



*Chapter 5a*

# LAND USE PLAN



The Town of Windsor is a historic Front Range community that is experiencing rapid growth and development. Anchored by a historic downtown, the Town includes a mix of new and old residential districts, emerging commercial centers, and an evolving industrial sector. The Land Use Plan is designed to guide new growth, taking a balanced approach to land use that accommodates future growth while limiting impacts to existing neighborhoods and conserving open space areas that reflect the rural and agricultural heritage of the community.

The Land Use Plan takes into consideration key development influences such as market conditions, the existing roadway network, rail corridors, environmental features such as the Cache la Poudre River, reclaimed gravel mining areas, and scenic bluffs. Land use designations guide the location, character, and use of future development. The result is a land use pattern that provides a range and mix of housing options, commercial centers, and employment areas that contribute to a diverse and vibrant economy and high quality of life. The Land Use Plan and its supporting goals and objectives should serve as the foundation for land use and policy decision-making and act as a guide to ensure Windsor achieves its community vision.

# Land Use Categories

The land use designations illustrated within the plan are a result of existing land uses, expert analysis, and the vision established by the Windsor community. Areas within Windsor fall under the following 14 categories:

1. Estate Residential
2. Single Family Detached Residential
3. Single Family Attached Residential
4. Multi-Family Residential
5. Downtown/Mixed Use
6. General Commercial
7. Regional Commercial
8. Light Industrial
9. Industrial
10. Public/Semi-Public
11. Agriculture
12. Parks/Recreation & Open Space
13. Utilities/Transportation
14. Intergovernmental Planning Area

## Estate Residential

The Estate Residential category includes single family homes that are set on large lots, typically greater than one acre in size. Parcels within this category may also include homes that integrate agricultural and equestrian uses. Low Density Residential uses are inclusive of both planned subdivisions, as well as large-lot single family homes that have been developed individually over time. Estate Residential areas contribute significantly to the rural character of the Windsor community; however, to accommodate the Town's growing population while limiting impacts to infrastructure, its application moving forward is limited.

## Single Family Detached Residential

The majority of residential uses fall within the Single Family Detached Residential category. They consist primarily of single-family detached homes, but these areas can also include components of single-family attached homes, such as townhouses and duplexes. This land use category encompasses older parts of Windsor, which are arranged on a grid street pattern, as well as stand-alone residences sited as part of larger planned subdivisions.

An effective technique to increase housing product diversity in Windsor is to integrate multi-family and attached units into low-density single-family detached neighborhoods. This architectural and site design approach has been effectively used since the beginning of the 20th Century in a variety of planned communities where such structures are indistinguishable from large, single-family estates. The Town of Windsor should evaluate allowing mansion-style apartment homes of up to four units in new subdivisions, when properly integrated into neighborhood character as part of its zoning code update.

## Single Family Attached Residential

The Single Family Attached Residential category primarily includes single-family attached homes, but may also include small lot single-family detached as well as multi-family units. The category is intended to serve as a transitional land use between lower density residential areas and higher density/higher intensity uses. The Single Family Attached Residential category is intended to accommodate a range of housing types and sizes, such as townhomes, that can be seamlessly integrated within a neighborhood through compatible design and architectural features.

This land use category may also be suitable for strategically-placed commercial uses. These uses would be small-scale businesses that primarily serve the neighborhood and exhibit a similar architectural style and scale as adjacent residential dwellings.

## Multi-Family Residential

The Multi-family Residential land use category includes residential structures that contain multiple dwelling units such as apartments and condominiums. Housing units are usually stacked vertically and attached horizontally, and typically have common hallways and amenities. This category may also include single-family attached housing, as well as senior housing and assisted living facilities. Multi-family Residential areas provide increased housing opportunities for a range of incomes, increasing the overall housing diversity of the Town, and generally have limited impacts to water and wastewater infrastructure compared to low density housing types. Multi-family Residential developments are often best sited adjacent to or within close proximity of community facilities, service and shopping areas, transportation corridors, and other community amenities. As such, limited commercial uses should be permitted on the ground floor of multi-family residential developments.

## Residential Mixed Use

This category is intended to accommodate a range of residential housing types, as well as commercial and light industrial uses. The mix of single-family detached, single-family attached, and multi-family housing products promotes development that caters to a variety of family sizes and incomes, and provides an opportunity for residents to age-in-place.

## Downtown/Mixed-Use

The Downtown/Mixed-Use land use category includes areas within the downtown Windsor area. Uses primarily include retail commercial, service, and professional offices; however, multi-family housing on the upper levels of downtown structures should be encouraged. This mix of land uses—commercial and residential—is intended to create a lively town center, concentrating a range of activities and housing density within a compact area.

## General Commercial

The General Commercial land use category includes areas designated for the sale of goods and services and to accommodate offices and other professional employment uses. The designation encompasses local commercial uses that typically serve the needs of residents and the immediate surrounding area, including convenience uses, grocery stores, retailers, restaurants, professional offices, personal services uses, small shopping centers and multi-tenant centers, and more. The General Commercial land use category may also accommodate residential uses on upper levels of commercial buildings to establish mixed-use neighborhood nodes. These General Commercial areas are typically located along the Town's primary corridors and key intersections of major roadways.

## Regional Commercial

The Regional Commercial land use designation includes larger shopping areas intended to draw customers and visitors from beyond the Windsor community. These uses include large shopping centers, lifestyle centers, larger retail establishments, multiplex movie theaters, and more. Because these uses depend on a regional draw for their customer base, it is essential that such development have excellent regional access and visibility. In Windsor, the area designated for Regional Commercial is the land along I-25, north and south of the SH 392 interchange. This regional commercial/employment node is also well-suited for a mix of commercial and higher density residential uses, and opportunities for future transit-oriented development.

## Light Industrial/Business Park

Light Industrial/Business Park land uses include office, re-search, light manufacturing, processing, limited production, more intense commercial service use, and the storage and/or distribution of goods. Activities tend to occur inside structures, with outdoor areas allowing well-screened and limited storage or distribution. This land use category includes business and office parks used to support industrial operations, research, or logistics, which are typically developed as a coordinated subdivision or development. While this land use category has limited environmental and noise impacts, and is generally compatible with nearby residential or commercial areas, it may generate increased truck traffic, and uses should be well-screened and buffered from adjacent non-business type uses.

## Heavy Industrial

Heavy industrial uses can include large-scale facilities that involve the processing of chemicals and plastics, refineries, and industrial machinery. Given the freight traffic, visual, noise, and environmental impacts generated by heavy industrial uses, these areas should be heavily buffered from adjacent land uses. Residential land uses adjacent to heavy industrial users should be discouraged in favor of light industrial and commercial as transitional uses to housing areas.

## Public/Semi-public

The Public/Semi-Public land use designation includes schools, places of worship, libraries, government offices, social service providers, etc., which support activities for the benefit of the general public. Public/Semi-public land uses are generally integrated within and adjacent to residential and commercial land uses.

## Agriculture

The Agriculture land use designation consists of cultivated fields actively used for raising crops, livestock, and other farming related activities. This designation may also include accessory buildings and uses such as single-family homes. With limited infrastructure to areas outside the Growth Management Area, many existing agricultural uses will likely remain as such throughout the course of this Comprehensive Plan. Additionally, agricultural areas may be preserved with the implementation of transfer of development rights (TDRs) programs.

## Parks & Open Space

Public Parks and Open Space areas include parcels that are designated for active recreation, typically hosting fields, facilities, and supporting amenities related to athletics and public gathering. The designation also encompasses natural areas within the community that remain undeveloped due to development constraints or important environmental features such as wetlands, large tree stands, creeks, ecosystems, etc. Nevertheless, open space areas do not necessarily preclude future development; therefore, the Town should actively pursue conservation easements and other protective measures to maintain the open space areas that characterize the Windsor identity. In addition, this category may include existing mineral extraction sites, which are statutorily protected resources. Mining activities are considered temporary until the resource has been harvested.

## Utility/Transportation

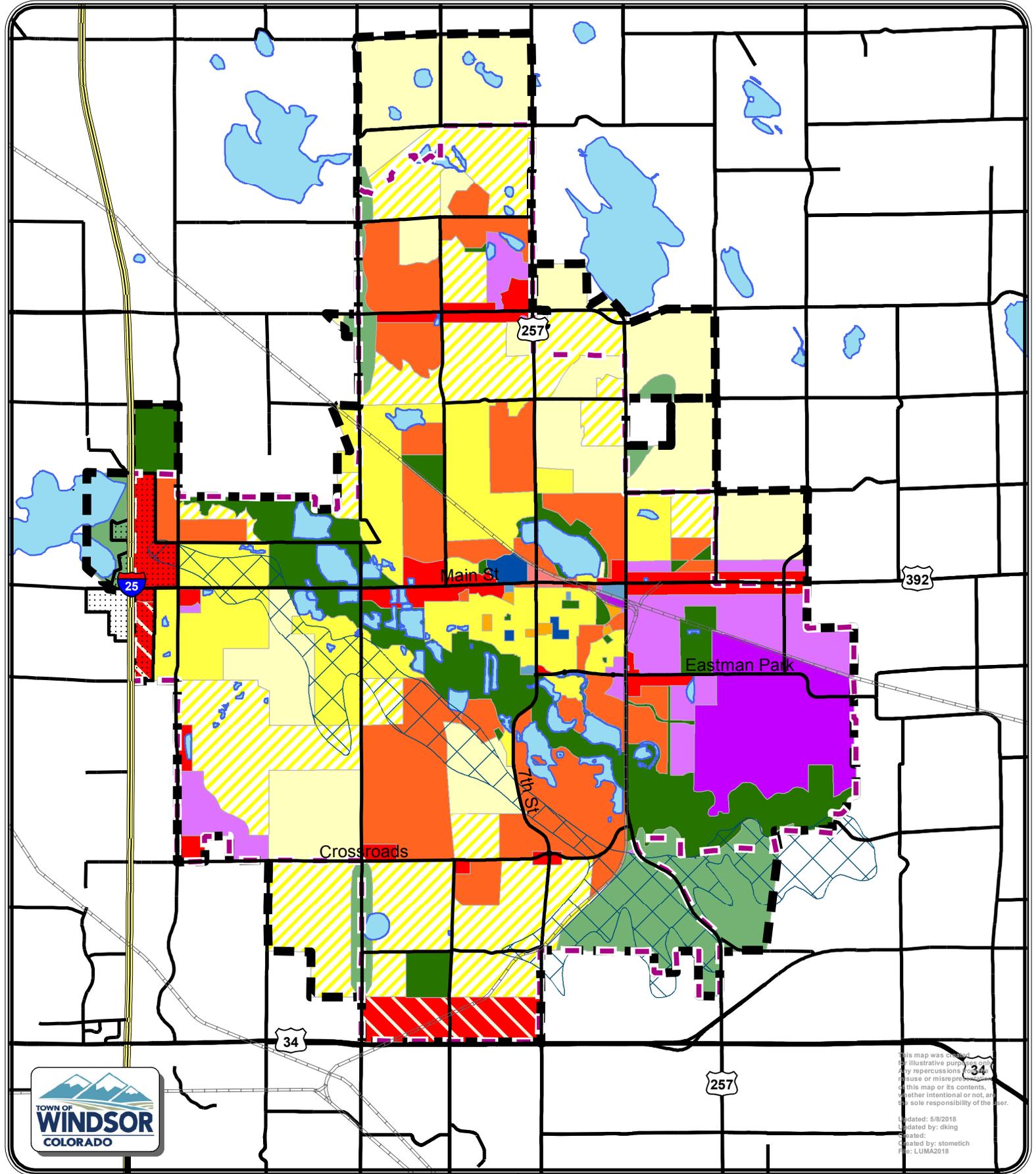
The Utility/Transportation land use designation includes areas of the community dedicated to infrastructure related to railroad rights-of-way, electricity, water distribution, collection and refinement, etc.

## Intergovernmental Planning Area

Intergovernmental Planning Areas include parcels that are subject to an increased level of land use regulation, governed by intergovernmental agreements between the Town of Windsor, adjacent municipalities, and counties. The intent of these areas is to align land use policies that are mutually beneficial, which may entail precluding specific land uses while permitting others.

## Temporary Mining Activities

The Town of Windsor includes some current mining uses, which are primarily located in land classified as Parks/Open Space on the Land Use Plan. These uses are further detailed in the Industrial Areas section of this chapter.



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# LAND USE

- |   |   |                           |        |
|---|---|---------------------------|--------|
| Single Family Residential                     | Central Business District                           | Other Public/Semi-Private | CIA    |
| Multi-Family Residential                      | Employment Corridor                                 | Schools                   | CAC    |
| Low Density Estate Single Family Residential  | Neighborhood & General Commercial                   | Light Industrial          | Bluffs |
| High Density Estate Single Family Residential | Community Separator                                 | Heavy Industrial          | Water  |
| Residential Mixed Use                         | Parks, Open Space, Mineral Extraction & Flood Plain | GMA                       |        |



# Land Use Policies

The Land Use Plan is intended to guide future land use and development decisions as well as provide a framework for future zoning updates and amendments. It should serve as the formal policy statement for land use, informing decision-making for development and redevelopment projects.

In certain parts of Windsor and its planning area, parcels have been developed and the existing built-form should be acknowledged in the Land Use Plan. Further, although not completely built-out, other subdivided and improved parcels present a fair degree of certainty on their ultimate development. Other areas are still taking shape. As a result, some areas on the Land Use Plan are demonstrated with harder edges and existing parcel lines; in other areas, such as Harmony Road, they are demonstrated more conceptually.

## Using the Land Use Plan

The Land Use Plan was developed through detailed analysis to consider existing land uses and development, while creating a development pattern that seeks to achieve the vision for the community. It typically follows existing parcel lines to categorize specific land uses. While this gives a very precise designation for individual parcels, it is understood that parcels may be subdivided and assembled over time. As such, the exact boundaries of the land use categories may be subject to modification and should be regularly monitored and re-evaluated as part of the administration and implementation of the Plan. Nevertheless, future land use should be interpreted to follow the boundaries as set forth in the Land Use Plan.

## Land Use Transitions

The land use plan provides designations for all areas within the planning area. Although the Plan strives to co-locate compatible uses, there may be areas that have juxtaposed land uses with a range of different intensities. As the Town continues to build out undeveloped areas and redevelop existing parcels, it should ensure future land use impacts to existing residential neighborhoods are mitigated. This includes, but is not limited to, effective use of development buffers, screening, and landscaping.

Furthermore, where buffering and screening does not allow for an effective separation of uses, new development should be of a similar design aesthetic of established neighborhoods to maintain the existing community character. While the scale and bulk of new development may be more intense, it can better blend with adjacent buildings through similar design.

## Southeast Area Open Space

The area located at the Town's southeast edge includes a mix of land uses designated both open space and agriculture (SE Area). Given the presence of bluffs that create steep grades and soil conditions susceptible to erosion, the SE Area has relatively low development potential. While these conditions do not preclude future development, the Town should work with property owners to secure conservation easements as well as potentially purchase environmentally sensitive sites within the area to expand open space areas south of the Cache la Poudre River. This not only creates public open space but establishes a development buffer that separates Windsor from Greeley, as well as contributes to the identity of Windsor.

## Land Use & Zoning

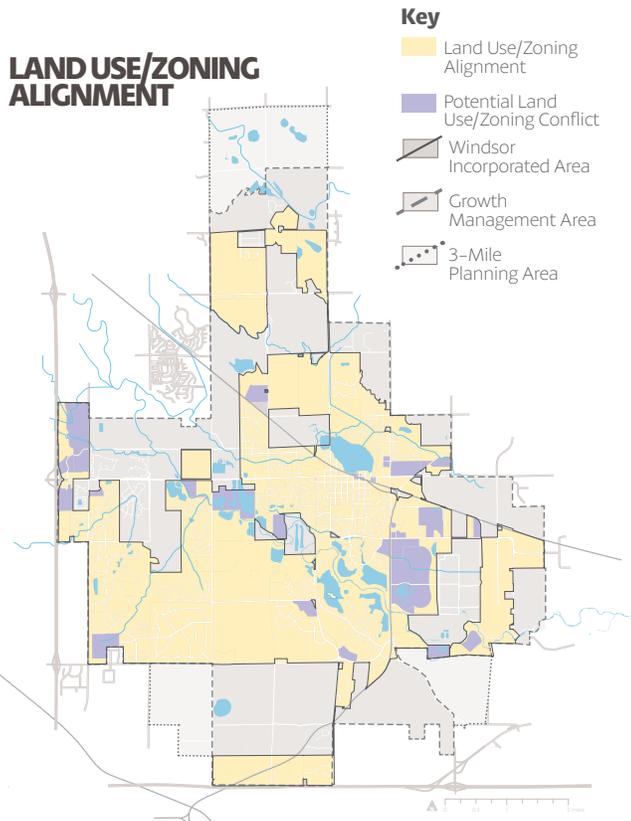
In order for the Land Use Plan to achieve the Windsor vision, it should be reflected in the Zoning Chapter of the Town of Windsor Municipal Code (Chapter 16). The Comprehensive Plan and zoning should work to reinforce one another: the Comprehensive Plan establishes Town policy and the Zoning Code provides its legal framework for future decision-making. A widely accepted planning best practice is that the Zoning Code should be quickly updated to reflect the Comprehensive Plan, and in some states that practice is required by statute. The land use strategies and long-range development vision presented in Windsor's updated Comprehensive Plan triggers certain areas that will require plan and zoning code calibration.

## Zoning Code Update

Adoption of the Comprehensive Plan should be followed by an initiative to update of the Town's development codes including zoning regulations, subdivision regulations, and others. Changes to the Town's zoning chapter may include the refinement of existing regulations to address height, bulk, and intensity standards, as well as permitted uses. Potential amendments may also include the development of new zoning districts, such as an agriculture district, to accommodate existing non-conforming uses. Further, zoning overlay districts that offer greater design specificity and/or development incentives could be targeted for certain areas identified in the Plan. As the vision for the community evolves, the Town should periodically review and update its land use regulations and standards to ensure it remains an effective tool to implement the vision outlined in the Comprehensive Plan.

## Zoning & Land Use Alignment

As a preliminary step to anticipate potential zoning changes, the types of land uses permitted within the zoning code is compared to the land use plan. Zoning alignment issues not only address differences in land use, but also differences in intensity of land use. For example, areas zoned as general commercial may be better suited as neighborhood commercial to require small lot sizes and development that is more compatible with adjacent residential neighborhoods. The map below outlines zoning areas that are not aligned with the Land Use Plan. This may be due to differences in use, omissions of permitted uses, as well as differences in desired density.



## FORM-BASED CODES

Form-based codes are a type of zoning mechanism that prioritizes the physical form of the built environment over land use. It is a tool that can be used to preserve the character of existing communities, ensuring future development aligns with established neighborhoods. It addresses not only the “development envelope” through setbacks and site design, the architecture and building materials of the vertical improvements, and overall aesthetic character of an area, but it also provides a holistic design that guides the right-of-way and public infrastructure too. It regulates both public and private design elements. It can also be used to achieve a desired type of built form, such as a more traditional neighborhood design that promotes specific building design aesthetics, accommodates multimodal activity, and increases predictability for development.

Traditional “Euclidean” zoning seeks to separate land uses to reduce conflict (e.g. ensuring residential homes are not directly next to chemical factory). This type of zoning has become standard, and with it, has separated land uses to such an extent that many residential neighborhoods are sited far distances from local grocery stores and employment centers. Form-based codes seek to create more predictable, walkable neighborhoods that regulate the design of buildings, streets, sidewalks, and landscaping, which in turn, can dictate land use. Unlike a traditional zoning map that emphasizes the geographic location of land use, form-based codes utilize a regulating plan that identifies specific locations where different building form standards apply. Form-based codes can be applied town-wide, within specific areas of a town, or as an overlay that works with existing zoning classifications and land use standards.

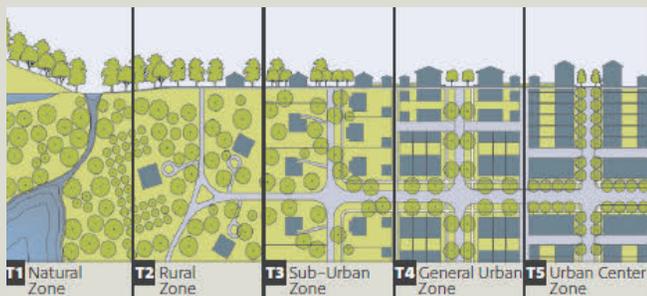
## MIXED USE ZONES

Mixed use zones are generally considered to consist of buildings that house commercial uses on the ground floor, with residential uses on the upper floors. This traditional form of mixed use is vertical mixed use and serves as a powerful form of the built environment to foster lively, walkable neighborhoods. However, mixed use zones can also include horizontal mixed use, which can achieve similar goals as vertical mixed use zones.

Horizontal mixed use zones combine several types of single-use buildings within an area of one town block. This approach can be used to transition existing single-use neighborhoods into more diverse land uses as well as avoids financing and coding complexities of traditional vertical mixed use zones. Towns can use a combination of vertical and horizontal mixed use to achieve pedestrian-scaled neighborhoods that allow residents to walk from their place of residence to shops, restaurants, schools, and other community amenities.

## TRANSECT ZONES

Transects serve to categorize a range of habitats from dense urban core to natural areas. The most widely used urban-to-rural transect zones were introduced in 2003 by Duany Plater-Zyberk & Company to illustrate scales of density and land use impact. The transect is the basis of the SmartCode, which is a model transect-based planning and zoning document. The transect zones, or T-zones, organize land use based on the physical form of the natural environment with each zone reflecting specific density and design characteristics.



SmartCode Version 9.2

## Mixed-Use Livability for Windsor: Compatibility, Form, & Connectivity

The Town of Windsor has established a vision and development goals that emphasize multi-modal transportation, active living, and mixed-use development executed in a manner that preserves the community's small town character. This is a delicate balance to strike and it requires a targeted approach for mixed-use development that is most appropriate for Windsor.

For some, mixed-use development means big cities and downtowns, and for others it means the iconic "Main Street form" of 2-3 story buildings strung along gridiron street blocks, with retail fronting the sidewalk and office or residential units upstairs. Although those examples definitely achieve this intended built form, a vertical mixed-use approach alone is likely too limiting for the Town of Windsor.

There are certain areas such as Downtown, the I-25 interchange, and future neighborhood nodes identified in the Land Use Plan, where such multi-story, mixed-use development in a traditional pre-war design makes sense. In fact, in these areas it should be encouraged and even incentivized, and it is an important part of the community's overall vision. However, there are many parts of the existing Town of Windsor, as well as areas projected for future growth, where this development pattern is likely inappropriate for land use and development considerations including, but not limited to, scale, density, proximity, and transition and buffering.

To a certain degree, Windsor's vision will require areas that leverage "horizontal mixed-use" design (see sidebar). The Town features a number of conventional single-family detached subdivisions, some including larger estate lots and clustered orientation around golf courses and natural features, which will likely never be in close proximity to neighborhood retail or employment. In certain areas future residential development will likely feature some of the same design elements and subdivision orientation that does not lend itself to vertical mixed-use development. But a "transect" approach could apply to the long-range build-out of Windsor.

Windsor's citywide urban design could be anchored on three primary nodes of grid street, multi-story development located Downtown, at the I-25 interchange, and the Fairgrounds entertainment district, with decreasing tiers of density and use intensity radiating out from those areas. Certain parts of Town would be low-density, such as estate residential neighborhoods and open space, and represent the opposite end of the transect. This design and development approach could also be used to emphasize the transition from other communities, such as Greeley, into Windsor by promoting low-density uses and open space at the edges of the Town's boundary.



### *Compatibility*

An important part of implementing Windsor's development vision is managing land use adjacency through an approach that promotes compatibility and supports "horizontal mixed-use" design. To a degree, this land use approach is more about promoting the inter-relationship between adjacent land uses and less about buffering, screening, and separating different land uses from each other. The latter approach typically creates saturated land use "silos" or "pods" connected only via arterial roadways, with limited or no connections on local streets for people on bikes or walking, or people making short automobile trips. The contrast is often called traditional neighborhood design (TND) and draws from how neighborhoods and communities were built prior to the mid-20th Century.

Although some homeowners and residential developers prefer not to have any commercial, employment, or public facilities near their houses, ultimately there are community benefits to having housing in proximity to other uses like offices, schools, churches, and grocery stores, for example. Further, this traditional neighborhood design (TND) approach has been generally endorsed in Windsor during the community planning process and has been successfully implemented throughout the Front Range. Therefore a critical zoning and urban design challenge is creating a form-based environment that promotes strategic land use adjacency and compatibility while still maintaining a high residential quality-of-life. Windsor's existing urban form and projected growth areas position the Town well to achieve this goal.

The Future Land Use Map and Land Use Plan identify neighborhood commercial nodes, parks and open spaces, and community facilities in a manner that supports the distribution of these uses throughout Town. This approach creates the foundation to pursue compatibility between land uses through future Zoning Code revisions and form-based regulations. A transect-styled form-based zoning code could further this land use approach.

However, the Town must also address how land uses in close proximity are positioned as an asset—a local neighborhood business district and branch library location near a residential subdivision—rather than separate areas that must be robustly buffered from each other. This is partly achieved through urban design as well as citywide land use planning. Compatibility gets at making "horizontal mixed uses" more integrated together and strengthening these relationships, and less about addressing how to make them coexist in separate "silos."

There are two critical ways to emphasize land use compatibility: regulating urban design and built-form, and investing in connectivity through multi-modal infrastructure.

## LAND USE PLAN UPDATES

The Comprehensive Plan is a dynamic document used to guide future growth and development. As such, it should reflect changes in economic forces, legislative action, development technologies, and community preferences. Plan updates and amendments should be made according to the following provisions:

1. The Land Use Plan Map should be reviewed on an annual basis by the Planning Commission and Town staff to determine what revisions, if any, may need to be made to the Map based upon changes in the land uses that the Planning Commission has determined should be made to different areas within either the GMA and/or community influence area (CIA) or because of zoning changes that have occurred in this interim period but are not reflected on the Map. It should be noted that the Land Use Plan Map is used to guide land use policy, and does not require separate updates or amendments for every parcel-specific zoning change.
2. A review of the entire Plan should be conducted within five years of the last update of the Plan in order to determine whether or not the goals, policies, and land use depictions outlined in the Plan are still current and are continuing to meet the needs of the community. Where it is determined that certain revisions to the Plan would prove to be beneficial to the Town's long-range planning and development, the Plan, and all related land use documents such as the zoning code, subdivision regulations, etc., should be revised to reflect the changing needs of Windsor. This review of the entire Plan should be performed as a collaborative effort involving the Plan. This update is one of two types of comprehensive plan amendments.
3. The Plan can be amended (the second of two types of Plan amendments) in order to (a) correct technical and/or legal errors in the Plan, (b) update the data in the Plan, or (c) make other necessary revisions which will cause the land use depictions in the Plan to be consistent with the development patterns in the community. In accordance with all respective public hearing requirements, and in consultation with the Town Board and Town staff, the Planning Commission shall be responsible for making amendments to the Plan. The Planning Commission shall consider the following criteria in regard to the approval or rejection of any proposed amendment to the Plan:
  - a. Conformance with the goals and policies outlined in the Plan;
  - b. Compatibility with existing and planned land uses;
  - c. Minimizing detrimental impacts to the existing or planned transportation system; and
  - d. Adequacy of existing or planned service capabilities.
4. Adoption of proposed amendments to the Plan shall be in full compliance with all requirements for such comprehensive plan amendments as outlined in the *Colorado Revised Statutes* and the *Windsor Municipal Code*.

## Form

Form governs the design and orientation of not only future development but also the public infrastructure that serves those sites. While the Town of Windsor has not historically delved into urban design at this level of detail, it is an important policy direction going forward to see its community vision materialize. While some municipalities have thrown out their old zoning codes and adopted entirely form-based regulations to govern land use development in their communities, that approach is challenging and likely inappropriate in Windsor. However, a hybrid approach of adopting form-based regulations in targeted areas may work for Windsor.

The Town of Windsor needs to identify the types of built-form and urban design standards appropriate for the wide variety of existing development and extrapolate the desired elements into an adopted code to guide future construction. Form-based regulations and an application of a density transect approach will need to be customized to Windsor specifically. This will include providing urban design criteria not just for multi-story, mixed-use infill projects Downtown, but also for retail strip centers and single-family detached neighborhoods throughout the community. Further, it must also guide how adjacent land uses should transition and inter-relate between each other.

One important technique to evaluate is establishing a general form-based set of standards that offer more flexibility throughout the Town, and then target specificity through the use of overlay districts. In certain areas, such as primarily residential neighborhoods, Town officials may focus more on use type and less on precise urban design criteria, whereas in other parts of Windsor, such as the I-25 interchange district, the specific land use may be less important than the built-form. Overlay districts can be an effective tool to create a dynamic, hybrid zoning code.

## Connectivity

Although virtually every property is connected in Windsor through the use of the automobile, the comprehensive planning process has endorsed investing in multi-modal options, primarily walking and bicycling as critical alternatives. This community desire aligns well with elevating the importance of urban design and integrated land uses as the Town considers zoning code revisions. Multi-modal connectivity between neighborhoods and parts of Town is fundamental to promoting many of Windsor's development goals.

Strategies such as "complete streets," which reposition existing right-of-way and public infrastructure found between "curb to curb," is an important policy element and is addressed in detail in Chapter 6: Transportation & Mobility. Further, Windsor's trail and sidewalk network is detailed in that chapter and critical gaps and potential extensions are identified. Windsor cannot focus squarely on the private property and architectural aspects of developing a community rooted in livable, traditional neighborhoods but must also address its public transportation infrastructure.

These transportation policy approaches culminate in creating a community designed around integrated areas where people can drive, walk, or ride from their homes to a wide variety of districts and neighborhoods for work, school, daily needs, or recreation. However, they still can quickly and efficiently access the greater Northern Colorado region via automobile. This transportation design needs to be retrofitted in existing areas and expanded as part of future development and new construction. The Town's zoning code and development regulations can address future private development while its budget, Capital Improvement Plan, and infrastructure programming can begin to invest in existing areas. Regardless of the implementation strategy, investing in improved multi-modal connectivity is a critical element to this design and development approach.

## The Importance of Transit and Transit-Oriented Development (TOD)

The Town of Windsor does not currently have transit service and transit options in Northern Colorado are, in general, less robust and frequent than systems found in other metropolitan areas. Ultimately establishing and expanding well-designed transit service in Windsor, and throughout the region is critical to achieving many of the Town's urban design, land use development, and multi-modal transportation goals.

The Comprehensive Plan identifies the I-25 interchange and Downtown as key areas of density, employment, commercial activity, and a mix of land uses that may support transit ridership in the future. Further, both the 2008 Windsor-Fort Collins I-25/SH 392 Interchange Improvement Plan and the 2011 CDOT North I-25 Final Environmental Impact Statement identify the I-25/SH 392 interchange as one of 13 future express bus stations for service between Fort Collins and Greeley to downtown Denver and DIA. While a park-and-ride facility at the interchange will facilitate transit ridership, development should not be limited to the location of the existing park-and-ride or future transit facility. In fact, transit-oriented development (TOD) is successful within 1/4- to 1/2-mile of transit stations. As such, local transit connections and TOD should also be considered for the northeast and southeast quadrants of the intersection.

Other areas, such as the Great Western Industrial Park and the future Fairgrounds entertainment district, may emerge as critical transit destinations. The Town needs to address long-range transit service planning from a public program and community facility standpoint. Ultimately this is a regional transportation policy, but it carries implications for local land use planning in Windsor. The most immediate implication is guiding development to anticipate TOD.

Windsor will continue to grow rapidly and although there is not transit service in place today, it does not preclude the Town from anticipating transit service in the future. The most effective approach at this time would be using a zoning overlay that implements the principals of TOD in targeted areas such as the I-25 interchange and Downtown. Such overlay districts can provide development incentives and bonuses to encourage certain transit-supportive features like stations and bicycle racks to be included in new construction; these components can be built later as transit service is introduced, or as the area meets density and ridership targets, so the retrofitting aspect has been most efficiently planned and designed from the beginning. Further, the Town may want to consider promoting and incentivizing or requiring additional employment and residential density in TOD overlay areas to help support transit service demand in the interim.