on an annual or biannual cycle for fit within the Parks, Recreation, and Culture Department.	WPRCD	Staff Time	Ongoing
4.1.b Evaluate program fee schedule on a biannual basis.	WPRCD	Staff Time	Ongoing
4.1.c Explore opportunities with resource/environmental programs.	WPRCD	Staff Time	Ongoing
4.1.d Develop partnerships with local providers to expand Department services to the community.	WPRCD	Staff Time	Ongoing
Objective 4.2 <i>Develop internal and external partnerships to continue to provide high level programs and services to the Town of Windsor.</i>			
Actions	Primary Dept. Responsibility/ Support	Resource Impact/Budget Requirement	Timeframe to Complete
4.2.a Develop partnerships to increase the awareness of the Cultural amenities in the Town of Windsor.	WPRCD	Staff Time	Ongoing
4.2.b Develop programs in activity clusters within the Town.	WPRCD	Staff Time	Ongoing
Objective 4.3: <i>Ensure that concert series, festival, and events are provided by the most effective means.</i>			
Actions	Primary Dept. Responsibility/ Support	Resource Impact/Budget Requirement	Timeframe to Complete
4.3.a Develop a stronger application process.	WPRCD	Staff Time	Short-Term
4.3.b Evaluate the cost of providing the service.	WPRCD	Staff Time	Ongoing
4.3.c Develop a pricing strategy, and re-evaluate annually.	WPRCD	Staff Time	Short-Term
4.3.d Develop a system for determining external support.	WPRCD	Staff Time	Short-Term

Objective 4.4: <i>Ensure that programming meets the goals of “Our Lands – Our Future.”</i>			
Actions	Primary Dept. Responsibility/ Support	Resource Impact/Budget Requirement	Timeframe to Complete
4.4.a Develop and prioritize nature based and open programs.	WPRCD	Staff Time	Ongoing
4.4.b Develop educational programs.	WPRCD	Staff Time	Ongoing
4.4.c Communicate the value of natural areas and open space to the community.	WPRCD	Staff Time	Ongoing
4.4.d Gain further community input in developing natural programs.	WPRCD	Staff Time	Short-Term

E. Marketing and Awareness

Objective 5.1: <i>Promote community awareness.</i>			
Actions	Primary Dept. Responsibility/ Support	Resource Impact/Budget Requirement	Timeframe to Complete
5.1.a Develop a consistent message of what the Parks, Recreation, and Culture Department stands for; its services; and its value to Windsor.	WPRCD	Staff Time	Short-Term
5.1.b Develop educational programming and communication about the mission, goals, and value of the Parks, Recreation, and Culture Department.	WPRCD	Staff Time	Short-Term
Objective 5.2: <i>Develop marketing efforts to reach targeted population segments through the most effective means.</i>			
Actions	Primary Dept. Responsibility/ Support	Resource Impact/Budget Requirement	Timeframe to Complete
5.2.a Define the brand of the Parks, Recreation, and Culture Department.	WPRCD	Staff Time	Short-Term
5.2.b Develop a Marketing Plan.	WPRCD	Staff Time	Short-Term
5.2.c Define a target market or markets within the greater whole.	WPRCD	Staff Time	Short-Term
5.2.d Develop channels of communication.	WPRCD	Staff Time	Ongoing

5.2.e Provide connections to technology through services (registration app, recreation program passport, etc.)	WPRCD	Staff Time	Short-Term
Objective 5.3: <i>Increase partnerships to both identify and address community needs.</i>			
Actions	Primary Dept. Responsibility/ Support	Resource Impact/Budget Requirement	Timeframe to Complete
5.3.a Increase partnerships with other community services.	WPRCD	Staff Time	Ongoing
5.3.b Develop partnerships to identify needs, address needs, and deliver services to specific community groups.	WPRCD	Staff Time	Ongoing

Appendix A: Staff Group Interviews

The following is a summary of the Staff Interview sessions between the Town of Windsor Park, Recreation, and Culture Departments; GreenPlay; and Design Concepts.

Since the Town has engaged its community on multiple planning efforts recently, and due to the nature of the Master Plan, staff involvement is a key feature of the process. In all, 18 staff members participated in the focus groups – 2 from Culture, 9 from Parks, and 7 from Recreation. Each department was asked to participate in a focus group session where the same set of questions were used to guide the conversation. Conversations and answers varied by department.

Level of Service

What are the level of service standards that are in place today – how are they working or not working?

- Measure by participation –
 - Methods of counting are questionable. Use tallies and best estimates of crowds.
- Events are primarily free. There have been a handful of small “charge” events.
- Art classes – make up for cost of materials. One contractual employees does classes at the center, and one part time position dedicated to education.
- Museum master plan –
 - Calls for more education time.
 - Have 3 seasonal staff. Working with HR to change job titles and descriptions.
 - Art seems to have more attraction than historic amenities.
 - Have approval for volunteer hours to keep facilities open more hours
- Maintenance level of service –
 - GREEN, high expectations.
 - Level of standards put us on the map.
 - It’s a draw for company picnics out of the area, events, etc.
- Cemetery – general park operations and funerals were a priority.
 - “Fires” tend to pull staff away here too.
 - Get comments about how good it looks and how folks are treated.
 - Very customer service oriented.
 - High interaction with customers.
 - Always staff on hand
 - Low price for plots, opening/closing fees.
- Maintenance standards for different areas.
 - Parks vs. natural areas – Need to educate public about mowing, watering, goals to save water, protection/preservation of native vegetation.
- Trail connectivity – 7th and Main is a deterrent to riding bikes in town.
- HOA provided parks:
 - These are a reflection of Windsor no matter who owns, operates, or maintains them.
 - Concern about pushing sub-standard development – added acreage plus bad care.
 - Playground safety standards are low.
 - Need to force the standards on private development.
- Street trees are responsibility of the Town.
 - Issues with HOA or Metro-district owned trees and sub-standard or no trimming.
- Knowledgeable staff, get a lot done.

- Seasonal staff – can't get early enough
 - Limited pool of applicants, lower wages (\$9 vs \$12 public and even higher for private).
- Very accommodating – say yes too much.
 - Supervisors are maintaining field at times, for example.
- Very positive image in the community – survey feedback is good, lack of complaints.
- High internal expectations.
- Opportunities for programming
 - Stay at home moms and dads mecca.
 - One income families.
 - Marketing is a major weakness, have not had for four years.
 - Don't do a lot of adult sports.
 - Pre-school – no program (not desired), but opportunities for this age group.
 - Running out of baseball fields; could use some flat soccer fields.
- Strong programmers on staff:
 - Opportunity to view museum/arts/culture as a contractor – they know the content, and recreation knows the programming.
- Staff is handcuffed by things outside of their control.
- Use cost recovery resources for background, but room to raise fees.
- Have operated with the mentality of stabilization through the recession.
 - Time to shift the thinking.
- The expansion of the center will fill the gap that was missing.
- Asked to add volleyball but can't/ where do you draw the line?

Facility Improvements

What improvements are needed at existing facilities? Where are these improvements needed?

- 2014 was the first year for a "new" exhibit.
 - Schedule needs to attract return visits.
 - Works for locals, not for tourists
 - Tours now include full facility.
 - Summer crowds and Boardwalk Park crowds are a main target group.
- Museum facility – people don't realize what Windsor has.
- Cemetery – no indoor restroom.
- Facilities are pretty top notch.
- Lack of storage has been relieved with new public works facility.
- Worst park is Main.
- Active gathering areas – special events, like Breckenridge.
- Don't always have enough equipment.
- Perception is that if something is not being used then we have too much.
- Irrigation capital plan is in place and working; funding is set aside in a plan.
- Recycling – Program could be improved.
 - Whose responsibility is it to be the Town champion?
- Open spaces are very important to people.
 - Have agricultural beginnings.
 - Need to focus on preserving agricultural areas, river corridors, and trail connections.
- Center expansion taking place at the time of the meetings

Definition of Culture and Natural Resources

How do you define “culture” and management of natural resources” as used in your mission statement?

- Mission –
 - Currently meeting goals of the strategic plan.
 - Put together first full year of exhibits.
 - Year round operation, staff to go outside of the historical bounds to the cultural.
 - This facility is unique.
- Vision –
 - Meet the needs of artifact and collection storage from the top floor to utilize that space for exhibits.
 - Need an elevator (it is in long range CIP planning).
 - Taking baby steps.
 - Love the mindset of the board toward a “cultural district” downtown.
 - Could be that epicenter.
 - Need infrastructure in place to be able to do that.
 - Strategic Plan and Landscaping Master Plan will allow this to happen.
 - Need infrastructure in place to sustain going forward (staffing and financial resource).
 - Need more of an interpretive plan now for the buildings – Is partitioned and restricted?
- Vision description:
 - Museum as part of the community.
 - Want people to say “What is the museum is doing this this weekend?”
 - Home, work, and 3rd place – 3rd place is the library right now.
 - Museum needs to be a central part of Windsor.
 - Staffing infrastructure in place to accommodate the infrastructure.
- Access to the buildings – mobility for older folks, ADA, parking, sitting areas in the buildings (all access now is guided tours - people feel rushed now).
- Library Trend:
 - New concepts and ideas - embraced trends and said, “why not us” instead of “it doesn't fit.”
 - Culture department should function more like that - Push the boundaries.
 - Library has an incredible budget - special contractual folks like reading and yoga for kids provide services.
 - Library funding is through a District – looking for downtown location.
- Potential for library/cultural center downtown (old mill, legion building)
 - Museum benefits from library visitation, type of users, fee (or not) expectations, cultural audience, readers.
- Place within the bigger department? – Fit into quality of life aspect; explore, recreate, exploration of history, and sense of identity and community involvement.
- Have big ambitions of what we would like to do.
- Recycling education.
- Agriculture – community gardens, teaching farm.
- The River – feature the river, bring people to the river, access for recreation, fishing, tubing, wildlife viewing, and destination.
- Water is the new currency in NoCo.

- Town as a whole needs to take a leadership role - make the new public works facility a zero-scape project. New parks going forward – need x% in zero-scaping, native plants and vegetation
 - Need design standards – more non-irrigated area.
- Take baby steps to change the culture and educate.
- Authority of the resources:
 - Use them as a teaching tool.
 - Inappropriate use of the resource has a domino effect.
 - Turn problems into a teaching opportunity.
 - Play on their sense of pride.
- Agriculture land is going away.
- Have a plan – for drought, for flood, etc.
 - Communicate to the public.
- Change level of service standard – don't lower it, change it, be more efficient. As things get tighter, problems are more evident.
- Fun, play.
- Art and Culture has created tension in the past.
 - Museums, historic, and culture not in the center.
- Recreation tracks room rentals for Culture.

Underserved Parts of the Community

Are there any portions of the community that are underserved? Please explain (i.e., where and what type of amenities are needed, what market segment needs more attention, etc.).

- School participation – part time educator goes into the schools at 2nd, 3rd, and 4th grades.
 - Newer program, but fitting in as an educational component – in class.
 - Would like to turn that into numbers in the door.
- Starting some with 6th, 7th, and 8th graders – bringing them to the museum.
- Stay at home mom sector and families.
- Refocusing events on families.
- Young kids programming is strong.
- Middle school/teens not as much, but big teen nights.
- Senior population – transportation program within the department (Sr. Ride).
 - Don't have their own space.

Providing Opportunities to Tourists

How are you serving tourists today? What are your strengths and weakness in this service area?

- There are reasons to go downtown, but not to stay downtown.
- Summer concert series.
- Town needs money making amenities, like public golf courses.
- Needs to educate non-taxpayer users on proper use of amenities.
- Create the same sense of pride as community members.
- What's the balance between regional amenities and neighborhood amenities?
 - Which is the priority?

- Outside use:
 - Timnath and Severance have no recreation or sports facilities.
 - South Ft. Collins is more convenient to come here.
 - Johnstown and Milliken (even though they have a district) come to Windsor.
 - Moving toward a resident priority registration; no non-resident fee now, only for boating.
 - High quality fields and programs is a draw.

Resource Distribution

Are resources being deployed in the most effective way? Please elaborate.

- What resources?
 - Staff gets a lot done with just 2.5 people.
 - Have \$1,500 per year for education and \$1,500 per year for curation.
 - Try to stick to low cost and free things
- Not much opportunity for cost recovery.
- Would like to up the number of programs offered.
- Would like to have a youth summer program – fee based.
- Marketing:
 - On site signage, some social media, need to boost both of these and add a more regional target and awareness of facilities.
 - Older demographic is a target, some families from Boardwalk Park
 - Would like to get more fusion from Park, Lake, and Museum.
- Museum needs more of a physical “presence.”
 - Plan for 2018 will help.
- Friends organization - is an element of the strategic plan. (Goal #8)
- Immediate goals:
 - Stabilize the collection, build the collection, educate ... Strategic Plan is set.
- How do we be more strategic?
 - Greeley, Loveland, Ft Collins are other external resources.
 - Sponsorships – not a revenue generator, but do pursue sponsorships for the cultural efforts.
 - Have a partnership policy but likely not sponsorship policy in the department as a whole.
- Process to get funding – budget presentation through the department.
 - Could use model already established in the department.
- Could do some taste testers to appeal to potential participants.
- Don't know cost of programs now when seeking funding.
- Data collection digital recording is expensive – using \$480 this year for this purpose
- Have gotten two different grants for the Eaton House.
 - \$10,000 and \$25,000 for historic preservation of the house.
 - IMLS (Museum and Library Services) grants are a hard to get, but worth it.
- Have a private Windsor Community Theater.
- Have mobile show stage.
- Have access to school stages.

- Staff is highly reactive to complaints:
 - Will take care of what needs attention.
 - Expect disruptions, but spreads staff thin.
 - Sets an unattainable goal.
 - It's a steady issue, but as more parks are added it will become more of a problem.
 - Differs by position.
- Strong partnerships within the area -School District IGA example.
 - Windsor doesn't pay to use the school facilities, baseball fields, school gym, and track.
 - School gets pool parties, shared field maintenance equipment, use of space at the center.
- What happens when this goes away?
- Staff is often spread thin due to lack of or high turnover of seasonal employees.
- Recreation takes care of its own maintenance.
- Part time positions hard to fill – wages, competition.
- Affordable Care Act had put unreasonable standards on the part time parameters (25 weeks off, rates of pay not based on experience).
- Scheduling software – need to get and have an effective timecard system.
- Branding – Expansion will put Department under a microscope.
 - Culture is the stepchild – it's a shame and prevents them from moving forward.
 - Need branding as a department – not divisions.
 - Consistency.
 - Getting the word out there.
 - Streamlining of staff assignments.
 - Cohesion of all aspects of the department – getting to us has separated us and we have grown apart.
 - Website navigation - fewer steps
- Proactive – not reactive; how do we get ahead of the changes coming.

Key Issues and Values Unique to Windsor

What are the key issues and values in Windsor that need to be considered while developing this Master Plan?

- Heritage, history, sense of identity.
- Small town, but wanting big town amenities.
- Honor the past (history lessons, historical artifacts, technological experience).
- Windsor Severance Historical Society – know what they want, but also have lots coming from other areas.
- Sugar Beets – how does that apply today?
 - Need to mix in new cultural amenities, programs, and events.
- High standard of living.
- Family orientation.
- Pride.
- Work well with the tools we have.
- Best Places to Live – recognition.
- Partnerships – P&R and Schools; collaboration.
- Connectivity.
- Conservation easements and open space – are used to keep small town feel.

Appendix B: General Strategies to Improve GRASP® Level of Service

There are many ways to improve GRASP® Level of Service. This discussion outlines general strategies that may be used, informed by GRASP® perspectives and data, to address deficiencies and look toward the future in the planning of parks and a recreation system.

Level of Service Improvements

Findings of GRASP® analysis provide some guidance in consideration of how to improve recreation in the Town of Windsor. **Gap areas**, those that either fall below the minimum standard threshold or provide no service, provide good opportunities for improvement. Although land acquisition and large-scale capital investment is sometimes needed, there are alternatives. This section discusses recommendations to enhance level of service through improvement of existing sites, development of new facilities, and potential partnerships.

Component Assessment and Life Cycle Replacement Plan

Developing a method or process for continued assessment of existing facilities is key to monitoring existing resources. The assessment process used for this plan involves scoring of all assets to account for condition and functionality. Those components with low-scores may be addressed one by one and will serve to improve level of service. Town staff may wish to continue using a similar type of scoring system and asset monitoring or develop a method of its own. Life cycle replacement should also be factored into the yearly assessment and replacement strategy.

Maintenance and Updates to GIS Database

As part of the final deliverables of this project, the GIS data and assessment scoring have been incorporated into a dynamic database. Town staff may wish to maintain, update, and add to the database as necessary. While the inventory was complete based on current development of Town of Windsor parks and facilities there may be other alternative provider parks and facilities that should be identified, such as schools and Water Valley Metro District sites. Updating and adding additional facilities to the database would help in future analysis and system updates. Additional data can also be added such as recreation programming and programming locations of other providers as desired by the department.

Red Flag Components and Modifiers

The easiest and way to raise level of service is to improve **red flag components**, those that that were scored down during the inventory and assessment because they do not meet expectations. Such improvements can involve repair, refurbishment, or replacement of existing assets at a site that are in need of some attention. As destinations in and of themselves, park components are essential to a park and recreation system. These assets need to serve the community, and must be monitored for functionality and relevance.

Additional consideration must also be given to basic site amenities, called **modifiers**. These are features that support users during their visit such as quality design and ambiance, drinking fountains, seating, BBQ grills, security lighting, bike racks, restrooms, shade, access, and parking, among others. These inform overall GRASP® scoring as more and better modifiers serve to boost overall GRASP® values. In an inventory assessment any modifiers that do not meet expectations are scored down. Such modifiers may be in need of repair, refurbishment, or replacement which would serve to increase the overall scoring of all the components within the park.

A full detail account of each park and its components and modifiers scoring may be found in the Final Inventory Atlas, indicated by a Neighborhood Score of “1.”

How To Address Red Flag Components

The inventory process for the master plan included rating components throughout the system on their functionality. Components whose functionality fell below expectations were “red flagged” and scored with a “1.” Raising the score of a component also raises the Level of Service in the community. Strategies for addressing the repair, refurbishment, replacement, or re-purposing of low-functioning components should begin with the following steps.

Determine why the component is functioning below expectations. Was it poorly conceived in the first place? Is it something that was not needed to begin with? Is it the wrong size, type, or configuration? Is it poorly placed, or located in a way that conflicts with other uses or detracts from its use? Have the needs changed in a way that the component is now outdated, obsolete, or no longer needed? Has it been damaged? Or, has the maintenance of the component simply been deferred or neglected to the point where it no longer functions as intended?

Another possibility is that the component was scored low because it is not available to the public in a way that meets expectations. For example, a facility might be rated low because it is leased to a private group and access by the general public is limited. This may be a perfectly acceptable situation and appropriately scored. The service is at a lower value due to limited access.

Sometimes a component is old, outdated, or otherwise dysfunctional, but has historic or sentimental value. This might be an old structure in a park such as a stone barbecue grill, or other artifact that cannot be restored to its original purpose, but which has been retained for its importance to the community.

Based on these assessments, a strategy can be selected for each low-functioning, red flag component:

- If the need for that type of component in its current location still exists, then the component should be repaired or replaced to match its original condition as much as possible. For example, a playground with old, damaged, or outdated equipment could be update, or a tennis court with poor surfacing or missing nets may be refurbished.
- If the need for a specific type of component has changed such that the original one is no longer suitable, then it should be replaced with a new one that fits the current needs. For example, if a picnic shelter is too small for the current level of service demanded, it may be replaced with a new, larger one.

- If a component is poorly located, or was poorly designed to start with, consideration should be given to relocating, redesigning, or otherwise modifying it. An example would be an amphitheater next to a street that was once small and quiet but is now loud and busy. The noise from the street makes it undesirable to use the amphitheater for its intended purpose. If there is still a need for this type of facility at this park, then consideration should be given to relocating it or redesigning it to provide screening from traffic and other noise.
- If a component is no longer needed because of changing demands, then it should be adapted or removed. Once a very popular amenity, inline hockey rinks often fall into this category. If a rink has been allowed to deteriorate because the community has no desire for inline hockey, then maybe it should be repurposed into some other use such as a basketball or tennis court, multi-use play-pad, or perhaps a skate park. It could even become a something unusual, like a trike-track course. Or it could become the surface for a large group picnic shelter. Another possibility might be to install outdoor fitness stations and make it an “outdoor gym.” If no appropriate alternative use for the rink or the space it occupies is identified, it should be removed to avoid a blighted appearance, and the space should be integrated into the rest of the park with landscaping.

It is possible that through ongoing public input, and as needs and trends evolve, new needs will be identified for existing parks. If there is no room in an existing park to meet new needs, the decision may be made to remove or re-purpose an existing component, even if it is quite functional. An example of this could be found in many communities over the past couple of decades. As the popularity of tennis declined and demand for courts dropped off, perfectly good courts were sometimes converted into skate parks or inline rinks. In most cases this was an interim use, intended to satisfy a short-term need until a decision could be made to either construct a permanent facility or let the passing fad fade. The need for inline rinks now seems to have diminished, while temporary skate parks have been moved to permanent locations of their own and become more elaborate facilities as skateboarding and other wheel sports have grown in popularity and permanence.

One community re-purposed an unused ball diamond into a dog park. The ball diamond is well-suited for use as a dog park, because it is already fenced, and the combination of skinned infield where the dogs enter and natural grass in the outfield where traffic is spread out is ideal. It is likely that in time this facility will either become a permanent facility designed specifically to meet the needs of people recreating with their dogs, or such a facility will be constructed elsewhere to suit that purpose. Or, it could turn out that dog parks fade in popularity like inline hockey rinks, or are replaced with some other facility that dog owners prefer even more than the current dog park model. Meanwhile, the use of the ball diamond for this purpose is a good interim solution.

Here are a few trends to keep an eye on while deciding what to do with low-functioning facilities, or determining how to make existing parks serve the needs of residents as highly as possible, such as:

- **Dog parks** continue to grow in popularity. This may be due to an aging demographic in America, with more “empty-nesters” transferring the attention they once gave to their children, who are now grown, to their pets. It is also an important form of socializing for people who may have once socialized with other parents in their child’s soccer league, and now that the kids are grown they are enjoying the company of other dog owners at the dog park. And for singles, a dog park is a good place to meet people.

- **Skateboarding** and other wheel sports continue to grow in popularity. Making neighborhood parks skateable and distributing skating features throughout the community provides greater access to this activity for younger people who cannot drive to a larger centralized skate park.
- A desire for locally-grown food and concerns about health, sustainability, and other issues is leading to the development of **community food gardens** in parks and other public spaces.
- **Sprayparks** are growing rapidly in popularity, even in cooler climates. A wide and growing selection of products for these is raising the bar on expectations and offering new possibilities for creative facilities.
- New types of playgrounds are emerging, including **discovery play, nature play, adventure play,** and even **inter-generational play**. Some of these rely upon movable parts, supervised play areas, and other variations that are different from the standard fixed “post and platform” playgrounds found in the typical park across America.
- As a lower impact alternative to tennis, the sport of **pickleball** has gained in popularity, particularly among older Americans. Striping can be added to existing tennis courts, or outdated facilities such as inline hockey rinks may be retrofitted.
- **Events** in parks, from a neighborhood “movie in the park” to large festivals in regional parks, are growing in popularity as a way to build a sense of community and generate revenues. Providing spaces for these could become a trend.
- Integrating nature into parks by creating **natural areas** is a trend for a number of reasons. These include a desire to make parks more sustainable and introduce people of all ages to the natural environment. These also incorporate an educational element into park design.

“High Demand” Components

Community input often reveals those components most desired by residents and users. These **high demand components** should be considered in any efforts to add new components to a recreation system. These needs may be addressed by upgrading facilities, developing new facilities, or by establishing or strengthening partnerships.

For example, if demand for pickleball access is not being met by too few existing pickleball courts, the new courts may be needed to increase opportunities for pickleball users. These may be added to an existing park, included in a new park, or a partnership with another provider may be an option to increase court availability.

“Booster” Components

Another way to enhance existing assets is through the addition of **booster components** intended to “boost” the level of service in gap areas by adding new components to existing recreation sites. The addition of new components at existing neighborhood parks that in below threshold areas serves to increase the level of service without acquiring additional land. Adding a shade shelter at an existing playground, for example, improves GRASP® Level of Service of the playground, as it provides opportunity for a small family picnic or snack while at the park.

ADA Transition Plan and Compliance

“The Americans with Disabilities Act (ADA) requires State and local governments to make their programs and services accessible to persons with disabilities” according to the ADA.gov website. “One important way to ensure that [these] requirements are being met in cities of all sizes is through self-evaluation, which is required by the ADA regulations. Self-evaluation enables local governments to pinpoint the facilities, programs, and services that must be modified or relocated to ensure that local governments are complying with the ADA.” Called a transition plan, a strategy for improvement of ADA access is required to implement needed changes identified during the self-evaluation process. Ongoing self-evaluation and development of a comprehensive transition plan must be a priority for all recreation providers in this country.

HOA Partnerships

Alternative providers, particularly homeowners’ associations, often provide recreation opportunities that supplement public options, or in some neighborhoods, serve as the only recreation available. Partnership is one mechanism to help establish standards for recreation opportunities offered by such providers, which can vary drastically in type and quality. Partnership with these private entities can provide a greater degree of oversight for, or at least a formal consideration of, such private assets.

For example, a grant program to help underfunded private parks within subdivision developments may help maintain certain standards without burdening the City with a vast inventory of small neighborhood pocket parks.

School Partnerships

School partnerships can provide additional options for public recreation. School facilities may supplement parks and other public recreational resources, but their limited availability often makes neighbors less likely to use them. One way to address this issue is to partner with schools to promote use of school facilities by the community.

Environmental cues and on-site community programming can make school facilities more inviting. An entry gateway or signage to invite users to school grounds can make neighbors feel more welcome. A clear message about school hours and public access can be helpful to those planning a visit. Volunteer adult supervision can encourage use of school playgrounds or other facilities. Organized events or drop-in sessions at school sites are also helpful in creating awareness of school grounds as community assets.

Learning Landscapes, a program developed by faculty and students at the University of Colorado at Denver engages the local community to envision, plan, build, and maintain custom playgrounds at neighborhood schools. The intention is to extend learning opportunities beyond the school walls and into the community. Redeveloped school grounds typically include demonstration gardens, yard games, art, shade features, and outdoor classroom facilities as well as play equipment. Volunteers are put to work in the planning and construction of these new facilities alongside emerging professionals and school personnel. The result is a sense of community investment and ownership in these assets such that they better serve nearby residents. This program serves to foster stronger ties between schools and neighbors with open lines of communication and a commitment to shared resources. Such a program can have a positive impact on the role that school ground facilities play in neighbors’ daily lives, and as such elevate the level of service for the area.



A Learning Landscape playground at Ellis Elementary School, Denver Public Schools, Denver, Colorado

Additional School Grounds Resources

An informative summary of public use of school grounds may be found here:

<http://publichealthlawcenter.org/topics/healthy-eating/shared-use-school-property>

Developed by faculty and students at the University of Colorado at Denver, the Learning Landscapes initiative is a proven low cost way to foster a greater connection between local residents and neighborhood schools. More information may be found here:

<http://www.learninglandscapes.org/>

Recreational Connectivity

Ease of access to recreation is ever more a priority in communities nationwide. For this reason, trails for walking and bicycling are of particular importance these days both as recreation amenities and as options to reach parks, schools, open space areas, and other destinations. A well planned trail system creates a viable alternative to getting in the car. Trails have become essential infrastructure that help to define a community. Today in the United States one-third of the population cannot drive due to a variety of factors such as age, financial limitations, or visual impairment. Trails have an important and positive impact on public health, local economy, quality of life, and the environment.

The following discussion includes a description several aspects of successful trail systems, recommendations for building trail networks, and ways to integrate and streamline efforts to improve connectivity within a community.

Where to Start?

A **trail** may be loosely defined as a route for pedestrians, bicyclists, equestrians, and other active users. Trails can be off-street or on-street, paved or unpaved, dedicated, or shared. Trails are intended to improve the ability of people to safely reach a destination without use of a motorized vehicle. **Active transportation** refers to the variety of ways people get from place to place without a motorized vehicle. Trails make any mode of active transportation possible but are most commonly used for walking and bicycling. **Walkability** is a measure of how user-friendly an area is to people travelling on foot. Many factors influence walkability. These include presence or absence and quality of footpaths, sidewalks, or other pedestrian rights-of-way, traffic and road conditions, land use patterns, building accessibility, and public safety considerations among others. **Bikeability**, similar to walkability, refers to how well a community accommodates bicycle travel. Infrastructure for bicycle use can differ substantially from pedestrian infrastructure. Often a bicycle route or lane is integrated with a roadway, for example, and is often easier to implement and less expensive to build.

Both walkability and bikeability are important aspects of **recreational connectivity**, the extent to which community recreational resources are physically linked to allow for easy, safe, and enjoyable travel between them. People are more inclined today to integrate recreational opportunities into their daily lives than they were in the past. Infrastructure elements available to get active people to and from destinations, such as trail corridors or street crossings, are of greater importance than ever before as more and more people prefer a leisurely walk or bike ride to a trip in the car.

Barriers are any limitations to free and easy pedestrian and bicycle movement within a community. These are typically major landscape features such as highways, rivers, or railroad tracks that impede active transportation and can pose a potential risk to public safety. The need to cross such obstacles can serve to limit people's access to recreation facilities. Barriers may also include physical impediments such as hills or valleys as well as perceived obstacles like the risk of crime or a lack of familiarity with an area. People increasingly look to address such barriers in a community and expect that parks, recreation centers, and other community resources be easy to access for a variety of users employing a variety of travel modes.

A **trail system** refers to all trails and associated infrastructure that serve active transportation users in a community. This may include trails of varying scale intended to serve users within a park, throughout a community, or across a region. A trail system may include various types of trails for pedestrians, bicyclists, equestrians or other active users.

Building a trail system involves many considerations beyond the control of parks and recreation managers. Various other departments and agencies need to be consulted and partnered to address things such as land acquisition, street crossings, and utility maintenance. Vacant lands, utility easements, street right-of-ways, and existing social trails all provide valuable opportunities to address gaps in a trail system but can be complicated to navigate. Good recreational connectivity in most American communities usually starts with trails but includes other infrastructural elements such as landscaping; lighting; drainage; and services such as public transit, bike-share, and car-share availability.

Trails Hierarchy

Trails exist at a variety of scales. Some trails serve only users of a single park while others connect people and facilities across a region. An exemplary trail system will provide multiple options for users to access different parts of a community as quickly as possible or along the most scenic route. A trail hierarchy allows users to choose from several options to reach a destination directly or spend time simply enjoying the journey. A trail system may have three hierarchical categories:

1. Park Trails
2. Community Trails
3. Regional Trails

Park Trails

A trail system typically starts within parks. Interior trail assets, such as park loop walks or open space nature trails, provide a good point of departure to plan new trails beyond their boundaries. Park trails are assets as valuable as other types of park improvements such as a playground, a ballfield, or a picnic table as they are often well-used for both active and passive recreational pursuits.

Community Trails

Park and recreation facilities are especially valued by users when they are connected by trails to each other and to various community destinations such as schools, civic centers, and commercial areas. This may involve off-street and on-street pedestrian and bicycle links to allow ease of travel between popular locations. Critical pedestrian and bicycle arteries may be established first, followed by spurs to reach new destinations. Open space areas, drainage corridors, utility easements, wide low-traffic road ways can all be good options for creating new connections in already developed parts of a community.

Regional Trails

Regional trails typically provide connections between communities and link trail systems within different towns or municipalities. The development of regional trails can involve extensive coordination with county offices, private land owners, and/or state or local government entities. Regional trail connections increase the value of a trail system as they allow access to users from other nearby communities.

Trails Typology

In addition to this trail hierarchy, it can also be useful to employ a trails typology in planning efforts. A new “trail” may actually involve a variety of infrastructural improvements. A primary consideration is how to accommodate pedestrian and bicycle users travelling along the same route. This may involve custom design solutions, but a basic trail typology of three different types can be useful. Each trail type refers to a distinct strategy for connecting one place to another:

1. **Urban Trail**
2. **Bicycle Lane/Route**
3. **Open Space Trail**

An **urban trail**, an off-street trail wide enough to accommodate both pedestrians and cyclists, is an ideal solution in developed commercial and residential neighborhoods. This trail type is often called a multi-use trail. This type of trail requires a street right-of-way that allows for a 10-12’ multi-use trail, preferably with landscaping or other physical separation from the roadway. If possible, this type of shared-use trail is paved with separate lane designations for pedestrians and bicyclists. An even better solution might be separated off-street trail alignments for use by those on foot and on bike.

Another alternative trail type is a **bicycle lane** or **route**. Along existing roads where space in the right-of-way is limited or a lower cost option is preferred, this alternative involves routing cyclists along a dedicated, on-street bicycle only **lane** with a pedestrian sidewalk along the roadside. If the street cross section is too narrow to allow space for a dedicated or protect bicycle lane, an advisory bicycle lane may be a further option. This allows for share used of a low-volume roadway with greater priority afforded to cyclists than to automobiles.

In some instances a particular street is simply designated as a safe, preferred bicycle **route**, typically with signage but with no actual lane striping. This is a good option for low-speed, low-volume, residential or rural road conditions.

A final trail type, the more traditional **open space trail**, provides users with an off-street connection often intended for shared-use by pedestrians, bicyclists, and equestrian users. These types of trails can be of varying width or surface type, and typically travel through open space areas or parks, along greenways, or through conservation or utility easements. The land dedication needed for an open space trail often makes it impractical or impossible in a built out or well-established community. However, this trail type significantly enhances the value of a trail system by providing access to the natural environment and should be prioritized accordingly. Open space trails are also easiest to develop, provided no restrictions are placed on an open space property with regard to its use.

Three trail types to consider in developing a trail system in an established community. Pedestrian and bicycle users are accommodated in different ways in each trail type. Selection for each is largely driven by the surrounding built environment. Colors apply as follows: **Blue** for urban trails, **Green** for bike lanes/routes shown here with street sidewalks, and **Red** for open space trail connections through less developed areas.



Making Connections

The development of a trail system is all about creating a series of connections. These connections may involve people or infrastructure. The discussion that follows highlights some issues to keep in mind throughout this process.

Connect Stakeholders

Even the most well-planned, far-reaching trail system has to start somewhere. Developing a trail system takes time and careful planning. It is a substantial undertaking that involves many players that may include school districts, user groups, county offices, state entities, federal agencies, and/or private land owners among others. Utility companies, law enforcement, public works departments, and public transit operators may also be important stakeholders. A collaborative process is needed to build a trail system, a process that can yield lasting partnerships that benefit the community for years.

It is important to convince stakeholders that their cooperation is critical to the public good. It may be helpful to remind them of the economic boost that often results from investment in recreational infrastructure like a trail system, or the improvements to public safety, not to mention public health. Of course, not all players stand to gain from trail development. It is essential that land managers and park planners be aware of all possible implications inherent in their efforts.

Here are a few general strategies to use in coordinating planning efforts in establishing a trail system:

- Work with a variety of departments, offices, agencies, and entities to build consensus and create advocates in planning trail future connections.
- Look at existing infrastructure for areas such as utility easements, drainages and detention ponds that may support trail development and provide a strategic piece of the puzzle to improve connectivity.
- Consider ways in which various stakeholders may share cost burdens for both implementation and long-term maintenance.
- For greatest economic impact develop a trail system that connects parks and recreation opportunities to neighborhoods, schools, and commercial centers.
- Remind stakeholders that investment of time and resources will yield a host of dividends as trail systems are coveted infrastructure in communities nationwide.

Connect Places

Trail development should start with a comprehensive list of destinations to serve as a blueprint for trail planning efforts. These may be parks, schools, civic institutions, commercial areas, neighborhood nodes, or other important local centers. Trails may be prioritized based on the importance of the locations they access within the community. Infrastructure to support users may be more important in some locations than others. It is also important to recognize opportunities that are present, and capitalize on those to further trail development when the time is right. Such opportunities often serve as the foundation of a trail system while development of other trail segments may require more time or greater expense or involve additional stakeholders and more extensive coordination.

Connect Trails

A trail system is nothing more than an assembly of trail connections that works together in a cohesive manner. It is useful to keep this simple goal in mind. Of course, the process of building a trail system takes time. Patience is essential. Create connections that allow safe, comfortable routes between places in the community. As the “low hanging fruit” is picked, those trails with more complicated politics or more substantial price tags become focal points. Remember that there may be more than one way to link two trails, and sometimes alternative solutions are perfectly viable. Flexibility and creativity can come in handy.

Connect Users

It is essential that users are kept in the loop as a trail system continues to develop. Resources such as signage and wayfinding strategies, trailheads and access points, public trail maps, and smartphone applications will be desirable to support users. Here are a few successful ways to connect people to trails and provide a positive user experience:

Signage and Wayfinding

Signage and wayfinding strategies are employed to enhance a trail system by promoting ease of use and improved access to recreational resources. An important aspect of effective signage and wayfinding markers is branding. An easily identifiable hierarchy of signage for different types of users assists residents and visitors alike as they navigate between recreation destinations. Further, a strong brand can imply investment and commitment to active transportation which can positively impact community identity and open up new recreation opportunities.

Trailheads & Access Points

An essential, yet often overlooked, aspect of a trail system is the need to provide users with access to trails. This is accomplished by implementing a trailhead or an access point. A formal trailhead may include various amenities such as parking, bicycle racks, signage, restrooms, drinking water, a trail map, and an information kiosk. A trailhead provides access to trails that typically serve a higher volume of users with parking and a staging area for their visit.

A simple trail access point usually lacks the variety of amenities found at a trailhead. Trail access points are appropriate in residential areas where users are more likely to walk or ride a bicycle to reach the trail. Access points allow users to reach an off-street trail without trespassing on private property. Trail access points make a trail system easier to use, and can serve to both enhance quality of life and boost property values. New trails and new development should be planned to provide access points as often as possible.

Map & App Resources

By making trail maps available, users may enjoy trails with greater confidence and with a better understanding of distances, access points, amenities, and the system as a whole. Even with a developing trail system a trail map can provide valuable information to users. In addition to showing off-street trails, maps can locate bicycle paths and safe on-street bike routes. A good trails map serves to guide users to those trails suitable to their level of experience and confidence. Maps may also include information about trail ownership, seasonal closures, multi-use schedules, and other important information.

Another way to provide trail mapping to users is through web based mobile technologies for use on a smartphone or tablet. Maps made available on this type of platform are dynamic, always on hand, and can be easily updated as a trail system evolves. This type of resource requires upfront investment but as technologies advance these costs will become more manageable in the future, making web based maps more viable long term planning solution.

Public Transportation

A final consideration in regard to recreational connectivity is public transportation. Though this falls outside the realm of parks and recreation, many recreational users enjoy the convenience that public transit affords. Partnership with the local transit provider is recommended to ensure that future public transit planning decisions may accommodate access to park lands, trails, and common destinations such as schools and recreation centers to best serve the community.

GRASP® Glossary

Buffer: see catchment area

Active Transportation: any non-motorized travel mode that utilizes human power

Barrier: any obstacle to walking or bicycling, such as a major road or waterway, that impedes movement and limits access to any resources on the other side

Barrier Zone: a part of a study area bounded by barriers within which any point is safely accessible from any other point on foot, by bicycle, or utilizing other non-motorized travel

Catchment Area: a map overlay that radiates outward in all directions from a component and represents an area assumed to have access to that component in a level of service assessment

Component: an amenity such as a playground, picnic shelter, basketball court, or athletic field that allows people to exercise, socialize, and maintain a healthy physical, mental, and social wellbeing and serves as a recreation destination

Gap Analysis: an examination of places within a study area that do not meet specific criteria, intended to focus further attention areas in need of improvement

Gap Area: any area that falls below the minimum standard GRASP® threshold score

Geo-Referenced Amenities Standards Process® (GRASP®): a proprietary, component-based methodology that takes quality and functionality of assets and amenities into account in a level of service assessment for a park and recreation system

GRASP® Score: a score assigned to a specific component based on its quality and functionality as compared with other components in a recreation system

GRASP® Value: a cumulative value that represents the total GRASP® level of service provided by all components assumed to be accessible at a given point within a service area

GRASP® Level of Service: the extent to which a recreation system provides residents of a community access to recreational assets and amenities as indicated by a specific GRASP® perspective

Green Flag Component: a component given a GRASP® score of “3” as it exceeds expectations

Low-Service Area: an area that has some GRASP® level of service but falls below the minimum standard threshold for overall level of service

Modifier: a basic site amenity that supports users during a visit to a park or recreation site, to include elements such as restrooms, shade, parking, drinking fountains, seating, BBQ grills, security lighting, and bicycle racks among others

No-Service Area: an area with no GRASP® level of service

Perspective: a map or data quantification, such as a table or chart, produced using the GRASP® methodology that helps illustrate how well a community is served by a given set of recreational components; employs specific assumptions for each different GRASP® perspective

Radius: see catchment area

Recreational Connectivity: the manner and extent to which recreational resources are physically linked to allow for easy, safe, and enjoyable travel between them

Red Flag Component: a component given a GRASP® score of “1” or “0” as it fails to meet expectations

Service Area: a catchment area for a component ascribed the GRASP® score for that component, overlapped with other service areas to determine a GRASP® value for any given point within a service area

Threshold: a minimum level of service standard used in GRASP® analysis determined based on typical quality, functionality, and condition of recreation components in a study area

Trail: any off-street or on-street connection dedicated to pedestrian, bicycle, or other non-motorized use

Trail Network: a part of a trail system separated from other trail networks by missing trail connections or by barriers, within which all trails are safely and functionally connected

Trail System: a collection of trails and associated infrastructure that serve pedestrians, bicyclists, and other active transportation users in a community

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Appendix C: Inventory

Green Flags

Green flag components are those of particular value to users of a recreation system. These are components that scored a “3,” and may be highlighted as exceptional assets for the Windsor community. Those components designated as “green flag” components are listed.

MAP ID	LOCATION	COMPONENT	COMMENTS
C039	Chimney Park	Ballfield	
C040	Chimney Park	Ballfield	
C010	Bison Ridge Park	Playground, Local	PIP surface. Extensive climbing wall.
C070	Diamond Valley Park	Complex, Ballfield	Best infields and turf in system. Scoreboards.
C133	Northern Lights Park	Skate Feature	
C182	Windsor West Park	Playground, Local	Large.
C170	Windsor Highlands Park	Volleyball	
C167	Windsor Highlands Park	Playground, Destination	
C163	Windsor Highlands Park	Basketball	
C134	Poudre Heights Park	Basketball	
C138	Poudre Heights Park	Playground, Local	
C132	Northern Lights Park	Playground, Local	Nature themed.
C021	Windsor Lake Park	Trail, Multi-use	
C041	Chimney Park	Ballfield	
C017	Boardwalk Park	Playground, Destination	
C128	Northern Lights Park	Basketball	Four hoops.
C087	Eastman Park	Skate Park	Includes modular concrete skate events.
C085	Eastman Park	Playground, Destination	
C069	Diamond Valley Park	Ballfield	
C068	Diamond Valley Park	Ballfield	
C067	Diamond Valley Park	Ballfield	
C116	Main Park	Playground, Local	Updated installation. PIP surface. Awkward curb transition to sidewalk.

Red Flags

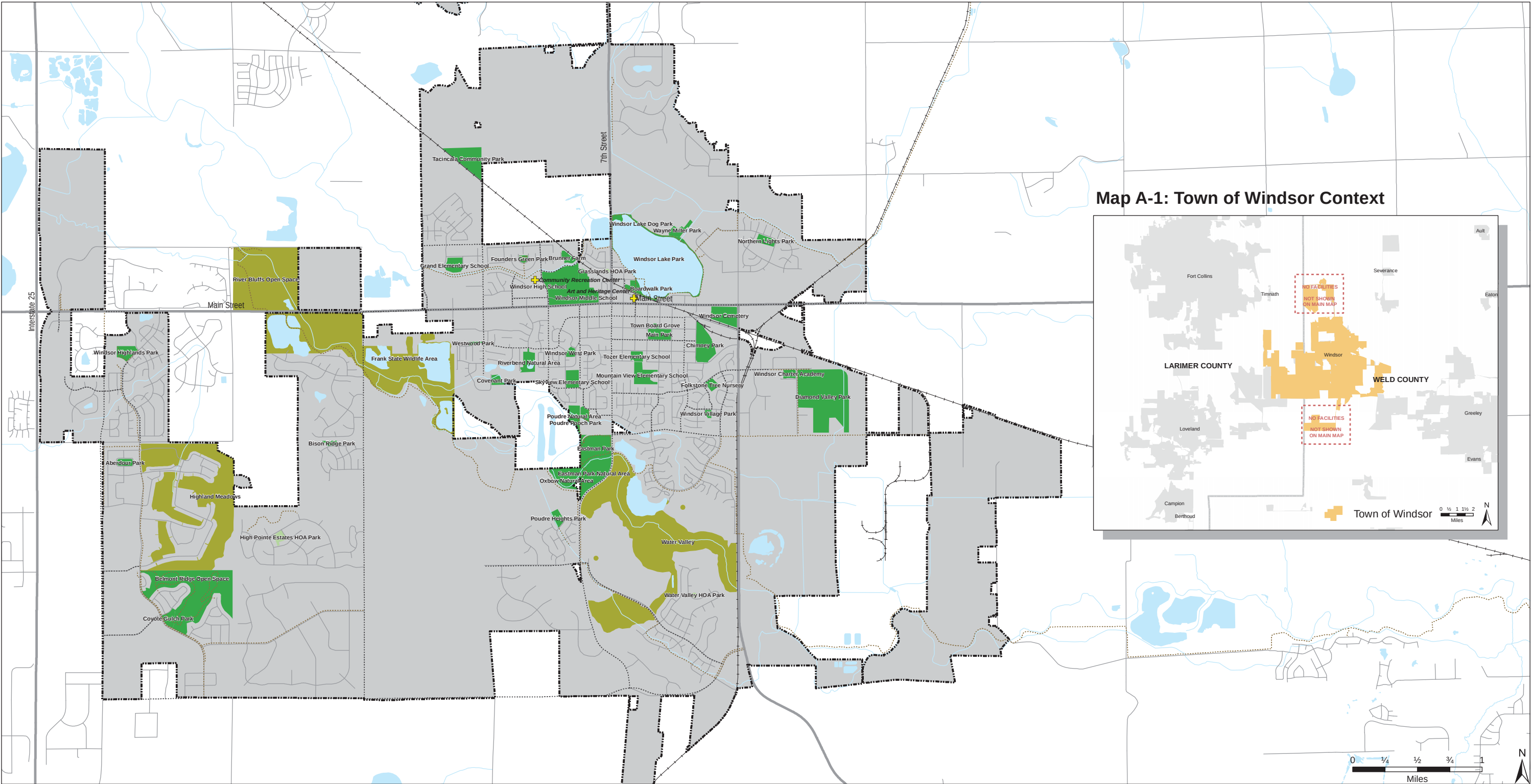
Red flag components are those that do not adequately serve their intended function or are in need of refurbishment or replacement. These are components that scored a “1,” and should be noted as assets in need of some attention to best serve the Windsor community. These often provide opportunity to easily improve the Town of Windsor recreation system by addressing the issues as noted. Those components designated as “red flag” components are listed.

MAP ID	LOCATION	COMPONENT	COMMENTS
C042	Chimney Park	Batting Cage	From 2008 inventory data. No explanatory comments available.
C076	Diamond Valley Park	Water Access, General	From 2008 inventory data. No explanatory comments available.
C180	Windsor West Park	Backstop, Practice	From 2008 inventory data. No explanatory comments available.
C183	Windsor West Park	Shelter	From 2008 inventory data. No explanatory comments available.
C171	Windsor Lake Dog Parke	Dog Park	One third mile to nearest parking.
C092	Eastman Park Natural Area	Trailhead	Lacks amenities such as restroom, shade, information kiosk, seating, trash receptacle, etc.

Appendix D: GRASP® Maps and Perspectives

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Map A: Recreation System Map



Map Produced For Town of Windsor - By The GRASP® Team
This Map Is Intended For Planning & Discussion Purposes Only -
Please Refer To The Project Document For Map Details
Legend Elements May Vary Slightly In Size, Color And Transparency From Those Shown On Map
GIS Data Sources May Include: Town of Windsor, ESRI
GRASP® Team - July 2015
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- | | | | |
|----------------------|------------------|------------|-----------------|
| Town of Windsor Park | Indoor Facility | Local Road | River |
| HOA Park | On-Street Trail | Highway | Water Body |
| Alternative Provider | Off-Street Trail | Railroad | Town of Windsor |



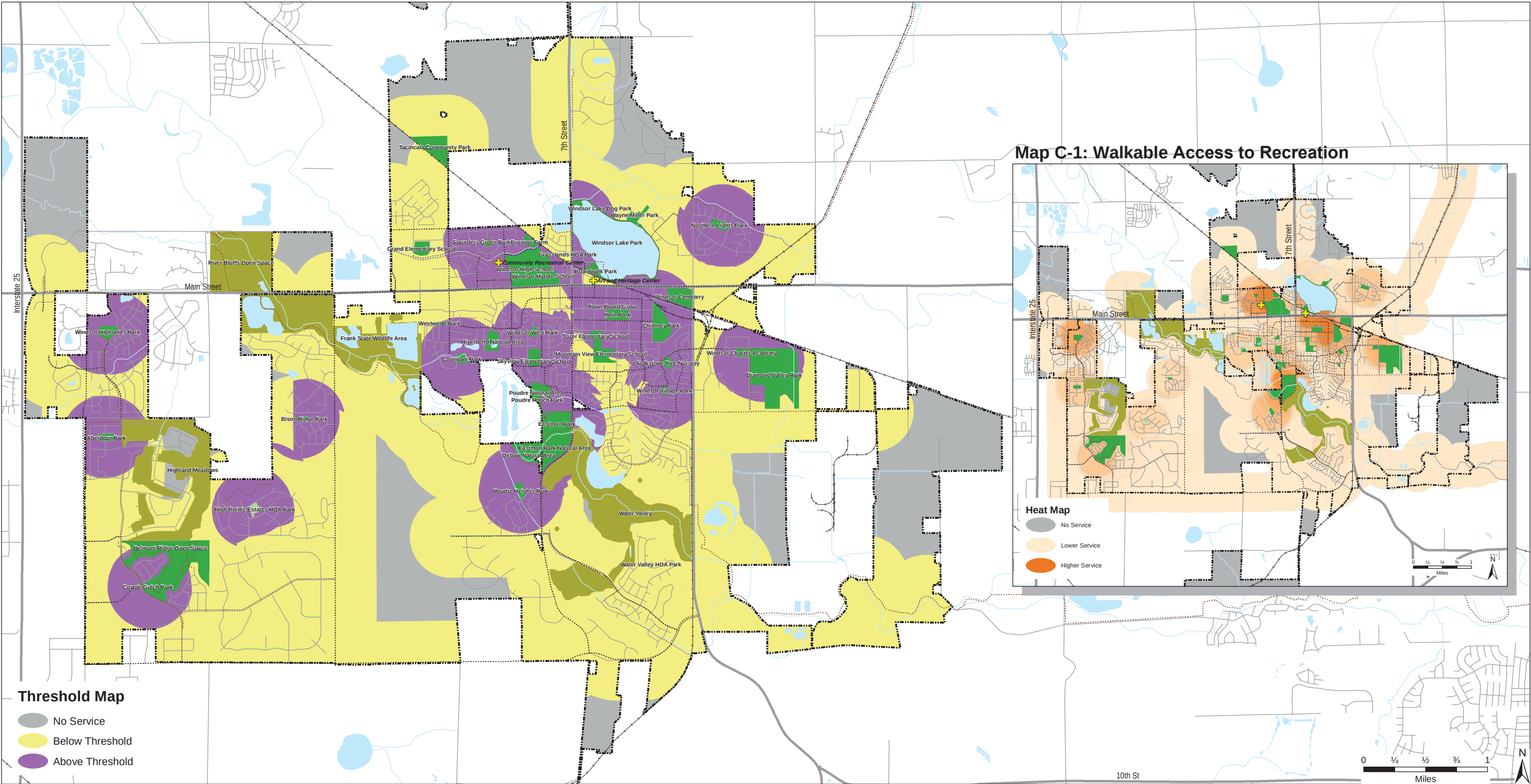
 Town of Windsor Park
 HOA Park
 Alternative Provider

- Indoor Facility
- On-Street Trail
- Off-Street Trail

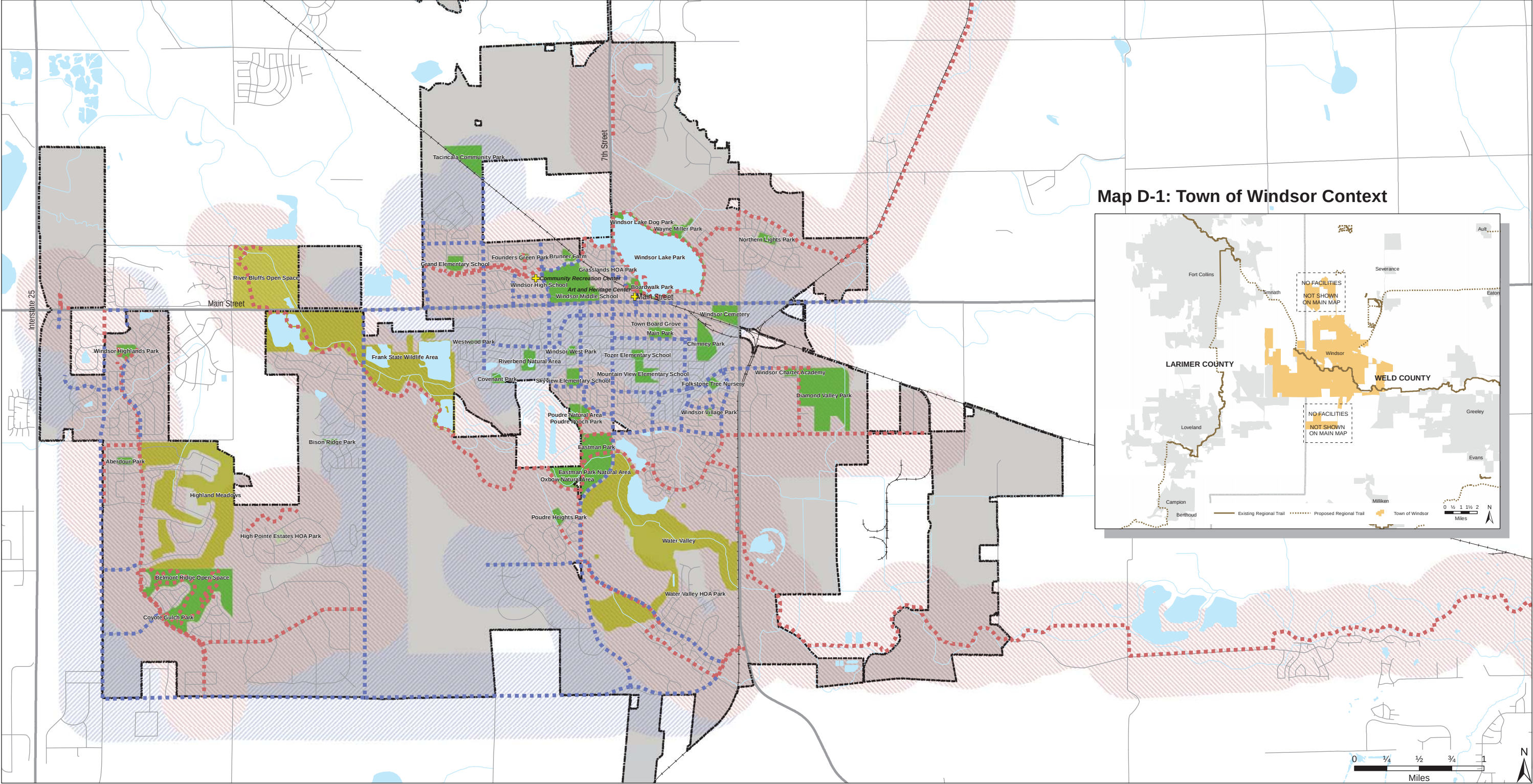
— Local Road
 — Highway
 + + + Railroad

 River
 Water Body
 Town of Windsor

Map C: Walkable Access to Recreation



Map D: Trail System Access Map



Map Produced For Town of Windsor - By The GRASP® Team
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GRASP® Team - July 2015
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- | | | | |
|---|--------------|-------------------|------------------------|
| ■ ■ ■ ■ ■ On-Street Trail | — Local Road | ✚ Indoor Facility | ■ Town of Windsor Park |
| ■ ■ ■ ■ ■ Off-Street Trail | — Highway | — River | ■ HOA Park |
| ■ ■ ■ ■ ■ 1/3 Mile On-Street Trail Proximity | — Railroad | — Water Body | ■ Alternative Provider |
| ■ ■ ■ ■ ■ 1/3 Mile Off-Street Trail Proximity | | | ■ Town of Windsor |

