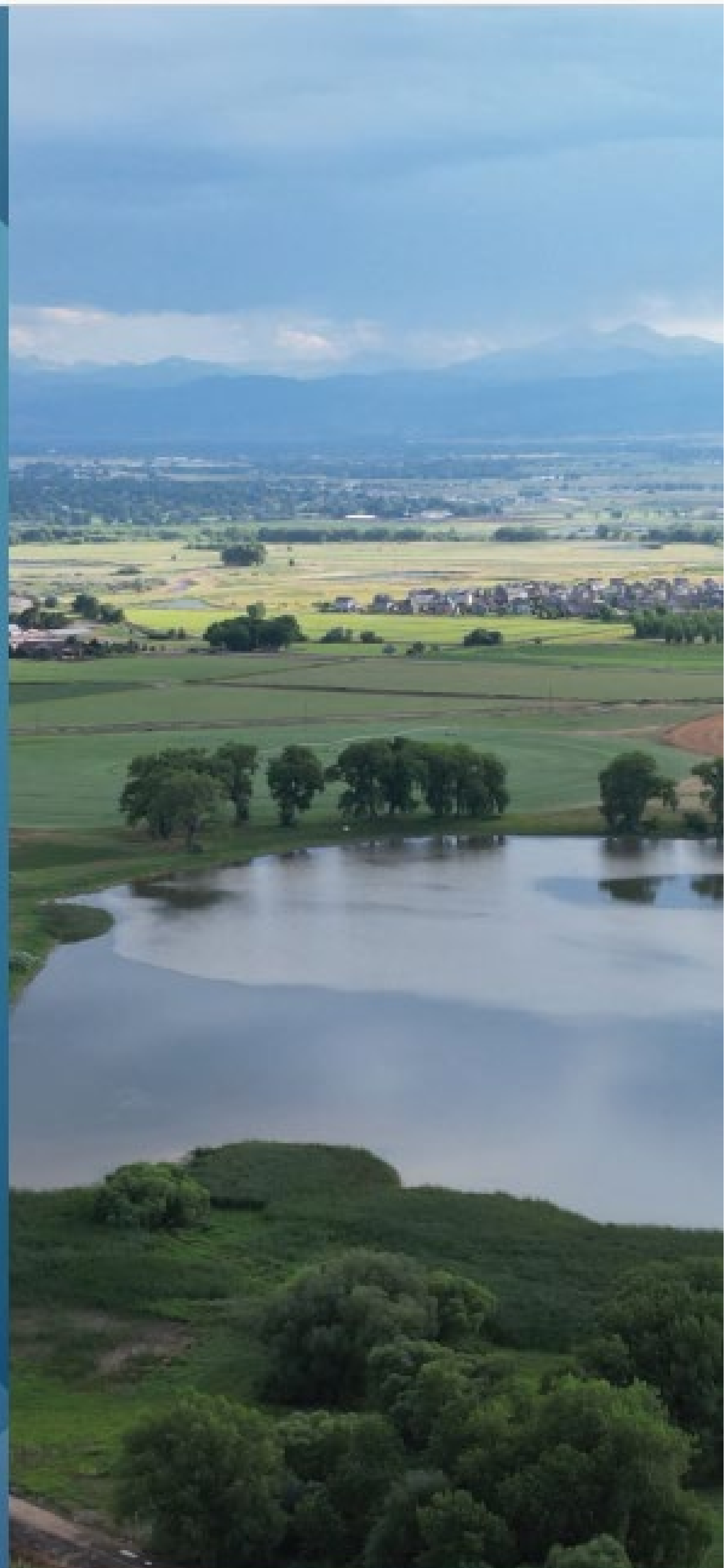
2025

Annual Comprehensive Financial Report



For the year ended
December 31, 2025

Town of Windsor Colorado

301 Walnut St. Windsor Co. 80550 | (970) 674-2400 | windsorgov.com

TOWN OF
Windsor, Colorado

ANNUAL COMPREHENSIVE FINANCIAL REPORT

For the fiscal year ended

December 31, 2025

Prepared by the Finance Department

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STATISTICAL SECTION

June 30, 2026

Citizens of Windsor, Colorado,
Honorable Mayor, Town Board Members, and Town Manager

The Annual Comprehensive Financial Report ("ACFR") of the Town of Windsor, Colorado (the "Town"), for the fiscal year ended December 31, 2025, is hereby submitted. The report was prepared by the Town's Finance Department.

Responsibility for the accuracy, completeness, and fairness of the presentation, including all disclosures, rests with the Town. This is based on a comprehensive framework of internal controls that have been established for this purpose. To the best of our knowledge and belief, the enclosed data is accurate in all material respects and is reported in a manner designed to fairly present the financial position and changes in financial position of the Town, on a Government-wide and Fund basis. All disclosures necessary to enable the reader to gain an understanding of the Town's financial activities have been included.

Article 11, Section 12 (11.12) of the Town of Windsor Home Rule Charter requires an independent annual audit. The Town's financial statements have been audited by Hinkle & Company, PC, a firm of licensed certified public accountants. The goal of the independent audit was to provide reasonable assurance that the financial statements of the Town for the year ended December 31, 2025, are free of material misstatement. The independent audit involved examining on a test basis, evidence supporting the amounts and disclosures in the financial statements; assessing the accounting principles used and significant estimates made by management; and evaluating the overall financial statement presentation. The independent auditor concluded, based upon the audit, that there was a reasonable basis for rendering an unmodified opinion that the Town's financial statements for the year ended December 31, 2025, are fairly presented in conformity with accounting principles generally accepted in the United States of America. The independent auditor's report is presented as the first component of the financial section of this report.

The ACFR is presented in three sections: introductory, financial, and statistical. The introductory section includes this transmittal letter, a copy of the City's Certificate of Achievement for Excellence in Financial Reporting, and the primary government's organization chart. The financial section includes the management's discussion and analysis (MD&A), the basic financial statements including notes for the primary government and its separately presented component units, required supplementary information, and the primary government's combining and individual financial statements and schedules, as well as the independent auditor's report on the financial statements and schedules. The MD&A contains a narrative introduction, overview, and analysis of the City's financial statements. It should be read in conjunction with this letter of transmittal. The statistical section includes selected financial and demographic information, generally presented on a multi-year basis. In contrast to the financial section information, the statistical section information has not been audited. This report includes all funds of the primary government and its component unit. The primary government provides a full range of services. These services include public safety, public works, development services, culture and recreation, economic and community development, and general administrative services. The Windsor Downtown Development Authority is presented as a component unit in the financial statements.

Profile of the Town

The Town of Windsor incorporated in 1890 and adopted its Home Rule Charter in 2003 providing for a Board-Manager form of government. The Town is located between the mountains and the plains and is centrally located between Fort Collins, Greeley, and Loveland. Windsor is surrounded by universities, thriving businesses, and access to a vibrant cultural scene. Windsor maintains small town charm with 45,000 residents and a viable, stable, diverse, and strategic economic base which supports the needs and enhances the lifestyles of those living and working in our community and region.

The Town provides general government, police services, public records, cultural & recreational programs, sports facilities, parks, trails and open space, forestry services and a cemetery. The Town's development services include planning, engineering, building inspections, and code enforcement. Administrative services include executive management, legal services, human resources, communications, finance, and information technology. The Town supplies potable and non-potable water, sewer, and storm drainage services. Electric, gas, and trash services are provided by private companies.

The Town has experienced an average annual rate of population growth of 7.5% since 2016, making it one of the fastest growing municipalities in Colorado. Construction, manufacturing, and retail dominate Windsor's industry sectors with local, national, and international business presence. This includes companies such as Vestas Blades, Tolmar, Intersand, OI Glass, and more.

Sales and use taxes are the primary source of general revenues for governmental activities (52.3%), followed by property tax (20.5%), totaling 72.8% of the general revenues for fiscal year 2025 and 62.9% of total governmental revenues for the Town. The Town's sales tax base is multi-faceted, with retail sales (including grocery stores) making up 45.8% of total sales. In 2025, sales tax collections exceeded the prior year's collections by $2.1M or 8.1%. Alternatively, use tax collections declined from the prior year by $0.8M or 15.2%, the result of decreased permitting activity with Single Family Residential (SFRE) permit issuances falling from 494 issuances in 2024 to 402 issuances in 2025. From a valuation standpoint, assessed valuations of the Town from the Weld and Larimer County assessors, decreased by 12.7% in 2025. The prime reason for the decrease was from lower valuations from oil and gas production, while all other assessment categories increased. This resulted in a decrease of $2.8M in property tax collections over the prior year.

Please refer to the Management's Discussion and Analysis for additional background, analysis, and information on the Town's operations during 2025.

Financial Information

Town management is responsible for establishing and maintaining an internal control structure designed to ensure that the assets of the government are protected from loss, theft, or misuse and to ensure that adequate data are compiled to allow for the presentation of financial statements in conformance with generally accepted accounting principles. The internal control structure is designed to provide reasonable, but not absolute, assurance that these objectives are met. The concept of reasonable assurance recognizes that: 1) the cost of a control should not exceed the benefits likely to be derived; and 2) that valuation of costs and benefits requires estimates and judgments by management.

The Town's budget is prepared in accordance with generally accepted accounting principles (GAAP). The Town maintains budgetary controls, the objective of which is to ensure compliance with legal provisions embodied in the annual appropriated budget approved by the Town Board. The levels of control are as follows:

- The basic level of budgetary control in a governmental entity is at the fund level. No fund shall exceed its appropriated expenditures.
- The next level of budgetary control is the department. The department has budgetary responsibility for an organization, activity, program, or fund budget.
- Within each department budget, there may be one or more divisions or program budgets, which are the third level of budgetary control.

- The final level of budgetary control is the line-item budget, which is the detailed expenditure account budgeted for each program.

Activities of all funds are included in the annual appropriated budget. The appropriations for all funds lapse at year-end, including those appropriations for the Capital Improvement Fund. Projects included in the Town of Windsor Five-Year Capital Improvement Program (CIP) are reviewed annually. Projects extending beyond the current budget year-end are approved in concept only.

The financial statements presented in the financial section of this report are presented in accordance with GAAP; that is, all capital outlays have been aggregated in a single line captioned "capital outlay." Debt service expenditures are presented in a single line caption in the GAAP financial statements, as well. It is the Policy of the Town of Windsor ("Town") after allowing for the anticipated cash flow requirements in its bank accounts to meet daily operational needs and after giving due consideration to the safety and risk of investments, providing protection for both principal and liquidity, to invest public funds in a manner which will provide the highest investment return while conforming to General Guidance on Legal Investments for Colorado Local Governments from the Colorado Department of Local Affairs. The establishment and review of approved investment entities shall be reviewed no less than annually. The purpose of this Policy is to set specific investment policy and strategy guidelines for the Town of Windsor, to achieve the goals of safety, liquidity, yield, and diversification for all investment activity.

The finance department maintains a financial management system, generating reports that assist with budgetary projections and control. By using these reports, necessary budget revisions and spending reductions can be anticipated. These reports help alert department heads when transactions exceed the appropriated budget so suitable action may be taken.

The information presented in the financial statements is perhaps best understood when it is considered from the broader perspective of the specific environment within which the Town operates.

Long-Term Financial Planning

The Town adopted the use of a five-year modeling plan which has been refined continually since its original adoption. This five-year model serves as a financial management plan which ensures long-term financial stability, planning for future replacement and maintenance of capital assets, maintaining current levels of services provided to Windsor citizens and addresses increasing service levels for the organization.

Reporting Achievements

The Government Finance Officers Association of the United States and Canada (GFOA) awarded a Certificate of Achievement for Excellence in Financial Reporting to the Town of Windsor for its Annual Comprehensive Financial Report (ACFR) for the fiscal year ended December 31, 2024. This was the seventeenth consecutive year that the government achieved this prestigious award. To be awarded a Certificate of Achievement, a government must publish an easily readable and efficiently organized Annual Comprehensive Financial Report. This report must satisfy both generally accepted accounting principles and applicable legal requirements.

A Certificate of Achievement is valid for a period of one year only. We believe that our current Annual Comprehensive Financial Report continues to meet the Certificate of Achievement Program's requirements, and we are submitting it to GFOA to determine its eligibility for another certificate.

The Town also received the GFOA's Award for Distinguished Budget Presentation for its 2025 annual budget. To qualify for this award, the Town's budget document was judged to be proficient in several categories including as a policy document, a financial plan, an operations guide, and a communications device. This is the twentieth such award the Town has received.

Acknowledgements

The preparation of the Annual Comprehensive Financial Report on a timely basis was made possible by the cooperation and dedicated services of the staff of the Finance Department and of other Town departmental staff who contributed information in the report. Finally, we wish to thank the Mayor and Town Board for their continued support.

Respectfully submitted,

Dean Moyer
Director of Finance

Government Finance Officers Association

Certificate of Achievement for Excellence in Financial Reporting

Presented to

Town of Windsor
Colorado

For its Annual Comprehensive
Financial Report
For the Fiscal Year Ended

December 31, 2024

Christopher P. Morrill

Executive Director/CEO

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TOWN OFFICIALS

TOWN BOARD MEMBERS AS OF DECEMBER 31, 2025

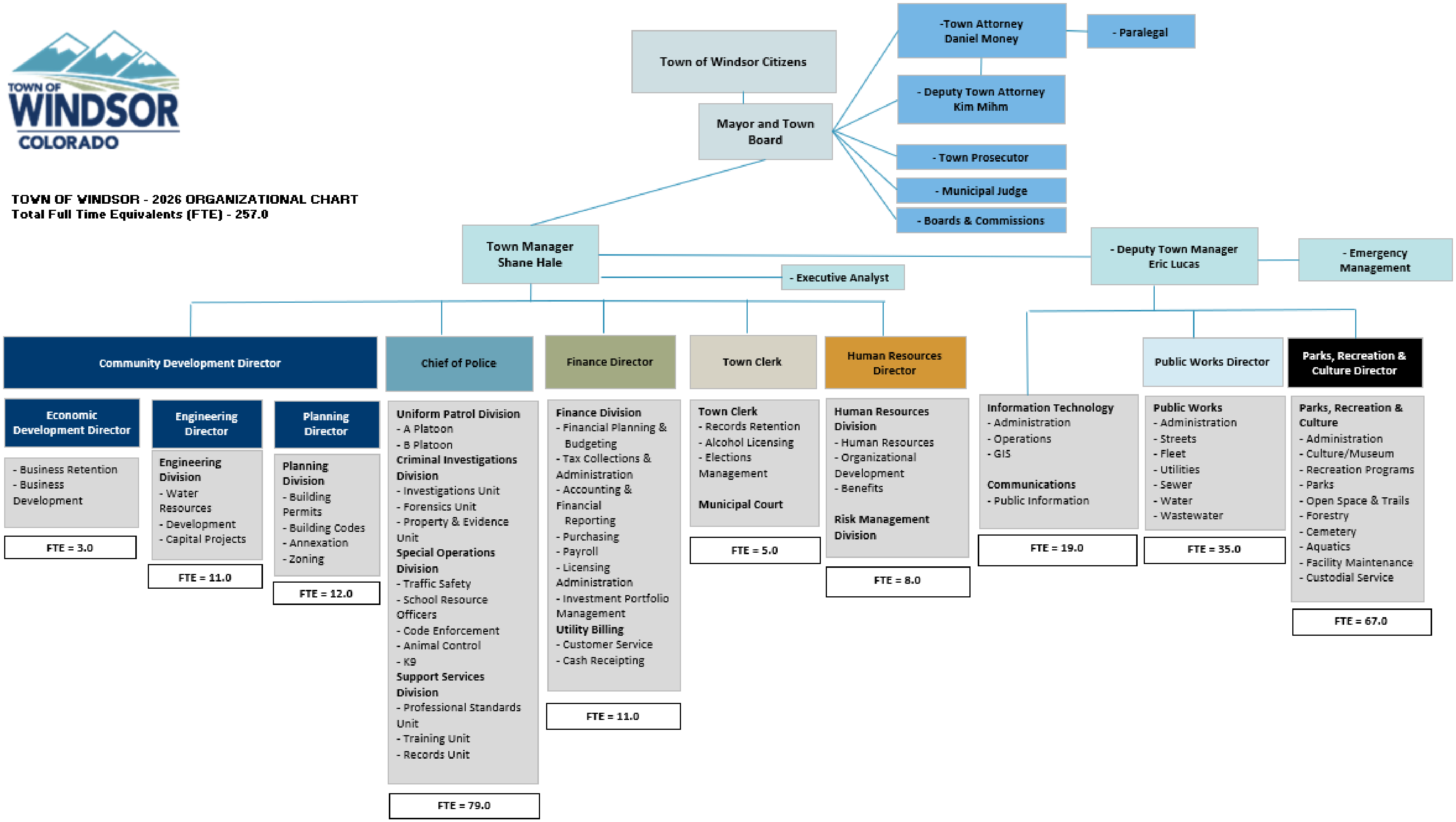
Elected for Four Year Terms

		Term Expires
Mayor	Julie Cline	*Apr 2026*
Mayor Pro Tem *District 1*	Ron Steinbach	*Apr 2028*
Town Board Member *District 2*	Brian Jones	*Apr 2026*
Town Board Member *District 3*	Lainie Peltz	*Apr 2028*
Town Board Member *District 4*	Ken Symsack	*Apr 2026*
Town Board Member *District 5*	Rick Klimek	*Apr 2028*
Town Board Member *District 6*	Jason Hallett	*Apr 2026*

APPOINTED OFFICIALS AND TOWN STAFF AS OF DECEMBER 31, 2025

Town Manager	Shane Hale
Deputy Town Manager	Eric Lucas
Town Attorney	Dan Money
Deputy Town Attorney/Prosecuting Attorney	Kim Mihm
Municipal Court Judge	Teresa Ablao
Chief of Police	Stephen Garrison
Town Clerk	Karen Frawley
Director of Finance	Dean Moyer
Director of Community Development	John Thornhill
Director of Human Resources	Jennifer Butcher-Trujillo
Director of Planning	Scott Ballstadt
Director of Economic Development	Evan Wendlandt
Director of Parks, Recreation & Culture	Tara Fotsch
Director of Public Works	Brian Rowe
Director of Engineering	Omar Herrera

TOWN OF WINDSOR - 2026 ORGANIZATIONAL CHART
Total Full Time Equivalents (FTE) - 257.0



HINKLE & COMPANY PC
Strategic Business Advisors

Independent Auditor's Report

Honorable Mayor and Members of the Town Council
Town of Windsor
Windsor, Colorado

Report on the Audit of the Financial Statements

Opinions
We have audited the accompanying financial statements of the governmental activities, the business-type activities, the discretely presented component unit, each major fund and the aggregate remaining fund information of the Town of Windsor (the Town) as of and for the year ended December 31, 2025, and the related notes to the financial statements, which collectively comprise the Town's basic financial statements as listed in the table of contents.

In our opinion, the accompanying financial statements present fairly, in all material respects, the respective financial position of the governmental activities, the business-type activities, the discretely presented component unit, each major fund and the aggregate remaining fund information of the Town as of December 31, 2025, and the respective changes in financial position and, where applicable, cash flows thereof for the year then ended in accordance with accounting principles generally accepted in the United States of America.

Basis for Opinions
We conducted our audit in accordance with auditing standards generally accepted in the United States of America (GAAS) and the standards applicable to financial audits contained in *Government Auditing Standards* (GAS), issued by the Comptroller General of the United States. Our responsibilities under those standards are further described in the Auditor's Responsibilities for the Audit of the Financial Statements section of our report. We are required to be independent of the Town, and to meet our other ethical responsibilities, in accordance with the relevant ethical requirements relating to our audit. We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinions.

Responsibilities of Management for the Financial Statements
Management is responsible for the preparation and fair presentation of the financial statements in accordance with accounting principles generally accepted in the United States of America, and for the design, implementation, and maintenance of internal control relevant to the preparation and fair presentation of financial statements that are free from material misstatement, whether due to fraud or error.

Office Locations:
Colorado Springs, CO
Denver, CO
Frisco, CO
Tulsa, OK

Denver Office:
750 W. Hampden Avenue,
Suite 250
Englewood,
Colorado 80110
TEL: 303.796.1000
FAX: 303.796.1001
www.HinkleCPAs.com

In preparing the financial statements, management is required to evaluate whether there are conditions or events, considered in the aggregate, that raise substantial doubt about the Town's ability to continue as a going concern for twelve months beyond the financial statement date, including any currently known information that may raise substantial doubt shortly thereafter.

Auditor's Responsibilities for the Audit of the Financial Statements
Our objectives are to obtain reasonable assurance about whether the financial statements as a whole are free from material misstatement, whether due to fraud or error, and to issue an auditor's report that includes our opinions. Reasonable assurance is a high level of assurance but is not absolute assurance and therefore is not a guarantee that an audit conducted in accordance with GAAS and GAS will always detect a material misstatement when it exists. The risk of not detecting a material misstatement resulting from fraud is higher than for one resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control. Misstatements are considered material if there is a substantial likelihood that, individually or in the aggregate, they would influence the judgment made by a reasonable user based on the financial statements.

In performing an audit in accordance with GAAS and GAS, we:

- Exercise professional judgment and maintain professional skepticism throughout the audit.
- Identify and assess the risks of material misstatement of the financial statements, whether due to fraud or error, and design and perform audit procedures responsive to those risks. Such procedures include examining, on a test basis, evidence regarding the amounts and disclosures in the financial statements.
- Obtain an understanding of internal control relevant to the audit in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the Town's internal control. Accordingly, no such opinion is expressed.
- Evaluate the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluate the overall presentation of the financial statements.
- Conclude whether, in our judgment, there are conditions or events, considered in the aggregate, that raise substantial doubt about the Town's ability to continue as a going concern for a reasonable period of time.

We are required to communicate with those charged with governance regarding, among other matters, the planned scope and timing of the audit, significant audit findings, and certain internal control-related matters that we identified during the audit.

Required Supplementary Information
Accounting principles generally accepted in the United States of America require that the management's discussion and analysis and the required supplementary information listed in the table of contents be presented to supplement the basic financial statements. Such information, although not a part of the basic financial statements, is required by the Governmental Accounting Standards Board who considers it to be an essential part of financial reporting for placing the basic financial statements in an appropriate operational, economic or historical context. We have applied certain limited procedures to the information in accordance with auditing standards generally accepted in the United States of America, which consisted of inquiries of management about the methods of preparing the information and comparing the information for consistency with management's responses to our inquiries, the basic financial statements, and other knowledge we obtained during our audit of the basic financial statements. We do not express an opinion or provide any assurance on the information because the limited procedures do not provide us with sufficient evidence to express an opinion or provide any assurance.

Supplementary Information
Our audit was conducted for the purpose of forming opinions on the financial statements that collectively comprise the Town's basic financial statements. The supplementary information, schedule of expenditures of federal awards, as required by Title 2 U.S. Code of Federal Regulations Part 200, Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards and the local highway finance report listed in the table of contents are presented for purposes of additional analysis and are not a required part of the basic financial statements.

The supplementary information, schedule of expenditures of federal awards, as required by Title 2 U.S. Code of Federal Regulations Part 200, Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards and the local highway finance report listed in the table of contents is the responsibility of management and was derived from and relates directly to the underlying accounting and other records used to prepare the basic financial statements. The information has been subjected to the auditing procedures applied in the audit of the basic financial statements and certain additional procedures, including comparing and reconciling the information directly to the underlying accounting and other records used to prepare the basic financial statements or to the basic financial statements themselves, and other additional procedures in accordance with auditing standards generally accepted in the United States of America. In our opinion, the supplementary information, schedule of expenditures of federal awards, as required by Title 2 U.S. Code of Federal Regulations Part 200, Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards and the local highway finance report is fairly stated, in all material respects, in relation to the basic financial statements as a whole.

Other Information Included in the Annual Report

Management is responsible for the other information included in the annual comprehensive financial report (ACFR). The other information comprises the information included in the ACFR but does not include the basic financial statements and our auditor's report thereon. Our opinions on the basic financial statements do not cover the other information, and we do not express an opinion or any form of assurance thereon. In connection with our audit of the basic financial statements, our responsibility is to read the other information and consider whether a material inconsistency exists between the other information and the basic financial statements, or the other information otherwise appears to be materially misstated. If, based on the work performed, we conclude that an uncorrected material misstatement of the other information exists, we are required to describe it in our report.

Other Reporting Required by Government Auditing Standards

In accordance with *Government Auditing Standards*, we have also issued our report dated July 24, 2026 on our consideration of the Town's internal control over financial reporting and on our tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements and other matters. The purpose of that report is solely to describe the scope of our testing of internal control over financial reporting and compliance and the results of that testing, and not to provide an opinion on the effectiveness of the Town's internal control over financial reporting or on compliance. That report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the Town's internal control over financial reporting and compliance.

Hinkle & Company, PC

Englewood, Colorado
July 24, 2026

MANAGEMENT'S DISCUSSION AND ANALYSIS

As management of the Town of Windsor (the "Town"), we offer readers of the Town's financial statements this narrative overview and analysis of the financial activities of the Town for the fiscal year ended December 31, 2025.

FINANCIAL HIGHLIGHTS

- The Town's net position of $644.2M, increased by $28.8M or 4.7%.

  Of this total net position amount, $105.6M is unrestricted and available to be used to meet the Town's ongoing operating obligations.
- At the end of 2025, the unassigned fund balance for the General Fund was $20.6M, indicating the utilization of $4.6M in fund reserves in 2025.
- Cash and Investments decreased by $22.7M in 2025 to $137.2M.
- Developer contributions accounted for $4.4M in 2025, recorded as both a revenue and expense, and ultimately adding to the net position of the Town.
- The Town's total outstanding debt decreased by $2.2M or 8.2% in 2025. The decrease was primarily a result of an increase in the amount of principal paid down on the Town's current debt and the absence of any long term leases.

OVERVIEW OF THE FINANCIAL STATEMENTS

This discussion and analysis is intended to serve as an introduction to the Town's basic financial statements. The Town's basic financial statements are comprised of three components: 1) government-wide financial statements, 2) fund financial statements, and 3) notes to the financial statements. This report also contains required and other supplementary information in addition to the basic financial statements themselves.

Government-wide financial statements. The *government-wide financial statements* are designed to provide readers with a broad overview of the Town's finances, in a manner similar to a private-sector business.

The *statement of net position* presents information on all of the Town's assets, deferred outflows of resources, liabilities, and deferred inflows of resources with the difference between these categories reported as *net position*. Over time, increases or decreases in net position may serve as a useful indicator of whether the financial position of the Town is improving or deteriorating.

The *statement of activities* presents information showing how the Town's net position changed during the most recent fiscal year. All changes in net position are reported as soon as the underlying event giving rise to the change occurs, *regardless of the timing of related cash flows*. Thus, revenues and expenses are reported in this statement for some items that will only result in cash flows in future fiscal periods (e.g., uncollected taxes and earned but unused vacation leave).

Both of the government-wide financial statements distinguish functions of the Town that are principally supported by taxes and intergovernmental revenues (*governmental activities*) from other functions that are intended to recover all or a significant portion of their costs through user fees and charges (*business-type activities*). The governmental activities of the Town include general government, public safety, public works, cemetery operations, community development, culture, parks, and recreation. The business-type activities of the Town include potable and non-potable water, sewer and storm water operations.

The government-wide financial statements are on pages 27-28 of this report.

Fund financial statements. A *fund* is a grouping of related accounts, used to maintain control over resources, segregated for specific activities or objectives. The Town of Windsor, like other state and local governments, uses fund accounting to ensure and demonstrate compliance with finance-related legal requirements. All of the funds of the Town can be divided into two categories: governmental funds and proprietary funds.

Governmental funds. Most of the Town's basic services are reported in governmental funds, which focus on how money flows into and out of those funds and the balances left at year-end available for spending. The funds are reported using an accounting method called *modified accrual* accounting, which measures cash and all other financial assets that can readily be converted to cash. The governmental funds statements provide a detailed short-term view to cash, the governmental fund operations, and the basic services it provides. These statements help determine whether there are more or fewer financial resources that can be spent in the near future to finance the Town's programs. We describe the relationship (or differences) between governmental activities (reported in the Statement of Net Position and the Statement of Activities) and governmental funds in reconciliations on pages 27-28 of this report.

The basic governmental fund financial statements are on pages 29-32 of this report.

Proprietary funds. The Town maintains two types of proprietary funds. *Enterprise funds* report the same functions presented as *business-type activities* in the government-wide financial statements. The Town uses enterprise funds to account for its water, sewer, and storm drainage operations.

Internal service funds account for operations that provide services to other departments or agencies of the Town, or to other governments, on a cost-reimbursement basis. The Town has four internal service funds, the Fleet Management Fund, the Information Technology Fund, the Facility Services Fund, and the Windsor Building Authority.

Proprietary funds provide the same type of information as the government-wide financial statements, only in more detail. The proprietary fund financial statements provide separate information for water, sewer and storm water operations, all of which are major funds of the Town. The basic proprietary fund financial statements are on pages 33-35 of this report.

Notes to the financial statements. The notes provide additional information that is essential to a full understanding of the data provided in the government-wide and fund financial statements. The notes to the financial statements are on pages 36-61 of this report.

FINANCIAL ANALYSIS OF THE TOWN AS A WHOLE

As noted, the net position serves as a useful indicator of a government's financial position. In the case of the Town, assets and deferred outflows of resources exceeded liabilities and deferred inflows of resources by $644.2M.

The Town's net investment in capital assets of $512.1 M or 79.5% of the net assets of the Town, is indicative of the Town's acquired land, buildings, water distribution and collection systems, infrastructure, machinery, and equipment, less any related debt used to acquire those outstanding assets and the associated accumulated depreciation. This is an increase of $55.3M over 2024's position of $456.8M, and is largely indicative of an open space land acquisition of $20.9M, developer agreements (contributions to the Town) of $4.4M, roadway improvements of $6.2M, construction of a new Police facility for $27.5M, parks improvements of $2.2M and infrastructure upgrades totaling $6.1M amongst the three utility funds. The Town uses these capital assets to provide services to citizens; consequently, these assets are *not* available for future spending.

Although the Town's investment in its capital assets is reported net of related debt, it should be noted, the resources needed to repay this debt must be provided from other sources, since the capital assets themselves cannot be used to liquidate these liabilities.

The unrestricted net position of $105.6M has decreased by $26.3M over 2024's net position of $132.0M, indicating the planned-for utilization of fund reserves for the following capital acquisitions: open space land acquisition ($18.6M); water utility upgrades ($1.8M); open space improvements – boat ramps, piers etc. ($1.7M); and, the construction of a new Police facility ($5.0M). The spending of fund reserves is also confirmed under Note 2 of the Notes to the Financial Statements, by the reduction in cash and investments to $137.2M in 2025 from $159.8M in 2024. The unrestricted net position may be used to meet the Town's ongoing obligations to citizens and creditors. The *restricted portion of the net position*, $26.5M, represents resources that are subject to external restrictions on how they may be used. From 2024 to 2025, there was minimal change (-$0.1M) in the restricted net position of the Town.

The Town's Statement of Net Position and Statement of Activities, presented in condensed format under Tables 1 and 2 below, are divided into two types of activities:

● Governmental Activities - most of the Town's basic services are reported here, including general administration, police, parks, recreation, natural resources, community services, public works, and cultural services. Sales taxes, property taxes, franchise fees, user fees, fines, and intergovernmental revenue including state and federal grants, finance most of these activities.

● Business-Type Activities - The Town's water, sewer, and storm water operations are reported here. They were established to account for the financing of self-supporting activities of the Town which render services on a user charge basis to the general public. These operations provided different combinations of utility services to an estimated 15,000 customers in 2025.

The Town presents comparative data from 2025 and 2024 as required by the Governmental Accounting Standards Board pronouncement 34 ("GASB 34"), and the analysis presented in the sections that follow, will focus on the year over year changes in that comparative data.

Table 1

Condensed Statement of Net Position

	Governmental Activities		Business-Type Activities		Total		Component Unit Downtown Development Authority	
	2025	2024	2025	2024	2025	2024	2025	2024
Assets								
Other assets	$108,022,247	$148,408,283	$108,642,368	$108,382,467	$216,664,615	$256,790,750	$178,541	$164,518
Capital assets, net	252,122,610	229,999,784	261,935,701	252,359,003	514,058,311	482,358,787	1,943,833	1,707,681
Total assets	360,144,857	378,408,067	370,578,069	360,741,470	730,722,926	739,149,537	2,122,374	1,872,199
Deferred outflows of resources								
Deferred outflows of resources - pensions	1,702,758	2,232,786	-	-	1,702,758	2,232,786	-	-
Total deferred outflows of resources	$1,702,758	$2,232,786	-	-	$1,702,758	$2,232,786	-	-
Liabilities								
Other liabilities	6,640,210	47,007,750	4,439,430	41,541,905	11,079,640	88,549,655	39,062	4,962
Noncurrent liabilities Due Within One Year	1,364,326	1,098,461	1,213,745	1,182,146	2,578,071	2,280,607	-	-
Noncurrent liabilities Due In More Than One Year	1,905,273	1,974,876	20,276,403	21,419,868	22,181,676	23,394,744	-	-
Total liabilities	$9,909,809	$48,982,626	$25,929,578	$62,961,773	$35,839,387	$111,944,399	$39,062	$4,962
Deferred inflows of resources								
Deferred revenue - property taxes	13,954,845	13,157,998	-	-	13,954,845	13,157,998	-	-
Deferred inflows of resources - pensions	480,472	872,141	-	-	480,472	872,141	-	-
Total deferred inflows of resources	$14,435,317	$14,030,139	-	-	$14,435,317	$14,030,139	-	-
Net position								
Net investment in capital assets	250,147,674	227,530,948	261,935,701	229,294,632	512,083,375	456,825,580	1,943,833	1,707,681
Restricted	26,482,450	26,623,896		-	26,482,450	26,623,896	2,737	2,737
Unrestricted	60,872,365	63,473,244	44,758,549	68,485,065	105,630,914	131,958,309	136,742	156,819
Total net position	$337,502,489	$317,628,088	$306,694,250	$297,779,697	$644,196,739	$615,407,785	$2,083,312	$1,867,237

Table 2

Condensed Changes in Net Position from Operating Results

	Governmental Activities		Business-Type Activities		Total Primary Government		Component Unit Downtown Development Authority	
	2025	**2024**	**2025**	**2024**	**2025**	**2024**	**2025**	**2024**
Revenues								
Program revenues								
Charges for services	$14,031,858	$23,778,143	$15,563,002	$13,970,236	$29,594,860	$37,748,379	$639,579	443,631
Operating grants & contributions	6,308,591	4,079,408	-	-	6,308,591	4,079,408	53,772	126,971
Capital grants & contributions	-	20,085,815	17,626,947	35,948,660	17,626,947	56,034,475	-	-
General revenues								-
Property taxes	12,829,778	15,644,040	-	-	12,829,778	15,644,040	126,552	166,119
Sales & use taxes	32,759,108	30,937,798	-	-	32,759,108	30,937,798	-	-
Franchise fees and other taxes	2,938,973	3,143,440	-	-	2,938,973	3,143,440	-	-
Earnings on investments	1,919,543	2,996,202	-	3,735,303	1,919,543	6,731,505	9,513	122
Gain on disposal of capital assets	-	-	-	-	-	-	-	-
Other revenues	1,648,960	1,057,995	-	1,454,125	1,648,960	2,512,120	-	-
Total Revenues	$72,436,811	$101,722,841	$33,189,949	$55,108,324	$105,626,760	$156,831,165	$829,416	$736,843
Expenses								
General government	16,625,791	16,916,150	-	-	16,625,791	16,916,150	-	-
Public safety	12,207,236	11,783,123	-	-	12,207,236	11,783,123	-	-
Public works	19,196,508	19,368,501	-	-	19,196,508	19,368,501	-	-
Parks, Recreation and Culture	12,994,680	14,566,470	-	-	12,994,680	14,566,470	-	-
Community development	561,826	526,218	-	-	561,826	526,218	-	-
Interest on long-term debt	1,545,051	80,713	-	-	1,545,051	80,713	-	-
Water			8,941,855	8,939,331	8,941,855	8,939,331	-	-
Sewer			5,750,305	4,809,878	5,750,305	4,809,878	-	-
Storm drainage			1,624,354	1,364,217	1,624,354	1,364,217	-	-
Total Expenses Primary Government	$63,131,092	$63,241,175	$16,316,514	$15,113,426	$79,447,606	$78,354,601	$0	$0
Component Unit								
Downtown Development Authority							613,341	830,995
Net position - beginning of year	317,628,088	278,141,436	297,779,697	258,789,785	615,407,785	536,931,221	1,867,237	1,961,389
Excess in Net Position Before Transfers and Special Items	9,307,719	38,481,666	19,481,235	39,994,898	28,788,954	78,476,564	-	-
Transfers in (out)	10,566,682	1,004,986	(10,566,682)	(1,004,986)	-	-	-	-
Change in net position	19,874,401	39,486,652	8,914,553	38,989,912	28,788,954	78,476,564	216,075	(94,152)
Net position - end of year	337,502,489	$317,628,088	306,694,250	$297,779,697	644,196,739	615,407,785	2,083,312	$1,867,237

The Town of Windsor's combined net position is $644.2M as of December 31, 2025. Governmental activities make up $337.5m of the net position, with business-type activities comprising $306.7M. Total net position increased by $28.8M in 2025. Governmental activities make up $19.9M of that increase, and Business-Type activities make up $8.9M. The largest portion of the Town's net position (79.5%) reflects its investments in capital assets (e.g., land, utility systems, buildings, machinery, and equipment), less any outstanding debt used to acquire those assets. These assets are used to provide services to citizens and thus are not available for future spending. Although the Town's investment in capital assets is reported net of related debt, it is important to note that the resources needed for debt repayment must be provided from other sources, since the capital assets themselves cannot be used to liquidate liabilities. Unrestricted net position as shown below, is the portion of net position that can be used to finance day-to-day operations without external constraints of debt covenants, legislation or other legal requirements. It consists of fund balances, reserves and other funds which are earmarked for capital spending.

Governmental Activities. Governmental activities increased the Town's net position by $19.9M. Total revenues of $72.4M exceeded total expenditures of $63.1M by $9.3M, and transfers-in accounted for $10.6M or the balance of the increase in net position.

General revenues, consisting primarily of taxes, are not generally associated directly with any operational governmental function. However, the Town has sales and use taxes that are specifically earmarked for capital expenditures, open space acquisition, and recreational activities at the recreation center, and thus are not available for any other governmental activities. Year over year, total revenues decreased by $29.2M from 2024, primarily due to lesser developer contributions (-$14.2M), lesser charges for services within Public Works (-$8.2M), lesser property taxes (-$2.8M), and lesser revenue in the form of federal and state grants (-$3.0M).

Under general revenues, property taxes decreased by $2.8M, a result of reduced assessments for oil & gas production in Weld County. Additionally, sales and use taxes increased by a combined $1.8M, displaying an 8.1% increase in sales tax collections that was offset by a $0.3M decrease in use tax collections. The decrease in use tax was primarily a result of lower permitting activity in 2025, where a total of 402 residential permits were issued versus an issuance of 494 same-type permits in 2024. Of note, earnings on investments fell by $1.1M or 35.9%, a direct result of the $22.7M decrease in cash and investments from the prior year. Additionally, franchise fees and other taxes declined marginally (-$0.2M) year over year, the result of an ongoing trend of lesser per-capita revenue from franchise fees and generally static income from inter-governmental revenue sources such as county road & bridge tax, and cigarette tax – the former a result primarily from reduced mill levies imposed at the county level.

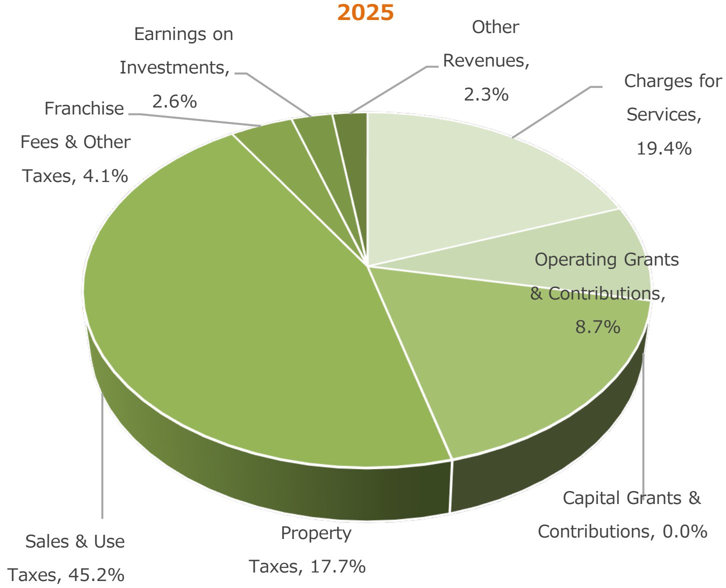
Total governmental expenditures decreased by $0.1M in 2025, derived mainly from increased spending on public safety in the form of additional Full Time Equivalents (FTE) in the Police department (+ 6 x FTE), that was offset by lesser capital activity in Parks and Recreation.

Governmental Activities. Total governmental revenues

TABLE 3

Revenues by Source - Governmental Activities

2025



Sales & use taxes combined with property taxes, provide 62.9% of the revenue required in 2025 to fund governmental activities. Since 2016, sales tax has increased at an average annual rate of 12.1%, fueled by 20%+ increases in 2021 & 2022, when online retail activity accelerated greatly due to Covid restrictions.

TABLE 3

Revenues by Source - Governmental Activities 2024

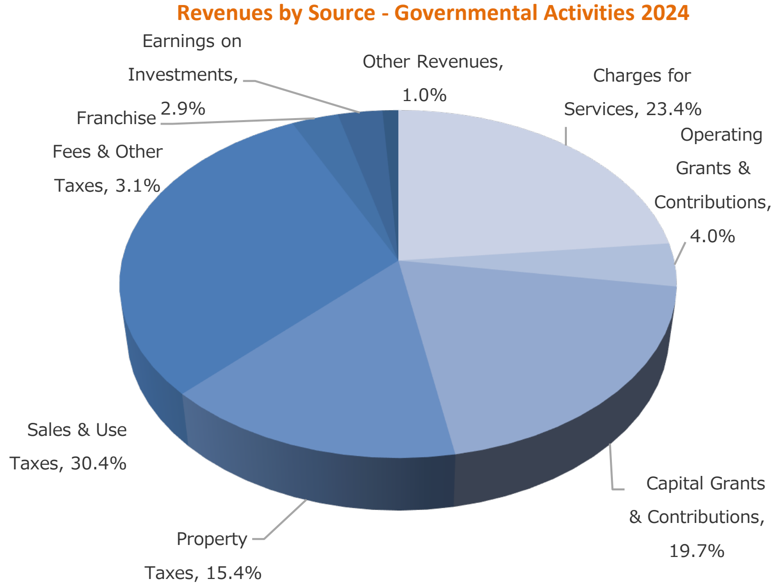
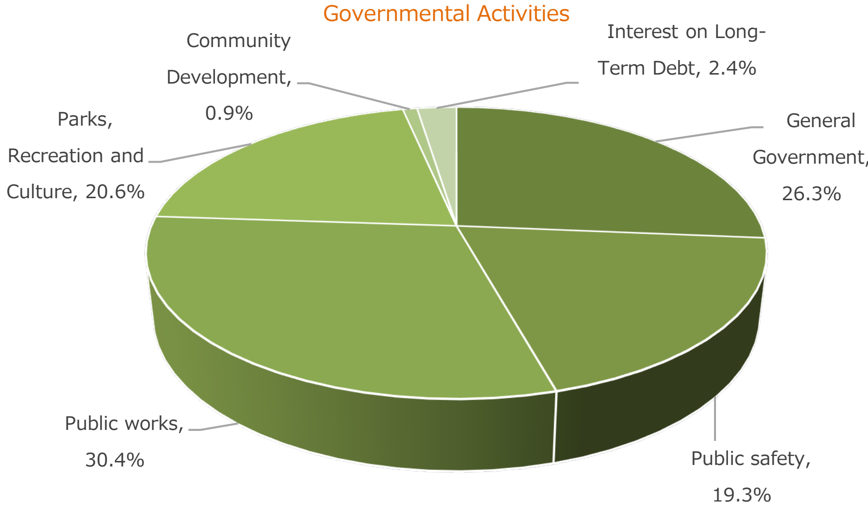


TABLE 4
2025 Expenses by Category
Governmental Activities



Factors fueling the growth in public safety expenses include a 131% increase in FTE from 2016 to 2025, expansion of equipment needs, and increased demands for technology improvements.

TABLE 4
2024 Expenses by Category
Governmental Activities

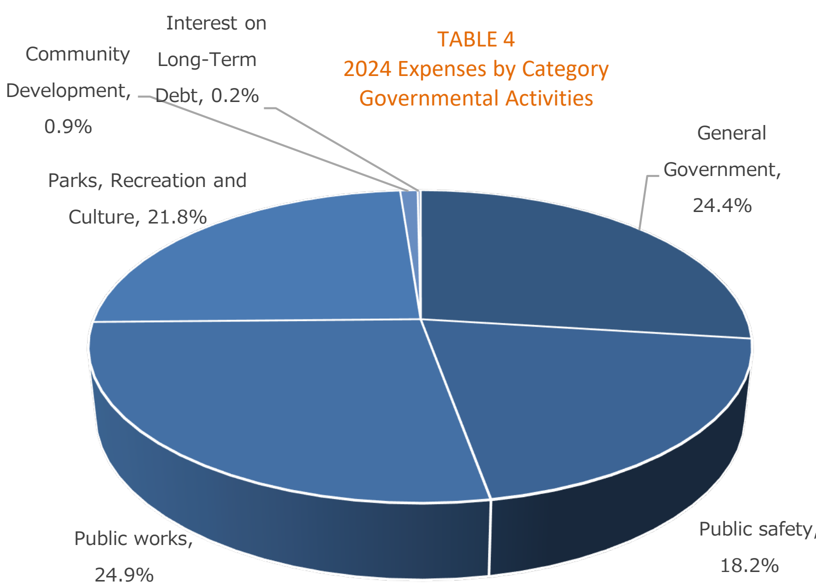


Table 5

Balance Sheet Comparison by Fund

Governmental Funds

	General		Capital Improvement		Park Improvement		Other Governmental (Non Major)		Total	Total
	2025	**2024**	**2025**	**2024**	**2025**	**2024**	**2025**	**2024**	**2025**	**2024**
ASSETS										
Cash and investments	$65,218	$5,428,304	$64,026,377	61,416,948	1,971,051	-	$5,957,442	$0	$72,020,088	$66,845,252
Receivables	16,258,698	15,236,445	1,408,124	1,177,046	89,814	53,726	651,022	556,836	18,407,658	17,024,053
Interfund receivable	22,340,347	21,594,701	-	-	16,733,682	22,778,178	16,838,194	16,635,952	55,912,223	61,008,831
Total assets	38,664,263	42,259,450	65,434,501	62,593,994	18,794,547	22,831,904	23,446,658	17,192,788	146,339,969	144,878,136
LIABILITIES, DEFERRED INFLOWS OF RESOURCES AND FUND BALANCES										
Liabilities										
Accounts and retainage payable	560,421	549,891	2,543,056	775,538	185,568	487,296	221,967	247,505	3,511,012	2,060,230
Accrued liabilities & interest	1,626,674	743,174	134	186	-	-	73,384	62,218	1,700,192	805,578
Other liabilities	833,664	1,498,521	-	-	-	-	-	-	833,664	1,498,521
Interfund payable	-	-	38,835,338	38,115,663	-	-	-	-	38,835,338	38,115,663
Total liabilities	3,020,759	2,791,586	41,378,528	38,891,387	185,568	487,296	295,351	309,723	44,880,206	42,479,992
Deferred inflows of resources										
Deferred revenue - property taxes	13,954,845	13,157,998	-	-	-	-	-	-	13,954,845	13,157,998
Fund Balances										
Restricted for emergencies	1,005,594	1,080,270	655,400	1,232,742	135,650	156,341	247,442	247,442	2,044,086	2,716,795
Restricted for capital improvements	-	-	22,470,007	-	-	-	-	-	22,470,007	-
Restricted for parks and recreation	-	-	-	-	-	-	1,295,648	1,437,094	1,295,648	1,437,094
Assigned				-	18,473,329	22,188,267	21,608,217	15,198,529	40,081,546	37,386,796
Unassigned	20,683,065	25,229,596	930,566	(142)	-	-	-	-	21,613,631	25,229,454
Total fund balances	$21,688,659	$26,309,866	$24,055,973	$23,702,607	$18,608,979	$22,344,608	$23,151,307	$16,883,065	$87,504,918	$89,240,146
Total liabilities, deferred inflows of resources and fund balances	$38,664,263	$42,259,450	$65,434,501	$62,593,994	$18,794,547	$22,831,904	$23,446,658	$17,192,788	$146,339,969	$144,878,136

Governmental funds. The focus of the Town's *governmental funds* is to provide information on near-term inflows, outflows, and balances of *spendable* resources. Such information is useful in assessing the Town's financing requirements. In particular, the *unassigned fund balance* serves as a useful measure of a government's net resources available for spending at the end of the fiscal year. As of the end of the current fiscal year, the Town's governmental funds reported a combined ending fund balance of $87.5M, decreasing by $1.7M from the prior year's combined ending fund balance of $89.2M. Of note: the General Fund declined by $4.5M to $21.7M, fueled by a one-time interfund transfer to the Capital Improvement Fund for the renovation of the Community Development facility; and, the Park Improvement Fund decreased by $3.7M due primarily to a loan of $7.5M to the Open Space Fund for the acquisition of 300 acres of land for open space and wildlife habitat preservation. This loan will be repaid over a four year period at an interest rate of 2.21%.

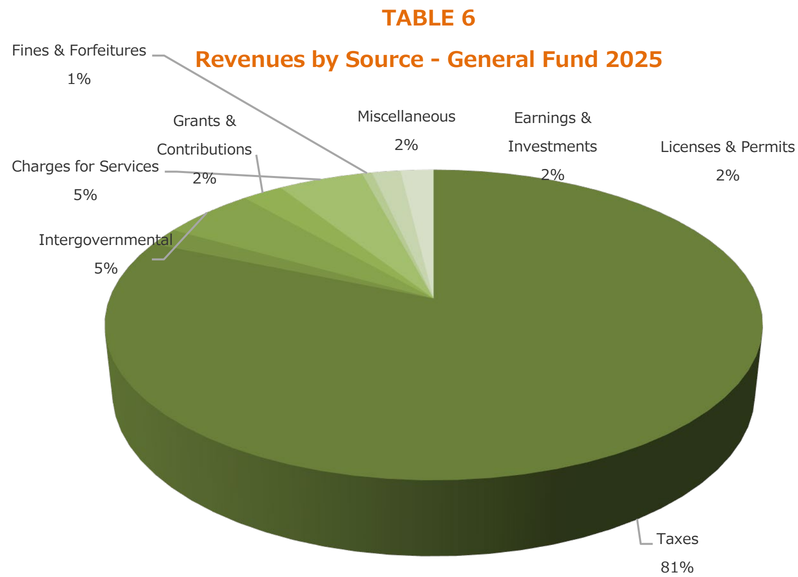
The General Fund is the general operating fund of the Town. All general tax revenues and other receipts that are not allocated by law to another fund are used to finance general operating expenditures. It includes most tax revenues and such services as public safety, parks, recreation, engineering, planning, and administration. At the end of 2025, the *unassigned* fund balance of the General Fund totaled $20.7M, a decrease of $4.5M on 2024's balance of $25.2M, as described above.

The primary sources of revenue in the General Fund are sales tax, property tax, franchise fees, program revenue, and inter-governmental revenue. Year over year, sales tax increased by 10.9% or $1.4M, due in part to a renewed emphasis on collections from otherwise non-compliant businesses. Property tax declined by $2.8M, driven by a 63.1% decline in oil & gas production in Weld County. Franchise fees remained static, emphasizing a declining per-capita source of revenue due in large part to a general shift to streaming activities. Intergovernmental revenue rose slightly from $1.9M to $2.0M, while charges for services remained static – lower planning fees that were offset by higher revenue from recreation activities, driven largely by increases in activity fees.

For reporting purposes, expenditures in the General Fund are classified under either of the following categories:

Expenditures		**2024**		**2025**
General Government	$	9,069,790	$	9,494,094
Public Safety	$	11,857,040	$	13,498,992
Public Works	$	6,170,295	$	6,735,697
Parks, Recreation & Culture	$	7,571,628	$	7,864,993
Community Development	$	515,062	$	680,227
	$	35,183,815	$	38,274,003

The largest variance from 2024, is the increase in public safety spending. The $1.6M increase was due in large part to the following: the addition of 6 x FTE; merit and STEP increases for sworn officers; enhanced software capabilities; and an average increase of 21.3% in medical insurance premiums – also affecting all other categories of expense. Other increases of note include a 4.6% increase in general government expenses and a 9.2% increase in public works spending. Both of these increases are primarily the result of higher insurance premiums, coupled with salary increases as determined by a bi-annual compensation study that occurred in 2024.



Earnings on investments decreased by $0.1M due to a decline in the Fund balance from $26.3M to $21.7M.

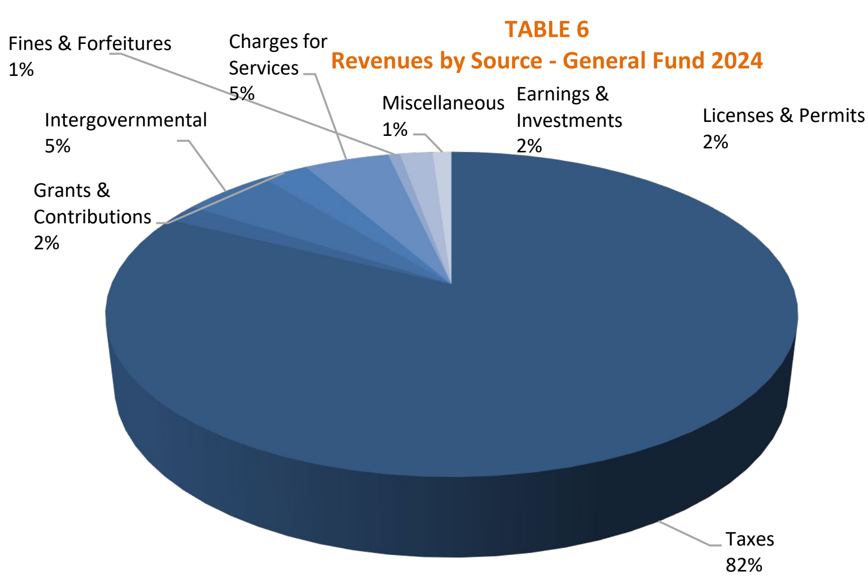


TABLE 7

Expenditures by Type-General Fund 2025

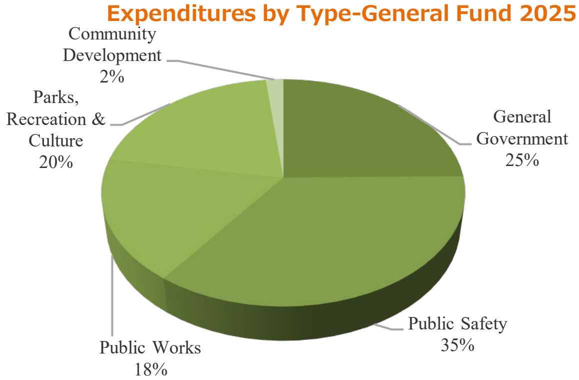
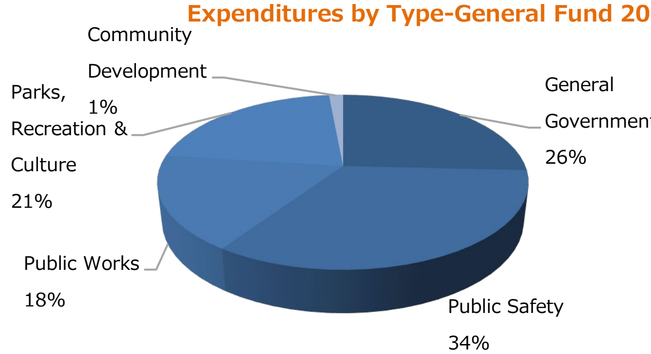


TABLE 7

Expenditures by Type-General Fund 2024



Established in 2015, the Economic Development Incentive Fund manages developer incentives for tracking purposes. According to GASB 54, a fund must have its own source revenue. The General Fund supplemented this fund by way of transfers and it is incorporated into the General Fund for reporting purposes. Similarly, the Open Space Acquisition & Maintenance Fund was established in 2022 with the primary purpose of acquiring open space for the Town. The fund is financed by a newly-established 0.25% sales and use tax that was enacted with the creation of the fund.

Also considered a major governmental fund (reports more than 10% of the total governmental fund's assets plus deferred outflows of resources, liabilities plus deferred inflows of resources, revenues, or expenditures and more than five percent of the combined total of governmental funds and enterprise funds for the same elements), the Park Improvement Fund, a *Special Revenue Fund*, has a total fund balance of $18.6M. This Fund's primary sources of revenue are development fees, inter-governmental taxes, grants, and earnings from investments. Of note for 2025, development fees decreased by $0.7M or 16.8%, a direct result of lower permitting activity in 2025 where the issuance of single family residential permits declined to 402 permits from 494 issuances in 2024. Overall, the Fund balance declined by $3.7M over 2024, fueled not only by the reduction in development fees but also from a loan of $7.5M to the Open Space Acquisition Fund for the purchase of open space acreage. Offsetting the full effect of this outflow was the first year's repayment of that loan for $2.0M. Major spending in the Park Improvement Fund in 2025 included site improvements at: Jacoby Farm ($0.7M); Kyger Reservoir ($0.5M); Windsor Trail ($0.3M); and Eastman Park ($0.2M).

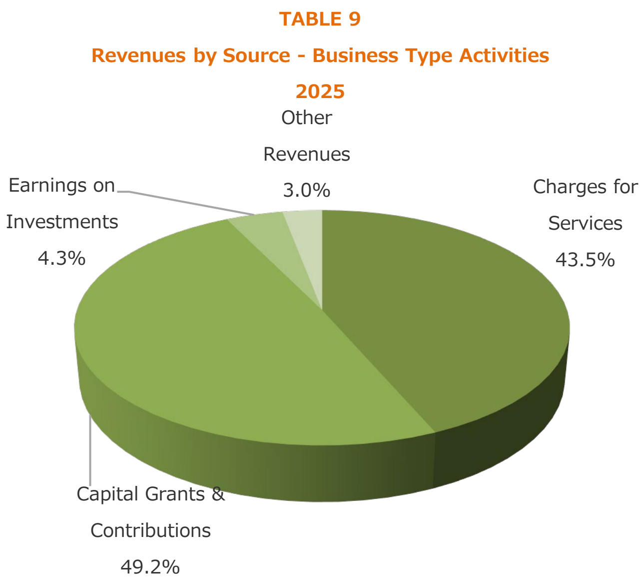
The Capital Improvement Fund is funded primarily by sales tax, construction use tax, road impact fees, severance tax, mineral fees, investment income, and federal or state grants. In 2025, the Fund saw its net balance increase by $0.4M to $24.1M. Both use tax and road impact fees declined by a combined $1.6M over 2024's total of $9.7M, due to the afore-mentioned decline in permitting activity. Surprisingly, severance tax, a tax imposed upon nonrenewable natural resources that are removed from the earth, fell precipitously by 95.0%. Alternatively, sales tax increased by 8.8% or $0.8M.

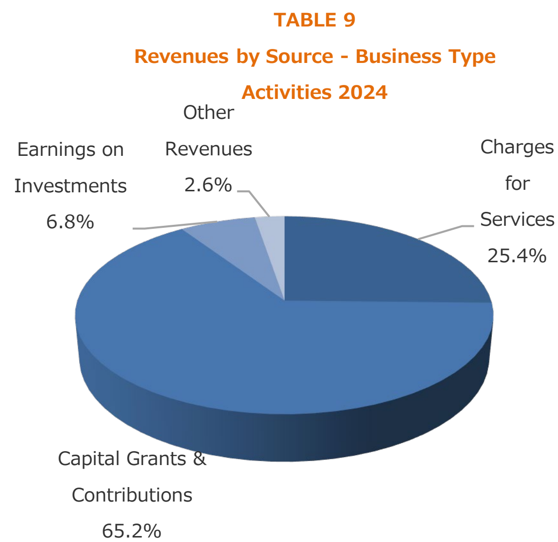
Major expenditures in the Capital Improvement Fund in 2025 included: the renovation of the old Police Services building into a Community Development facility ($5.25M) and financed primarily from a one-time transfer of $5.0M from the General Fund; street maintenance and repairs ($4.1M) – an annual maintenance program to retain streets conditions above a quantified pavement index rating; pedestrian railroad crossing repairs ($1.1M); 7th street bridge repairs ($1.2M); artificial turf installation at Chimney Park ($1.2M); and initial design of a roundabout at Crossroads and Colorado Boulevards ($0.8M). Total expenditures in 2025, fell by $29.2M over 2024's total of $55.0M, absent major projects such as the construction of a new Police facility ($19.3M) and developer contributions totaling $16.0M.

Table 8
Statement of Net Positions Comparison by Fund
Proprietary Funds

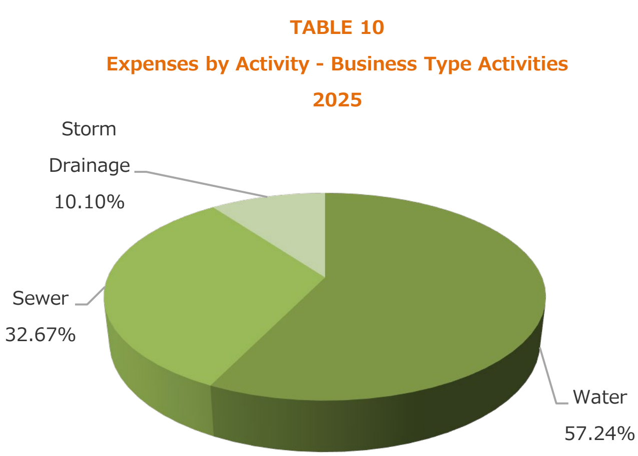
	Water		Sewer		Storm Drainage		Total	Total
	2025	**2024**	**2025**	**2024**	**2025**	**2024**	**2025**	**2024**
ASSETS								
Total current assets	$67,804,120	$77,023,189	$12,079,182	$24,768,783	$6,563,549	$5,864,655	$86,446,851	$107,656,627
Capital assets, net	144,239,309	130,566,627	99,116,089	82,266,905	40,044,116	39,525,471	283,399,514	252,359,003
Total assets	$212,043,429	$207,589,816	$111,195,271	$107,035,688	$46,607,665	$45,390,126	$369,846,365	$360,015,630
LIABILITIES								
Total current liabilities	39,328,825	38,937,825	3,924,318	1,940,314	354,273	663,766	43,607,416	41,541,905
Total noncurrent liabilities	3,063,728	3,663,500	17,212,676	17,756,368	-	-	20,276,404	21,419,868
Total liabilities	$42,392,553	$42,601,325	$21,136,994	$19,696,682	$354,273	$663,766	$63,883,820	$62,961,773
NET POSITION								
Net investment in capital assets	140,575,860	126,321,810	81,315,725	63,447,351	40,044,116	39,525,471	261,935,701	229,294,632
Unrestricted	29,075,015	38,666,681	8,742,552	23,891,655	6,209,278	5,200,889	44,026,845	67,759,225
Total Net Position	$169,650,875	$164,988,491	$90,058,277	$87,339,006	$46,253,394	$44,726,360	$305,962,546	$297,053,857
								731,704
Amounts reported for business-type activities in the Statement of Net Position are different because cumulative portion of internal service funds net operating income attributed to business-type activities							$305,962,546	$306,694,250

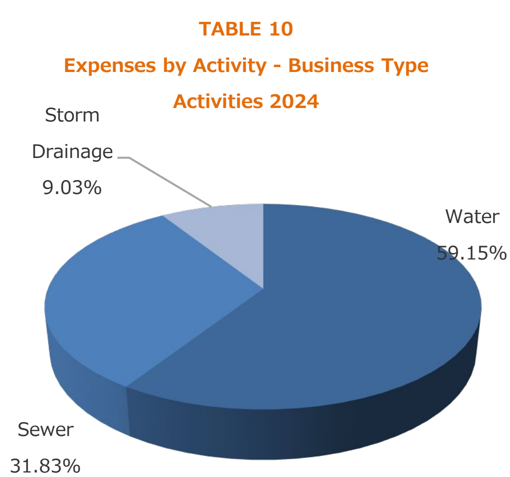
Proprietary funds. The Town's proprietary funds provide the same type of information found in the government-wide financial statements, but in more detail. The total net position of the proprietary funds combined, increased by $8.9M from $297.8M in 2024 to $306.7M in 2025. The net investment in capital assets increased by $32.6M to $261.9M while the unrestricted funds balance decreased by $23.7M to 44.0M.





Capital grants and contributions are influenced primarily in any year, by the amount of developer contributions that are accepted by the Town. This is usually a lagging indicator of recent (1-2 years) development activity.





The Water Fund is the largest of the three proprietary funds with a net position of $169.7M. Year over year, the fund saw an increase of $4.7M or 2.8% on 2024's net position of $165.0M. Net investment in capital assets increased by $14.3M whereas the unrestricted net position decreased by $9.6M, correlating to a decrease of $15.7M in cash and cash equivalents. Contributing to this decline was a one-time acquisition of water rights associated with an open space land acquisition, in the amount of $8.4M, plus the Town's annual contribution to the Northern Integrated Supply Project (NISP) of $2.8M. The Water Fund is funded primarily by user fees, plant investment fees, development raw water fees, and earnings on investments. While user fees increased by $0.6M or 6.9%, in line with an annual rate increase and added accounts, plant investment fees declined by $1.8M or 32.7%, indicative of lowered permit issuances in 2025. However, in large part due to a combined price increase and a phaseout of non-contributing housing developments, development raw water fees increased year over year by 50.0% or $2.0M.

The second largest proprietary fund is the Sewer Fund, with a total net position of $90.1M, which is an increase of $2.1M or 3.1% over 2024's net position of $87.3M. In 2025, the net investment in capital assets accounted for $81.3M or 90.3% of the fund's total net position. Similar to the Water Fund, the primary sources of funding include user fees, plant investment fees, and earnings from investments. Indicative of an increase in the base sewer fee in 2025, user fees increased year over year by 21.0% or $0.9M. Additionally, and similar to the Water Fund, revenue from plant investment fees declined, although only moderately at -$0.1M.

The total net position of the Storm Drainage Fund, the smallest of the three utility funds, was $46.3M at the end of 2025, an increase of $1.5M over 2024's net position of $44.7M. Year over year, liabilities declined by $0.3M, and assets increased by $1.2M. The major sources of revenue for the Fund include; service fees, user fees, mosquito control fees, capital contributions, and plant investment fees. Total revenues for the Fund declined by $4.5M in 2025, almost a direct result of a $4.6M decline in developer contributions over 2024. Major expenditures in 2025 included drainage improvements on 10th and 12th streets.

CAPITAL ASSET AND DEBT ADMINISTRATION

Capital assets. The Town's investment in capital assets for its governmental and business-type activities as of December 31, 2025, is $536.6M (net of accumulated depreciation). This is a year over year increase of

Table 11
Capital Assets, Net of Depreciation

	Governmental Activities		Business-Type Activities		Total	
	2025	2024	2025	2024	2025	2024
Construction in progress	$37,615,064	$55,087,272	$35,688,817	$16,325,169	$73,303,881	$71,412,441
Land and water rights	20,002,858	7,439,289	57,158,767	48,729,767	77,161,625	56,169,056
Site improvements	8,180,479	3,844,831	-	-	8,180,479	3,844,831
Buildings and improvements	52,669,547	27,729,862	7,172,462	7,362,926	59,842,009	35,092,788
Streets and improvements	113,476,339	118,557,384		-	113,476,339	118,557,384
Parks and improvements	12,027,744	9,547,683		-	12,027,744	9,547,683
Machinery and equipment	7,861,836	7,407,483	884,920	1,148,496	8,746,756	8,555,979
Furniture and fixtures	288,743	385,980	-	-	288,743	385,980
Utility systems and equipment	-	-	183,527,180	178,792,645	183,527,180	178,792,645
Total	$252,122,610	$229,999,784	$284,432,146	$252,359,003	$536,554,756	$482,358,787

$54.2M or 11.2% over 2024. This increase is primarily indicative of 2025's reporting of capital spending on developer agreements ($4.4M), open space land acquisition ($20.9M), and the construction of a new police facility ($27.5M). Additional information on the Town's capital assets are in Note 4 this report.

Long-term debt. At the end of 2025, the Town of Windsor had total bonded debt outstanding of $16.3M. The Town's total debt of $24.8M, represents bonds secured solely by the specified revenue sources (i.e. 2022 Wastewater Enterprise Revenue bonds); a USDA loan for the police facility; a loan for the construction of the Kern Reservoir; a 2012 loan for improvements at the Waste Water Treatment Plant; a loan for the Kyger Reservoir; compensated absences; and, bond premiums. The Town's outstanding debt decreased by 8.2% or $2.2M since 2024, due to a year's worth of debt service, specifically payments against the principal, lowering the outstanding debt, plus the disposition of a long-term lease. Additional detail on the Town's individual debt obligations can be found in the statistical section of this report.

Table 12
Town of Windsor's Outstanding Debt at Year End

	Governmental Activities		Business-Type Activities		Total	
	2025	**2024**	**2025**	**2024**	**2025**	**2024**
2022 Wastewater Enterprise Revenue Bonds			$16,269,470	$16,590,000	$16,269,470	$16,865,000
Bond Premium			1,028,147	1,028,147	1,028,147	1,058,677
USDA Community Facilities Loan (WBA)	1,974,636	2,044,539		-	1,974,636	2,111,585
CWCB Loan (Kyger Reservoir)		-	3,015,882	3,225,655	3,015,882	3,429,814
CWR&PDA Revolving Loan (WWTP)		-	428,221	630,436	428,221	832,651
Bank of Colorado Loan (Kern Reservoir)		-	647,567	1,019,162	647,567	1,378,755
Long Term Lease		-	-	-	-	66,256
Compensated Absences	1,294,663	1,028,798	100,861	108,614	1,395,524	1,237,617
Total	$3,269,299	$3,073,337	$21,490,148	$22,602,014	$24,759,447	$26,980,355

The Town's debt policy imposes a legal debt margin of 10% of assessed valuation on general obligation debt. While the Town has no general obligation debt, the formula is applied to the current debt outstanding. The debt limit as of December 31, 2025, was $115.7M. The amount of debt applicable to the debt limit is $24.8M, leaving a legal debt margin of $91.0M.

Simultaneously, per Town policy, annual debt service should be limited to 10-15% of operating expenditures, exclusive of capital improvements and debt service expenditures. Utilizing the 15% formula, the Town's debt service margin was $11.6M. Additional information on the Town's long-term debt can be found in Note 5 of this report.

ECONOMIC FACTORS AND NEXT YEAR'S BUDGETS AND RATES

The annual budget assures the efficient, effective and economic uses of Town's resources, as well as establishing the highest priority objectives. Through the budget, the Town Board sets the direction for the Town, allocates its resources, and establishes its priorities. The 2026 budget is a balanced budget; forecasted revenues are projected to exceed the Town's ongoing operational costs, with all reserve spending directed to one-time capital expenditures. All funds remain compliant with the Town's reserve fund balance policy, which ensures for reasonable reserves in the Town's portfolio of funds to pay for operational and capital emergencies as well as for debt service financing.

The Windsor Town Board approved and adopted the 2026 budget on November 24, 2025, appropriating $176.4M for expenditures. This is an increase of $31.6M over 2025's budgeted expenditures. By category, the largest expense is Capital Outlay, consisting of $93.1M or 52.8% of the overall budget, followed by Personal Services at $34.8M (19.7%), Operations & Maintenance at $31.0M (17.6%), and by Debt Service & Transfers at $17.5M (9.9%).

Personnel Services are increasing by $1.7M or 5.0% over 2025's budgeted amount of $33.1M. This is primarily due to the addition of 13 (net) full-time positions and annual cost of living and merit increases for current personnel. Debt Service & Interfund Transfers are decreasing by $6.1M, largely as a result of the completion of the Community Development building renovation in 2025, and Operations & Maintenance expenditures are exceeding the 2025 budget by $2.1M or 7.1%. Increases of note for 2026 under the category of operations include: potable water purchases (+$415k); consultant fees for upcoming master plans and studies (+$414k); computer hardware (+$357k); contractual engineering services (+$275k); and contractual litigation services (+$150k).

For 2026, the budget includes the spending of reserves in the Park Improvement, Capital Improvement, and Water funds, for one-time capital expenditures that are deemed a community priority and have followed the Town's capital planning process in terms of procedure and prioritization of improvement. In most cases, reserves have been earmarked over a course of years, in order to meet the anticipated expense of the project, and in some cases, state or federal funding has been applied for and received, that partially alleviates the cost burden on the Town. Examples of such planned-for major capital projects in 2026, include: construction of a new athletic complex ($12.0M); construction of a roundabout at Crossroads & Colorado Boulevards ($7.0M); realignment of the intersection at Jacoby Road and WCR 13 ($2.2M); annual streets maintenance ($4.3M); and the implementation of an advanced metering system for the Town's water utility customers ($1.4M). In certain instances, proposed capital spending was unanticipated but necessary. Examples of such proposed spending in 2026, include a waterline replacement along 15th Street ($6.5M) and the replacement of a trestle bridge over the Greeley #2 Canal ($0.5M). Additionally, fund reserves will be utilized to pay for capital projects that remain incomplete at the end of 2025 and will carry over into 2026.

Notably, for 2026, the Town intends to seek debt financing for the design and construction of the liquids expansion project at the wastewater treatment plant. The project will increase the plant's treatment capacity to 4.2 million gallons per day (mgd) from a current 2.9 mgd. The project is deemed vital by the fact that the wastewater treatment plant is nearing the end of its useful life, no longer meets state standards, and is nearing treatment capacity. Of particular interest with this project, proposed construction costs have quadrupled within the last few years, which in turn, have forced the Town to implement larger than anticipated rate increases in 2026. The increases are essential, due to a drawdown of existing fund reserves to meet prior year wastewater treatment plant construction costs, and to meet presumed debt service covenants that necessitate the availability of cash reserves at a factor greater than the forecasted debt service payments.

Estimated revenues for all funds in the proposed budget are $176.4M - $35.0M of which consists of debt financing for the aforementioned wastewater treatment plant expansion. Outside of collections from utility fees, the four main sources of revenue that fund Town operations, include the following:

Sources of Revenue	2026 (Budget)	2025
Sales Tax	$29,378,489	$28,375,101
Construction Use Tax	$4,826,726	$4,384,007
Property Tax	$13,955,304	$12,829,778
Development Fees	$23,918,419	$23,536,839

In 2026 the Town is forecasting for a net total increase of $1.5M or 5.3% over 2025's estimated projections for sales tax collections. The forecasted increase is inclusive of the following factors: an expanding sales tax base that is brought about from growth and inflation; and the absence of certain one-time incentive payments. Markedly, in June of 2025, Town Board adopted Ordinance 2025-1721, which provided greater flexibility in the allocation of the Town's base 3.0% sales tax collections. Previously, the base collections were allocated on a 60/40 basis between the General Fund and the Capital Improvement Fund. However, because of increased operational demands from a growing population, a larger asset base, retention of personnel, and a focus on public safety, the 60% allocation of sales tax has become less sufficient as an allocation in recent years.

Property tax collections for 2026, that are based on 2025 assessments, are forecast to increase by $0.8M or 6.1% - this increase is primarily due to increases in commercial (+8.2%) and residential (+10.0%) valuations, which combined, exceed the 34.3% decrease in oil & gas valuations. For rates and fees associated with Water, Sewer, and Storm Drainage services, projected revenues have been increased over 2025 budgeted levels to match both recommended rate increases in each of the utilities plus projected increases in the number of utility accounts. For development-related revenues such as plant investment fees and construction use tax, 2026 projections are based on the anticipated number of new permit issuances, which for 2026, is 417 permits – 375 of which are single family residential units.

Contacting the Town's Financial Management

This financial report is designed to provide a general overview of the Town of Windsor's finances for all those with an interest in the Town's finances. Please address any questions concerning the information provided in this report or requests for additional financial information to:

Town of Windsor
Director of Finance
301 Walnut Street
Windsor, CO 80550

Basic Financial Statements

Town of Windsor
Statement of Net Position
As of December 31, 2025

	Primary Government			Component Unit
	Governmental Activities	Business-Type Activities	Total	Downtown Development Authority
Assets				
Cash and Investments	$ 72,451,993	$ 64,730,781	$ 137,182,774	$ -
Due from (to) Interactivity Balances	17,162,542	(17,341,083)	(178,541)	178,541
Accounts Receivable	3,958,471	1,834,616	5,793,087	-
Due from Other Governments	494,396	-	494,396	-
Property Taxes Receivable	13,954,845	-	13,954,845	-
Capital Assets,				
Not Being Depreciated	57,617,922	91,814,952	149,432,874	1,281,912
Net of Accumulated Depreciation	194,504,688	191,584,562	386,089,250	661,921
Total Assets	360,144,857	332,623,828	692,768,685	2,122,374
Deferred Outflows of Resources				
Pension Related Outflows of Resources	1,702,758	-	1,702,758	-
Total Deferred Outflows of Resources	1,702,758	-	1,702,758	-
Liabilities				
Accounts and Retainage Payable	3,997,142	3,505,667	7,502,809	39,062
Accrued Liabilities	1,806,494	107,188	1,913,682	-
Accrued Interest	2,910	538,767	541,677	-
Other Liabilities	833,664	287,808	1,121,472	-
Noncurrent Liabilities				
Due Within One Year	1,364,326	1,213,745	2,578,071	-
Due in More Than One Year	1,905,273	20,276,403	22,181,676	-
Total Liabilities	9,909,809	25,929,578	35,839,387	39,062
Deferred Inflows of Resources				
Deferred Property Taxes	13,954,845	-	13,954,845	-
Pensions, Net of Accumulated Amortization	480,472	-	480,472	-
Total Deferred Inflows of Resources	14,435,317	-	14,435,317	-
Net Position				
Net Investment in Capital Assets	250,147,674	261,935,701	512,083,375	1,943,833
Restricted				
Emergencies	2,044,086	-	2,044,086	2,737
Capital Projects	22,470,007	-	22,470,007	-
Parks and Recreation	1,295,648	-	1,295,648	-
Unrestricted	61,545,074	44,758,549	106,303,623	136,742
Total Net Position	$ 337,502,489	$ 306,694,250	$ 644,196,739	$ 2,083,312

See Notes to the Financial Statements.

Town of Windsor
Statement of Activities
For the Year Ended December 31, 2025

		Program Revenues			Net (Expense) Revenue and Change in Net Position			Component Unit
					Primary Government			
Functions/Programs	Expenses	Charges for Services	Operating Grants and Contributions	Capital Grants and Contributions	Governmental Activities	Business-Type Activities	Total	Downtown Development Authority
Primary Government								
Governmental Activities								
General Government	$ 16,625,791	$ 4,501,438	$ 1,084,346	$ -	$ (11,040,007)	$ -	$ (11,040,007)	$ -
Public Safety	12,207,236	210,650	2,756,072	-	(9,240,514)	-	(9,240,514)	-
Public Works	19,196,508	1,111,383	2,158,161	-	(15,926,964)	-	(15,926,964)	-
Parks, Recreation and Culture	12,994,680	8,208,387	310,012	-	(4,476,281)	-	(4,476,281)	-
Community Development	561,826	-	-	-	(561,826)	-	(561,826)	-
Interest on Long-Term Debt	1,545,051	-	-	-	(1,545,051)	-	(1,545,051)	-
Total Governmental Activities	63,131,092	14,031,858	6,308,591	-	(42,790,643)	-	(42,790,643)	-
Business-Type Activities								
Water	8,941,855	9,478,318	-	11,564,366	-	12,100,829	12,100,829	-
Sewer	5,750,305	5,448,771	-	3,558,118	-	3,256,584	3,256,584	-
Storm Drainage	1,624,354	635,913	-	2,504,463	-	1,516,022	1,516,022	-
Total Business-Type Activities	16,316,514	15,563,002	-	17,626,947	-	16,873,435	16,873,435	-
Total Primary Government	$ 79,447,606	$ 29,594,860	$ 6,308,591	$ 17,626,947	(42,790,643)	16,873,435	(25,917,208)	-
Component Unit								
Downtown Development Authority	$ 613,341	$ 639,579	$ -	$ -	-	-	-	26,238
General Revenues								
Taxes								
Property Taxes					12,829,778	-	12,829,778	126,552
Sales and Use Taxes					32,759,108	-	32,759,108	-
Franchise Fees					2,163,504	-	2,163,504	-
Other Taxes					775,469	-	775,469	-
Grants Received not Restricted for a Specific Purpose					-	-	-	53,772
Earnings on Investments					1,919,543	1,540,019	3,459,562	9,513
Other Revenues					1,648,960	1,069,781	2,718,741	-
Transfers					10,568,682	(10,568,682)	-	-
Total General Revenues and Transfers					62,665,044	(7,958,882)	54,706,162	189,837
Change in Net Position					19,874,401	8,914,553	28,788,954	216,075
Net Position, *Beginning of Year*					317,628,088	297,779,697	615,407,785	1,867,237
Net Position, *End of Year*					$ 337,502,489	$ 306,694,250	$ 644,196,739	$ 2,083,312

See Notes to the Financial Statements.

Town of Windsor

Balance Sheet
Governmental Funds
As of December 31, 2025

	General	Capital Improvements	Park Improvement Fund	Other Governmental Funds	Total
Assets					
Cash and Investments	$ 65,218	$ 64,026,377	$ 1,971,051	$ 5,957,442	$ 72,020,088
Accounts Receivable	2,027,148	1,280,247	-	651,022	3,958,417
Due from Other Governments	276,705	127,877	89,814	-	494,396
Due From Other Funds	22,340,347	-	16,733,682	16,838,194	55,912,223
Property Taxes Receivable	13,954,845	-	-	-	13,954,845
Total Assets	$ 38,664,263	$ 65,434,501	$ 18,794,547	$ 23,446,658	$ 146,339,969
Liabilities					
Accounts and Retainage Payable	$ 560,421	$ 2,543,056	$ 185,568	$ 221,967	$ 3,511,012
Accrued Liabilities	1,626,674	-	-	73,384	1,700,058
Accrued Interest	-	134	-	-	134
Other Liabilities	833,664	-	-	-	833,664
Due To Other Funds	-	38,835,338	-	-	38,835,338
Total Liabilities	3,020,759	41,378,528	185,568	295,351	44,880,206
Deferred Inflows of Resources					
Property Taxes	13,954,845	-	-	-	13,954,845
Fund Balance					
Restricted					
Emergencies	1,005,594	655,400	135,650	247,442	2,044,086
Capital Projects	-	22,470,007	-	-	22,470,007
Parks and Recreation	-	-	-	1,295,648	1,295,648
Assigned					
Parks and Recreation	-	-	-	21,608,217	21,608,217
Unrestricted, Unassigned	20,683,065	930,566	18,473,329	-	40,086,960
Total Fund Balance	21,688,659	24,055,973	18,608,979	23,151,307	87,504,918
Total Liabilities, Deferred Inflows of Resources, and Fund Balance	$ 38,664,263	$ 65,434,501	$ 18,794,547	$ 23,446,658	$ 146,339,969

See Notes to the Financial Statements.

Town of Windsor

Reconciliation of the Governmental Funds Balance Sheet
with the Government-Wide Statement of Net Position
As of December 31, 2025

Amounts Reported for Governmental Activities in the Statement of Net Position are Different Because:

Total Fund Balance of Governmental Funds	$ 87,504,918
Capital assets used in governmental activities are not current financial resources and, therefore, are not reported in governmental funds.	
Cost of Capital Assets, Net of Accumulated Depreciation	244,382,519
Certain long-term pension related costs and adjustments are not available to pay or are payable currently and are therefore not reported in the funds	
Pension Related Deferred Outflows of Resources	1,702,758
Pension Related Deferred Inflows of Resources	(480,472)
Long-term liabilities and related items are not due and payable in the current year and, therefore, are not due and payable in the current year and, therefore, are not reported in governmental funds.	
Accrued Compensated Absences	(1,214,232)
Internal service funds are used by management to charge the cost of services to individual funds. The assets and liabilities of the internal service funds are included in governmental activities in the Statement of Net Position.	5,606,998
Total Net Position of Governmental Activities	$ 337,502,489

See Notes to the Financial Statements.

Town of Windsor

Statement of Revenues, Expenditures and Changes in Fund Balances
Governmental Funds
For the Year Ended December 31, 2025

	General	Capital Improvements	Park Improvement Fund	Other Governmental Funds	Total
Revenues					
Taxes	$ 29,591,739	$ 12,963,564	$ -	$ 5,972,556	$ 48,527,859
Licenses and Permits	676,276	-	-	481,308	1,157,584
Intergovernmental	1,959,933	198,228	310,012	-	2,468,173
Grants and Contributions	855,229	2,756,072	118,867	110,250	3,840,418
Charges for Services	1,798,190	4,496,438	3,614,063	2,391,362	12,300,053
Fines and Forfeitures	210,650	-	-	-	210,650
Investment Income	599,255	607,373	427,125	225,974	1,859,727
Miscellaneous	697,947	825,005	51,595	8,280	1,582,827
Total Revenues	36,389,219	21,846,680	4,521,662	9,189,730	71,947,291
Expenditures					
Current					
General Government	9,494,094	-	-	-	9,494,094
Public Safety	13,498,992	-	-	-	13,498,992
Public Works	6,735,697	12,019,820	-	-	18,755,517
Parks, Recreation and Culture	7,864,993	-	75,000	4,066,494	12,006,487
Community Development	680,227	-	-	-	680,227
Capital Outlay	-	13,733,384	1,786,309	13,401,111	28,920,804
Total Expenditures	38,274,003	25,753,204	1,861,309	17,467,605	83,356,121
Excess Revenues Over (Under) Expenditures	(1,884,784)	(3,906,524)	2,660,353	(8,277,875)	(11,408,830)
Other Financing Sources (Uses)					
Proceeds from Issuance of Loan	-	-	-	7,466,983	7,466,983
Loan Disbursement to Open Space Fund	-	-	(7,466,983)	-	(7,466,983)
Transfers In	2,263,577	5,000,000	1,971,001	9,329,000	18,563,578
Transfers Out	(5,000,000)	(740,110)	(900,000)	(2,249,866)	(8,889,976)
Other Financing Sources (Uses)	(2,736,423)	4,259,890	(6,395,982)	14,546,117	9,673,602
Net Change in Fund Balance	(4,621,207)	353,366	(3,735,629)	6,268,242	(1,735,228)
Fund Balance, *Beginning of Year*	26,309,866	23,702,607	22,344,608	16,883,065	89,240,146
Fund Balance, *End of Year*	$ 21,688,659	$ 24,055,973	$ 18,608,979	$ 23,151,307	$ 87,504,918

See Notes to the Financial Statements.

Town of Windsor

Reconciliation of the Statement of Revenues, Expenditures and Changes in Fund Balance of Governmental Funds to the Statement of Activities Governmental Funds For the Year Ended December 31, 2025

Amounts Reported for Governmental Activities in the Statement of Activities are Different Because:

Net Change in Fund Balance of Governmental Funds	$	(1,735,228)
Capital outlays to purchase or construct capital assets are reported in governmental funds as expenditures. However, for governmental activities those costs are capitalized in the statement of net position and are allocated over their estimated useful lives as annual depreciation expense in the statement of activities.		
Capital Outlays		35,022,486
Contributed Assets		-
Depreciation Expense		(13,134,999)
		21,887,487
Some expenses reported in the statement of activities do not require the use of current financial resources and, therefore, are not reported as expenditures in governmental funds.		
Change in Accrued Compensated Absences		(269,707)
Expenses reported in the Statement of Activities do not require the use of current financial resources and, therefore, are not reported as expenditures in governmental funds.		
Change in Deferred Outflows Related to Pensions		(530,028)
Change in Deferred Inflows Related to Pensions		391,669
		(138,359)
Internal service funds are used by management to charge the cost of services to individual funds. The net revenue of certain activities is reported with governmental activities.		130,208
Change in Net Position of Governmental Activities	$	19,874,401

See Notes to the Financial Statements.

Town of Windsor
Statement of Net Position
Proprietary Fund
December 31, 2025

	Business-Type Activities				Governmental Activities
Assets	Water Fund	Sewer Fund	Storm Drainage Fund	Totals	Internal Service Funds
Current Assets					
Cash and Investments	$ 60,523,499	$ 69,852	$ 4,137,430	$ 64,730,781	$ 431,905
Due From Other Funds	5,838,167	11,716,871	2,326,416	19,881,454	3,341,171
Accounts Receivable	1,442,454	292,459	99,703	1,834,616	54
Total Current Assets	67,804,120	12,079,182	6,563,549	86,446,851	3,773,130
Noncurrent Assets					
Capital Assets, not Depreciated	72,211,935	18,471,791	1,131,226	91,814,952	624,179
Capital Assets*, Depreciated, net*	72,027,374	80,644,298	38,912,890	191,584,562	7,115,912
Total Noncurrent Assets	144,239,309	99,116,089	40,044,116	283,399,514	7,740,091
Total Assets	$ 212,043,429	$ 111,195,271	$ 46,607,665	$ 369,846,365	$ 11,513,221
Liabilities					
Current Liabilities					
Due To Other Funds	$ 37,954,241	$ -	$ -	$ 37,954,241	$ 2,523,810
Accounts and Retainage Payable	595,738	2,858,217	51,712	3,505,667	486,130
Accrued Liabilities	33,410	63,342	10,436	107,188	106,436
Accrued Interest Payable	77,556	461,211	-	538,767	2,776
Other Liabilities	-	-	287,808	287,808	-
Accrued Compensated Absences, Current Portion	68,159	28,385	4,317	100,861	80,431
Loans, Bonds and Long-Term Leases Payable - Current	599,721	513,163	-	1,112,884	69,663
Total Current Liabilities	39,328,825	3,924,318	354,273	43,607,416	3,269,246
Noncurrent Liabilities					
Loans, Bonds and Long-Term Leases Payable	3,063,728	17,212,675	-	20,276,403	1,905,273
Total Noncurrent Liabilities	3,063,728	17,212,675	-	20,276,403	1,905,273
Total Liabilities	42,392,553	21,136,993	354,273	63,883,819	5,174,519
Net Position					
Net Investment in Capital Assets	140,575,860	81,315,725	40,044,116	261,935,701	5,765,155
Unrestricted	29,075,016	8,742,553	6,209,276	44,026,845	573,547
Total Net Position	$ 169,650,876	$ 90,058,278	$ 46,253,392	305,962,546	$ 6,338,702
Amounts reported for business-type activities in the Statement of Net Position are different because of the cumulative portion of internal service funds change in net position attributed to business-type activities.				731,704	
				$ 306,694,250	

See Notes to the Financial Statements.

Town of Windsor

Statement of Revenues, Expenses and Changes in Net Position
Proprietary Fund
For the Year Ended December 31, 2025

	Business-Type Activities				Governmental Activities
	Water Fund	Sewer Fund	Storm Drainage Fund	Totals	Internal Service Funds
Operating Revenues					
Charges for Services	$ 9,478,318	$ 5,448,771	$ 635,913	$ 15,563,002	$ 8,730,639
Miscellaneous	1,124,399	(72,394)	17,776	1,069,781	66,133
Total Operating Revenues	10,602,717	5,376,377	653,689	16,632,783	8,796,772
Operating Expenses					
Wages and Benefits	887,182	982,296	305,460	2,174,938	2,704,578
Operating Costs	6,601,134	2,166,271	375,667	9,143,072	4,865,851
Depreciation	1,726,153	2,110,688	944,357	4,781,198	1,219,907
Total Operating Expenses	9,214,469	5,259,255	1,625,484	16,099,208	8,790,336
Net Operating Income	1,388,248	117,122	(971,795)	533,575	6,436
Nonoperating Revenues/Expenses					
Earnings on Investment	933,760	470,329	135,930	1,540,019	59,816
Interest (Expense)	(104,796)	(868,374)	-	(973,170)	(75,260)
Net Income (Loss) Before Contributed Capital	2,217,212	(280,923)	(835,865)	1,100,424	(9,008)
Contributed Capital and Transfers					
Capital Contributions	11,564,366	3,558,118	2,504,463	17,626,947	-
Transfers In	65,833	-	-	65,833	145,080
Transfers Out	(9,185,026)	(557,923)	(141,566)	(9,884,515)	-
Total Capital Contributions and Transfers	2,445,173	3,000,195	2,362,897	7,808,265	145,080
Change in Net Position	4,662,385	2,719,272	1,527,032	8,908,689	136,072
Net Position, *Beginning of Year*	164,988,491	87,339,006	44,726,360	297,053,857	6,202,630
Net Position, *End of Year*	$ 169,650,876	$ 90,058,278	$ 46,253,392	305,962,546	$ 6,338,702
Amounts reported for business-type activities in the Statement of Activities are different because internal service funds increase to expenses for costs in excess of charges to business-type activities.				5,864	
				$ 8,914,553	

See Notes to the Financial Statements.

Town of Windsor
Statement of Cash Flows
Proprietary Fund
For the Year Ended December 31, 2025

	Water	Sewer	Storm Drainage	Total	Governmental Activities Internal Service Funds
Cash Flows From Operating Activities					
Cash Received from Customers	$ 8,446,159	$ 5,434,909	$ 609,586	$ 14,490,654	$ 8,732,343
Cash Received from Others	1,124,399	(72,394)	(322,239)	729,766	66,133
Cash Paid to Suppliers	(6,240,874)	147,653	(339,134)	(6,432,355)	(4,477,967)
Cash Paid to Employees	(862,793)	(970,054)	(311,471)	(2,144,318)	(2,680,392)
Net Cash Provided by Operating Activities	2,466,891	4,540,114	(363,258)	6,643,747	1,640,117
Cash Flows From Non-Capital and Related Financing Activities					
Transfers from Other Funds	(5,384,157)	1,005,067	(1,135,839)	(5,514,929)	1,630,767
Transfers (to) Other Funds	(9,185,026)	(557,923)	(141,566)	(9,884,515)	(1,542,667)
Net Cash Used by Capital and Related Financing Activities	(14,569,183)	447,144	(1,277,405)	(15,399,444)	88,100
Cash Flows From Capital and Related Financing Activities					
Capital Contributions	10,407,366	2,826,508	1,771,450	15,005,324	-
Acquisition and Construction of Capital Assets	(14,241,835)	(18,724,707)	(729,989)	(33,696,531)	(1,455,246)
Debt Principal Payments	(581,368)	(439,975)	-	(1,021,343)	(69,603)
Debt Interest Payments	(116,849)	(817,809)	-	(934,658)	(75,477)
Net Cash Used by Capital and Related Financing Activities	(4,532,686)	(17,155,983)	1,041,461	(20,647,208)	(1,600,326)
Cash Flows From Investing Activities					
Earnings on Investments	933,760	470,329	135,930	1,540,019	59,816
Net Cash Used by Capital and Related Financing Activities	933,760	470,329	135,930	1,540,019	59,816
Net Change in Cash and Cash Equivalents	(15,701,218)	(11,698,396)	(463,272)	(27,862,886)	187,707
Cash and Cash Equivalents, *Beginning of Year*	76,224,717	11,768,248	4,600,702	92,593,667	244,198
Cash and Cash Equivalents, *End of Year*	$ 60,523,499	$ 69,852	$ 4,137,430	$ 64,730,781	$ 431,905
Reconciliation of Net Operating Income to Net Cash Provided by Operating Activities					
Net Operating Income	$ 1,388,248	$ 117,122	$ (971,795)	$ 533,575	$ 6,436
Adjustments to Reconcile Net Operating Income to Net Cash Provided by Operating Activities					
Depreciation Expense	1,726,153	2,110,688	944,357	4,781,198	1,219,907
Changes in Assets and Liabilities Related to Operations					
Accounts Receivable	(1,032,159)	(13,862)	(26,327)	(1,072,348)	1,704
Accounts Payable	360,260	2,313,924	36,533	2,710,717	387,884
Accrued Salaries and Benefits	8,592	30,555	(774)	38,373	28,028
Accrued Compensated Absences	15,797	(18,313)	(5,237)	(7,753)	(3,842)
Other Liabilities	-	-	(340,015)	(340,015)	-
Net Cash Provided by Operating Activities	$ 2,466,891	$ 4,540,114	$ (363,258)	$ 6,643,747	$ 1,640,117
Non-Cash Investing, Capital and Financing Activities					
Contributed Capital Assets	$ 1,157,000	$ 731,610	$ 733,013	$ 2,621,623	$ -

See Notes to the Financial Statements.

Note 1: Summary of Significant Accounting Policies

The financial statements of the Town of Windsor (the Town) have been prepared in conformity with accounting principles generally accepted in the United States of America (GAAP) as applied to government units. The Governmental Accounting Standards Board (GASB) is the accepted standard-setting body for establishing governmental accounting and financial reporting principles. The more significant of the Town's accounting policies are described below.

Reporting Entity

The Town was incorporated in 1890 and adopted its Home Rule Charter during 2003 (the Charter). The Charter provides that the Mayor shall be the chief executive officer of the Town, the Town Board shall be the policy making authority, and the Town Manager, to be appointed by the Town Board, shall be the chief administrative official of the Town. The following services are authorized by its charter: general administrative services, public safety (police protection), public works, culture, parks and recreation, community development and water and sewer services.

As defined by GAAP established by the GASB, the financial reporting entity consists of the primary government, as well as component units, which are legally separate organizations for which elected officials of the primary government are financially accountable. Financial accountability is defined as:

1) Appointment of a voting majority of the component unit's governing board, and either, a) the ability to impose its will by the primary government, or b) there is a potential for the component unit to provide specific financial benefits to, or impose specific financial burdens on, the primary government; or

2) Fiscal dependency on the primary government and there is a potential for the organization to provide specific benefits to, or impose specific financial burdens on the primary government regardless of whether the organization has (1) a separately elected governing board, (2) a governing board appointed by a higher level of government or (3) a jointly appointed board.

Based on the application of these criteria, the following component units are included in the Town's reporting entity.

Note 1: Summary of Significant Accounting Policies (Continued)

Reporting Entity *(Continued)*

Discretely Presented Component Unit
The Windsor Downtown Development Authority (DDA) was formed in January 2011 by a vote of the downtown business and property owners, and officially approved and adopted as an organization by the Town Board on February 28, 2011. Comprised of a seven-member Board of Directors plus a representative from the Town Board, the DDA is dedicated to revitalizing downtown Windsor while preserving the history and heritage of this thriving community. In November 2011, the Town entered into an intergovernmental agreement with the DDA to provide funding through 2016 from sales tax revenue generated within the DDA boundaries. In March 2016, the Town amended its agreement with the DDA to provide funding through 2021 from sales tax generated within the DDA boundaries. The revenue received from the DDA is from the sales tax revenue and other revenues received from the Town; therefore, the DDA is considered a discreetly presented component unit of the Town. The Town also has the ability to appoint, reassign, or dismiss Board Members, as well as, the ability to modify and approve the DDA's annual budget. Separate financial statements are not issued for the DDA.

Blended Component Unit
The Windsor Building Authority (the Authority) was created as a nonprofit corporation under Colorado law on February 21, 2009. The Authority was created for the purpose of assisting with projects that are beneficial to the Town, such as borrowing or lending funds to assist in the building of Town facilities. Members of the Board of Directors of the Authority are appointed by the Town Board and provide services entirely to the Town. The Town has the ability to modify or approve the Authority's annual operating budget. The Town also has the ability to appoint, hire, reassign, or dismiss those individuals responsible for the day-to-day operations of the Authority. Separate financial statements are not issued for the Authority.

Basic Financial Statements

The basic financial statements include both government-wide financial statements (based on the Town as a whole) and fund financial statements. Both the government-wide and fund financial statements categorize activities as either governmental activities or business-type activities. In the government-wide Statement of Net Position, both the governmental and business-type activities columns (a) are presented on a consolidated basis by column, and (b) are reported on a full accrual economic resource basis, which incorporates long-term assets and receivables as well as long-term debt and obligations.

The government-wide financial statements (i.e., the statement of net position and the statement of activities) report information on all activities of the Town and its component units. For the most part, the effect of interfund activity has been removed from these statements. Exceptions to this general rule are charges for interfund services that are reasonably equivalent to the services provided. *Governmental activities*, which normally are supported by taxes and intergovernmental revenues, are reported separately from *business-type activities*, which rely to a significant extent on fees and charges for support. The *primary government* is reported separately from the legally separate *component unit* for which the Town is financially accountable.

Note 1: Summary of Significant Accounting Policies (Continued)

Basic Financial Statements *(Continued)*

The statement of activities demonstrates the degree to which the direct expenses of the given function or segment are offset by program revenues. *Direct expenses* are those that are clearly identifiable with a specific function or segment. *Program revenues* include 1) charges to customers or applicants who purchase, use, or directly benefit from goods, services, or privileges provided by a given function or segment and 2) grants and contributions that are restricted to meeting the operational or capital requirements of a particular function or segment. Taxes and other items not properly included among program revenues are reported instead as *general revenues*. Internally dedicated resources are reported as general revenues rather than program revenues.

Separate financial statements are provided for governmental funds and the proprietary fund. Major individual funds are reported as separate columns in the fund financial statements.

Measurement Focus, Basis of Accounting, and Financial Statement Presentation

The government-wide financial statements are reported using the *economic resources measurement focus* and the *accrual basis of accounting*, as are the proprietary fund financial statements. Revenues are recorded when earned and expenses are recorded when the liability is incurred, regardless of the timing of related cash flows. Property taxes are recognized as revenues in for the year which they are levied. Grants and similar items are recognized as revenue as soon as all eligibility requirements imposed by the provider have been met. Measurement focus refers to what is being measured and basis of accounting refers to when revenues and expenses or expenditures are recognized in the accounts and reported in the financial statements. Basis of accounting relates to the timing of the measurement made, regardless of the measurement focus applied.

Governmental fund financial statements are reported using the *current financial resources measurement focus* and the *modified accrual basis of accounting*. Revenues are recognized as soon as they are both measurable and available. Available means collectible within the current period or soon enough thereafter to be used to pay liabilities of the current period. For this purpose, the Town considers revenues to be available if they are collected within 60 days of the end of the current year. Cost reimbursement grant revenues are considered to be available at the point the expenditure is incurred. Property, franchise, and sales taxes and investment income (including unrealized gains and losses) are all considered to be susceptible to accrual and so have been recognized as revenues of the current fiscal period. The portion of special assessments receivable due within the current fiscal period is considered to be susceptible to accrual as revenue of the current period. All other revenue items are considered to be measurable and available only when the government receives cash.

Expenditures generally are recorded when a liability is incurred, as under accrual accounting. Debt service expenditures and expenditures related to compensated absences and claims and judgments are recorded only when payment is due.

Note 1: Summary of Significant Accounting Policies (Continued)

Measurement Focus, Basis of Accounting, and Financial Statement Presentation *(Continued)*

Governmental funds are used to account for all or most of a government's general activities, including the collection and disbursement of earmarked funds (special revenue funds), and the capital projects fund. The following are the Town's major and nonmajor governmental funds:

General Fund - the Town's general operating fund. Used to account for all financial transactions except those required to be accounted for in another fund. Major revenue sources include local property, sales, and franchise taxes and other intergovernmental revenues. Expenditures include all costs associated with the daily operation of general government, public safety, public works, parks and recreation and community development.

Capital Improvements Fund - a capital projects fund established to account for financial resources segregated for the acquisition or construction of capital facilities other than those financed by enterprise operations.

Park Improvement Fund - a special revenue fund established to account for revenues derived from specific taxes or other earmarked revenue sources which finance specific activities as required by law or administrative action, primarily park improvement fees.

Community Recreation Center Expansion Fund - a special revenue fund funded by a voter-approved increase in sales and use taxes. The expenditures represent the construction and equipping of the Windsor Community Recreation Center expansion. In addition, funds will be used to repay the debt obligations and operating and maintaining the Recreation Center. Management has elected to report this fund as a major fund due to the significant revenue being derived from the voter-approved sales and use taxes.

Community Recreation Center Fund - a special revenue fund funded by sales tax, construction use tax, grants and facility user fees. Expenditures represent operating expenses and cost of construction.

Conservation Trust Fund - a special revenue fund established to account for revenues derived from earmarked revenue sources which finance specific activities as required by law or administrative action.

Open Space Fund - a special revenue fund established to account for revenues derived from sales and use tax revenue sources which finance the purchase and maintenance of open space.

Proprietary funds focus on the determination of the changes in net position, financial position and cash flows and are classified as enterprise funds or internal service funds.

Note 1: Summary of Significant Accounting Policies (Continued)

Measurement Focus, Basis of Accounting, and Financial Statement Presentation *(Continued)*

Enterprise funds may be used to account for any activity for which a fee is charged to external users for goods or services. The Town's major enterprise funds are the Water, Sewer and Storm Drainage Funds. These funds account for the financial transactions related to the water, sewer and storm drainage service operations of the Town.

Internal service funds account for operations that provide services to other departments or agencies of the Town, or to other governments, on a cost-reimbursement basis. The Town has four internal service funds: the Fleet Management Fund, Information Technology Fund, Facility Service Fund, and the Windsor Building Authority.

Proprietary funds distinguish operating revenues and expenses from nonoperating items. Operating revenues and expenses generally result from providing services and producing and delivering goods in connection with a proprietary fund's principal ongoing operations. The principal operating revenues of the Water, Sewer, and Storm Drainage funds and the government's internal service funds are charges to customers for sales and services. Operating expenses include the cost of sales and services, administrative expenses, and depreciation on capital assets. All revenues and expenses not meeting this definition are reported as nonoperating revenues and expenses.

Amounts reported as program revenues include (1) charges to customers or applicants for goods, services or privileges provided, (2) operating grants and contributions, and (3) capital grants and contributions, including special assessments. Internally dedicated resources are reported as general revenues rather than as program revenues. Likewise, general revenues include all taxes.

Assets, Liabilities and Net Position/Fund Balance

Accounting Estimates - The preparation of financial statements in conformity with GAAP requires management to make estimates and assumptions that affect the reported amounts of assets and liabilities and disclosures of contingent assets and liabilities at the date of the financial statements and the reported amounts of revenues and expenses during the reporting period. Actual results could differ from those estimates.

Cash, Cash Equivalents and Temporary Investments - To improve cash management, cash received by the Town is pooled and invested. Monies for all funds are maintained in this pool. Individual fund integrity is maintained through the Town's records. Investments of the Town's cash management pool and investments with an original maturity of three months or less are presented on the financial statements as cash equivalents.

Investments - Investments with an initial maturity of more than three months that were not purchased from the pool are reported as investments. Investments are stated at fair value in accordance with GASB Statement No. 72, *Fair Value Measurement and Application*, based on quoted market values, with the exception of certain external investment pools. These are stated at net asset value or amortized cost.

Note 1: Summary of Significant Accounting Policies (Continued)

<u>Assets, Liabilities and Net Position/Fund Balance</u> *(Continued)*

Receivables - All receivables are reported at their gross value and, where appropriate, are reduced by the estimated portion that is expected to be uncollectible.

Interfund Receivables (Payables) - During the course of Town operations, numerous transactions occur between individual funds for goods provided or services rendered. These receivables and payables are classified as internal balances on the government-wide Statement of Net Position and, classified as interfund receivables or interfund payables on the Balance Sheet (See Note 3).

Interfund Transactions - Interfund services provided and used are accounted for as revenues, expenditures or expenses. Transactions that constitute reimbursements to a fund for expenditures/expenses initially that are properly applicable to another fund, are recorded as expenditures/expenses in the reimbursing fund and as reductions of expenditures/expenses in the fund that is reimbursed. All other interfund transactions are reported as transfers (See Note 3).

Capital Assets - Capital assets, which include land, buildings, equipment, vehicles, and furniture and fixtures are reported in the applicable governmental or business-type activities columns in the government-wide financial statements. Capital assets are defined by the Town as assets with an initial, individual cost of more than $5,000 and an estimated useful life in excess of one year. Such assets are recorded at historical cost or estimated historical cost if purchased or constructed. Donated capital assets, donated works of arts or similar items, and capital assets received in a service concession arrangement are reported at acquisition value at the date of donation. The costs of normal maintenance and repairs that do not add to the value of the asset or materially extend assets lives are not capitalized.

Property and equipment of the Town is depreciated using the straight-line method over the following estimated useful lives:

Description	Governmental	Business Type
Site Improvements	20 years	-
Buildings and Improvements	20 years	-
Streets and Improvements	20 years	-
Parks and Improvements	20 years	-
Machinery and Equipment	10 Years	5 Years
Furniture and Fixtures	10 Years	-
Utility Systems	-	5 - 50 years

GASB Statement No. 42, *Accounting and Financial Reporting for Impairment of Capital Assets and for Insurance Recoveries* establishes accounting and financial reporting standards for impairment of capital assets. A capital asset is considered impaired when its service utility has declined significantly and unexpectedly. The Town is required to evaluate prominent events or changes in circumstances affecting capital assets to determine whether impairment of a capital asset has occurred.

Note 1: Summary of Significant Accounting Policies (Continued)

Assets, Liabilities and Net Position/Fund Balance *(Continued)*

Contribution of Capital - Contributions of capital in proprietary funds financial statements arise from outside contributions of capital assets, or from grants or outside contributions of resources to capital acquisition and construction.

Accrued Compensated Absences Payable - In accordance with the provisions of the GASB Statement No. 16, *Accounting for Compensated Absences*, vested or accumulated vacation pay that is expected to be liquidated with expendable available financial resources is reported as an expenditure and a fund liability of the governmental fund that will pay it. Amounts of vested or accumulated vacation pay that are not expected to be liquidated with expendable available financial resources are reported on the government-wide financial statements. Compensated absences are reported in governmental funds only if they have matured.

Accrued Liabilities and Long-Term Obligations - All payables, accrued liabilities and long-term obligations are reported in the government-wide financial statements, and all payables, accrued liabilities and long-term obligations payable from proprietary funds are reported on the proprietary fund financial statements.

In general, except for accrued compensated absences, payables and accrued liabilities that will be paid from governmental funds are reported on the governmental fund financial statements regardless of whether they will be liquidated with current financial resources. In general, payments made within sixty days after year-end are considered to have been made with current available financial resources. Bonds payable, accrued compensated absences, and other long-term obligations that will be paid from governmental funds are not recognized as a liability in the fund financial statements until they become due.

Pensions - The Town contributes to the Statewide Defined Benefit Plan (SWDB), a cost-sharing multiple-employer defined benefit pension plan administered by the Fire and Police Pension Association of Colorado (FPPA). For purposes of measuring the net pension asset or liability, deferred outflows of resources and deferred inflows of resources related to pensions, and pension expense, information about the fiduciary net position of the SWDB plan and additions to/deductions from the SWDB plan fiduciary net position have been determined on the same basis as they are reported by the FPPA. For this purpose, benefit payments (including refunds of employee contributions) are recognized when due and payable in accordance with the benefit terms. Investments at FPPA are reported at fair value.

Bond Premiums, Discounts and Issuance Costs - In the governmental fund statements, bond premiums, discounts, and issuance costs are recognized as current period revenues and/or expenditures. Bond premiums and discounts in the government-wide and proprietary fund statements are deferred and amortized over the life of the bonds using the effective interest method. Issuance costs are expensed as incurred, while bond premiums and discounts are netted against related debt.

Note 1: Summary of Significant Accounting Policies (Continued)

Assets, Liabilities and Net Position/Fund Balance *(Continued)*

Deferred Outflows/Inflows of Resources - In addition to assets, the Statement of Net Position will sometimes report a separate section for deferred outflows of resources. Deferred outflows represent a consumption of net assets that applies to future periods. Deferred inflows represent an acquisition of net assets that applies to future periods. The Town reports deferred outflows and deferred inflows of resources for pension-related amounts. See Note 6 for additional information on the pension-related amounts.

In addition to liabilities, the Statement of Net Position will sometimes report a separate section for deferred inflows of resources. This separate financial statement element represents an acquisition of net position that applies to a future period(s) and will not be recognized as an inflow of resources (revenue) until that time. The Town reports a deferred inflow of resources relating to deferred property taxes and pension-related amounts. See Note 6 for additional information on the pension-related amounts.

Fund Balance Classification - The governmental fund financial statements present fund balances based on classifications that comprise a hierarchy that is based primarily on the extent to which the Town is bound to honor constraints on the specific purposes for which amounts in the respective governmental funds can be spent.

The classifications used in the governmental fund financial statements are as follows:

- *Nonspendable* - amounts that cannot be spent either because they are not in spendable form or because they are legally or contractually required to be maintained intact.

- *Restricted* - amounts that can be spent only for specific purposes because of constitutional provisions, charter requirements or enabling legislation or because of constraints that are externally imposed by creditors, grantors, or the laws or regulations of other governments.

- *Committed* - amounts that can be used only for specific purposes determined by a formal action of the Town Board (the Board). The Board is the highest level of decision-making authority for the Town. Commitments may be established, modified, or rescinded only through resolutions approved by the Board.

- *Assigned* - amounts that do not meet the criteria to be classified as restricted or committed but that are intended to be used for specific purposes. The Board has authority to assign amounts for specific purposes. Assignments may be established, modified, or rescinded only through resolutions approved by the Board.

- *Unassigned* - amounts that are available for any purpose. This classification includes the residual fund balance for the General Fund. The unassigned classification also includes any negative residual fund balance of any other governmental fund that cannot be eliminated by offsetting of assigned fund balance amounts.

Note 1: Summary of Significant Accounting Policies (Continued)

Assets, Liabilities and Net Position/Fund Balance *(Continued)*

The unassigned fund balance includes the amount established as a reserve in the General Fund. In accordance with Resolution No. 2017-50, the Town has established a reserve in the General Fund equivalent to two months of general fund expenditures; at December 31, 2025, this balance was approximately $4.6 million.

When an expenditure is incurred for purposes for which both restricted and unrestricted fund balances are available, it is the Town's policy to use restricted funds first. When an expenditure is incurred for which committed, assigned, or unassigned fund balances are available, the Town considers amounts to have been spent first out of committed funds, then assigned funds, and finally unassigned funds, as needed, unless the Town has provided otherwise in its commitment or assignment actions.

Net Position - In the government-wide and proprietary fund financial statements, net position is classified in the following categories:

- *Net Investment in Capital Assets* - this classification consists of capital assets, net of accumulated depreciation, reduced by the outstanding balances of bonds, mortgages, notes, or other borrowings attributable to the acquisition, construction, or improvement of those assets. Deferred outflows of resources and deferred inflows of resources attributable to the acquisition, construction, or improvement of capital assets or related debt are also included in this component of net position.

- *Restricted Net Position* - this classification presents external restrictions imposed by creditors, grantors, contributors or laws or regulations of other governments and restrictions imposed by law through constitutional provisions or enabling legislation.

- *Unrestricted Net Position* - this classification represents the net position of the Town, which is not restricted for any project or other purpose.

Property Taxes

Property taxes are levied on November 1 and attach as an enforceable lien on property on January 1. Taxes are payable in full on April 30 or in two installments on February 28 and June 15. The County Treasurer’s office collects property taxes and remits to the Town on a monthly basis.

Since property tax revenues are collected in arrears during the succeeding year, a receivable and corresponding deferred revenue are recorded at December 31. As the tax is collected in the succeeding year, the deferred revenue is recognized as revenue and the receivable is reduced.

Subsequent Events

Management of the Town has evaluated subsequent events through July 24, 2026, the date the financial statements were available to be issued.

Note 2: Cash and Investments

Cash, cash equivalents and investments consisted of the following as of December 31, 2025:

	Fair Value	Weighted Average Maturity (Days)	Concentration of Credit Risk
Cash on Hand	$ 5,510	-	N/A
Cash Held by County Treasurer	44,810	-	N/A
Deposits Held at Financial Institutions	8,936,182	-	N/A
U.S. Treasury Notes	35,282,501	968	27.52%
FHLMC	4,091,266	1,806	3.19%
FHLB	45,982,762	580	35.87%
FNMA	6,600,189	1,176	5.15%
Other U.S. Instrumentalities	22,372,999	2,536	17.45%
Corporate Securities	2,339,093	60	1.82%
CSIP	166,013	N/A	0.13%
Colotrust	7,999	N/A	0.01%
CSAFE	11,353,450	N/A	8.86%
Total	$ 137,182,774		

Cash, cash equivalents and investments are reported in the financial statements as follows:

Primary Government Cash and Cash Equivalents	$ 137,182,774
Downtown Development Authority Cash and Cash Equivalents	-
Total	$ 137,182,774

Deposits

The Town's bank accounts and certificates of deposit as of December 31, 2025 were entirely covered by federal depository insurance or collateral held by the Town's custodial banks under provisions of the Colorado Public Deposit Protection Act (the PDPA). The PDPA requires all local government entities to deposit cash in eligible public depositories. Eligibility is determined by State regulations. Amounts on deposit in excess of federal insurance levels must be collateralized by eligible collateral as determined by the PDPA. The PDPA allows the financial institution to create a single collateral pool for all public funds held. The pool is to be maintained by another institution or held in trust for all uninsured public deposits as a group. The market value of the collateral must be at least equal to 102% of the uninsured deposits. As of December 31, 2025, $12,007,613 was uninsured and collateralized with securities held by the financial institution and covered by eligible collateral as determined by the PDPA.

Investments

The Town is required to comply with State statutes which specify investment instruments meeting defined rating, maturity, and concentration risk criteria in which local governments may invest, which include the following. State statutes do not address custodial risk.

- Obligations of the United States and certain U.S. Agency securities.
- Certain international agency securities.

Note 2: Cash and Investments (Continued)

Investments *(Continued)*

- General obligation and revenue bonds of U.S. local government entities.
- Bankers' acceptance of certain banks.
- Commercial paper.
- Local government investment pools.
- Written repurchase agreements collateralized by certain authorized securities.
- Certain money market funds.
- Guaranteed investment contracts.
- Certificates of deposits.

Concentration of Credit Risk - State statutes do not limit the amount the Town may invest in one issuer, except for corporate securities.

Credit Risk - State statutes limit certain investments to those with specified ratings from nationally recognized statistical rating organizations, depending on the type of investment. State statutes and the Town's investment policies authorize the Town to invest in obligations of the U.S. Treasury and U.S. agencies, obligations of the State of Colorado or of any county, school, authority, and certain towns and cities therein, notes or bonds secured by insured mortgages or trust deeds, obligations of national mortgage associations, and certain repurchase agreements.

Ratings on the Town's investments consisted of the following as of December 31, 2025:

	S&P Rating	Moody Rating
U.S. Treasury Notes	NR	NR to Aaa
FHLMC	NR to AA+	NR to Aaa
FHLB	NR to AA+	NR to Aaa
FNMA	NR to AA+	NR to Aaa
Other U.S. Instrumentalities	NR to AA+	NR to Aaa
Corporate Securities	NR to AAA	NR to Aaa
COLOTRUST	AAAm	N/A
CSAFE	AAAm	N/A
CSIP	AAAm	N/A

Interest Rate Risk - State statutes generally limit investments to an original maturity of five years unless the governing board authorizes the investment for a period in excess of five years.

Fair Value Measurements - The Town categorizes its fair value measurement within the fair value hierarchy established by generally accepted accounting principles. The hierarchy is based on the valuation inputs used to measure the fair value of the asset. Level 1 inputs are quoted prices in active markets for identical assets; Level 2 inputs are significant other observable inputs; Level 3 inputs are significant unobservable inputs.

Note 2: Cash and Investments (Continued)

Investments *(Continued)*

The Town's investment balances at fair value hierarchy as of December 31, 2025 are as follows:

	Level 1	Level 2	Total
U.S. Treasury Notes	$ -	$ 35,282,501	$ 35,282,501
FHLMC	-	4,091,266	4,091,266
FHLB	-	45,982,762	45,982,762
FNMA	-	6,600,189	6,600,189
Other U.S. Instrumentalities	-	22,372,999	22,372,999
Corporate Securities	2,339,093	-	2,339,093
Total	$ 2,339,093	$ 114,329,717	116,668,810
Investments at Net Asset Value - Colotrust			7,999
Investments at Amortized Cost - CSAFE			11,353,450
Investments at Amortized Cost - CSIP			166,013
Total Investments			$ 128,196,272

Debt securities classified in Level 1 and 2 are valued using the following approaches:

- U. S. Treasury notes, FHLMC, FNMA, other U.S. instrumentalities: quoted prices for identical securities in markets that are not active;
- Corporate securities: quoted prices for identical securities in active markets;
- Municipal bond: quoted prices for similar securities in active markets;
- Negotiable Certificates of Deposits: matrix pricing based on securities' relationship to benchmark quoted prices.

Local Government Investment Pool - At December 31, 2025, the Town had $7,999 invested in the Colorado Local Government Liquid Asset Trust (Colotrust), an investment vehicle established for local government entities in Colorado to pool surplus funds. The State Securities Commission administers and enforces all State statutes governing the Trust. The Trust operates similarly to a money market fund and each share is equal in value to $1. The Trust offers shares in two portfolios, COLOTRUST PRIME and COLOTRUST PLUS+. COLOTRUST PRIME invests only in U.S. Treasury and government agencies. COLOTRUST PLUS+ can invest in U.S. Treasury, government agencies, and in the highest-rate commercial paper. A designated custodial bank serves as custodian for the Trust's portfolios pursuant to a custodian agreement. The custodian acts as a safekeeping agent for the Trust's investment portfolios and provides services as the depository in connection with direct investments and withdrawals. The custodian's internal records segregate investments owned by the Trust. The Trust is rated AAAm by Standard and Poor's and is measured at net asset value. There are no unfunded commitments, the redemption frequency is daily and there is no redemption notice period.

Note 2: Cash and Investments (Continued)

Investments *(Continued)*

In addition, the Town had $11,353,450 invested in the Colorado Surplus Asset Fund Trust (CSAFE) at December 31, 2025. The pool is an investment vehicle established for local government entities in Colorado to pool surplus funds for investment purposes. CSAFE is a highly liquid fund operating similarly to a money market-like fund and each share is equal in value to $1.00. CSAFE measures all of its investment at amortized cost in accordance with GASB Statement No. 79, *Certain External Investment Pools and Pool Participants*. CSAFE invests primarily in United States Treasuries, United States Agencies, Primary Dealer Repurchase Agreements, highly rated commercial paper, AAAm rated money market funds, highly rated corporate bonds and Colorado Depositories. The weighted average maturity of the portfolio shall not exceed 60 days and the weighted average life of the portfolio shall not exceed 120 days. CSAFE is rated AAAm by Standard & Poor's.

At December 31, 2025, the Town had invested $166,013 in the Colorado Statewide Investment Program (CSIP). The CSIP pool is an investment vehicle established by State statutes for local government entities in Colorado to pool surplus funds for investment purposes. The Colorado Division of Securities administers and enforces the requirements of creating and operating the Trusts. The CSIP pool operates in conformity with the Securities and Exchange Commission's Rule 2a-7, with each share valued at $1. A designated custodial bank provides safekeeping and depository services in connection with the direct investment and withdrawal functions. The custodian's internal records identify investments owned by the participating government.

Note 3: Interfund Transactions

Interfund transfers, described in Note 1, during the year ended December 31, 2025, consisted of the following:

	Transfer Out							
	General Fund	Capital Improvement Fund	Park Improvement Fund	Other Governmental Funds	Water Fund	Sewer Fund	Storm Drainage Fund	Total
Transfer in:								
Governmental Funds:								
General	$ -	$ 529,197	$ -	$ 278,865	$ 756,026	$ 557,923	$ 141,566	$ 2,263,577
Capital Improvement	5,000,000	-	-	-	-	-	-	5,000,000
Park Improvement	-	-	-	1,971,001	-	-	-	1,971,001
Other Governmental	-	-	900,000	-	8,429,000	-	-	9,329,000
Total Governmental Funds:	5,000,000	529,197	900,000	2,249,866	9,185,026	557,923	141,566	18,563,578
Proprietary Funds:								
Enterprise Funds:								
Water	-	65,833	-	-	-	-	-	65,833
Internal Service Funds	-	145,080	-	-	-	-	-	145,080
Total Proprietary Funds	-	210,913	-	-	-	-	-	210,913
Total Transfers	$ 5,000,000	$ 740,110	$ 900,000	$ 2,249,866	$ 9,185,026	$ 557,923	$ 141,566	$ 18,774,491

Note 3: Interfund Transactions (Continued)

During the year ended December 31, 2025, the Capital Improvement Fund transferred amounts, described in Note 1, to the General Fund to the Water Fund for storm drainage improvements.

	Due to Other Funds									
Due from Other Funds	General Fund	Capital Improvement Fund	Park Improvement Fund	Other Governmental Funds	Water Fund	Sewer Fund	Storm Drainage Fund	Internal Service Funds	Downtown Development Authority	Total
Governmental Funds:										
General	$ -	$ 4,779,919	$ -	$ -	$ 17,560,280	$ -	$ -	$ 148	$ -	$ 22,340,347
Capital Improvement	-	-	-	-	-	-	-	-	-	-
Park Improvement	-	16,733,682	-	-	-	-	-	-	-	16,733,682
Other Governmental	-	16,838,194	-	-	-	-	-	-	-	16,838,194
Total Governmental Funds:	-	38,351,795	-	-	17,560,280	-	-	148	-	55,912,223
Proprietary Funds:										
Enterprise Funds:										
Water	-	483,543	-	-	5,354,624	-	-	-	-	5,838,167
Sewer	-	-	-	-	11,716,871	-	-	-	-	11,716,871
Storm	-	-	-	-	2,326,416	-	-	-	-	2,326,416
Internal Service Funds	-	-	-	-	817,509	-	-	2,523,662	-	3,341,171
Total Proprietary Funds	-	483,543	-	-	20,215,420	-	-	2,523,662	-	23,222,625
Component Unit:										
Downtown Development Authority	-	-	-	-	178,541	-	-	-	-	178,541
Total	$ -	$ 38,835,338	$ -	$ -	$ 37,954,241	$ -	$ -	$ 2,523,810	$ -	$ 79,313,389

Note 4: Capital Assets

Governmental capital asset activity for the year ended December 31, 2025, is summarized below:

	Balance 12/31/24	Additions	Transfers	Deletions	Balance 12/31/25
Governmental Activities					
Capital Assets, *Not Being Depreciated*					
Land	$ 7,439,289	$ -	$ 12,563,569	$ -	$ 20,002,858
Construction in Progress	55,087,272	30,527,589	(47,999,797)	-	37,615,064
Total Capital Assets, *Not Being Depreciated*	62,526,561	30,527,589	(35,436,228)	-	57,617,922
Capital Assets, *Being Depreciated*					
Site Improvements	17,505,928	1,405,367	299,281	-	19,210,576
Buildings and Improvements	53,698,635	-	27,478,284	-	81,176,919
Streets and Improvements	202,298,360	1,746,407	5,328,959	-	209,373,726
Parks and Improvements	22,246,823	1,307,072	1,894,952	-	25,448,847
Machinery and Equipment	24,020,225	1,491,297	434,752	-	25,946,274
Furniture and Fixtures	1,398,652	-	-	-	1,398,652
Total Capital Assets, *Being Depreciated*	321,168,623	5,950,143	35,436,228	-	362,554,994
Capital Assets, *Not Being Depreciated*					
Less Accumulated Depreciation					
Site Improvements	(10,298,922)	(731,175)	-	-	(11,030,097)
Buildings and Improvements	(25,968,773)	(2,538,599)	-	-	(28,507,372)
Streets and Improvements	(87,103,151)	(8,794,236)	-	-	(95,897,387)
Parks and Improvements	(12,699,140)	(721,963)	-	-	(13,421,103)
Machinery and Equipment	(16,612,742)	(1,471,696)	-	-	(18,084,438)
Furniture and Fixtures	(1,012,672)	(97,237)	-	-	(1,109,909)
Total Accumulated Depreciation	(153,695,400)	(14,354,906)	-	-	(168,050,306)
Total Capital Assets, *Being Depreciated, net*	167,473,223	(8,404,763)	35,436,228	-	194,504,688
Governmental Activities Capital Assets, *net*	$ 229,999,784	$ 22,122,826	$ -	$ -	$ 252,122,610

Note 4: Capital Assets (Continued)

Depreciation expense was charged to governmental programs of the Town as follows:

Governmental Activities	
General Government	$ 340,659
Public Safety	379,801
Public Works	8,866,371
Parks and Recreation	3,296,818
Community Development	1,966
Capital Assets Held by Internal Service Funds and Charged to Activities Based on Usage	1,469,291
Total	$ 14,354,906

Business-type capital asset activity for the year ended December 31, 2025, is summarized below:

	Balance 12/31/24	Additions	Transfers	Deletions	Balance 12/31/25
Business-Type Activities					
Capital Assets, *Not Being Depreciated*					
Land	$ 6,196,266	$ -	$ -	$ -	$ 6,196,266
Water Rights	42,533,501	8,429,000	-	-	50,962,501
Construction in Progress	16,325,169	19,935,601	(1,604,585)	-	34,656,185
Total Capital Assets, *Not Being Depreciated*	65,054,936	28,364,601	(1,604,585)	-	91,814,952
Capital Assets, *Being Depreciated*					
Utility Systems	223,600,979	7,457,108	1,604,585	-	232,662,672
Buildings and Improvements	9,322,540	-	-	-	9,322,540
Machinery and Equipment	4,087,574	-	-	-	4,087,574
Total Capital Assets, *Being Depreciated*	237,011,093	7,457,108	1,604,585	-	246,072,786
Less: Accumulated Depreciation					
Utility Systems	(44,808,334)	(4,327,158)	-	-	(49,135,492)
Buildings and Improvements	(1,959,614)	(190,464)	-	-	(2,150,078)
Machinery and Equipment	(2,939,078)	(263,576)	-	-	(3,202,654)
Total Accumulated Depreciation	(49,707,026)	(4,781,198)	-	-	(54,488,224)
Total Capital Assets, *Being Depreciated, net*	187,304,067	2,675,910	1,604,585	-	191,584,562
Business-Type Activities Capital Assets, *net*	$ 252,359,003	$ 31,040,511	$ -	$ -	$ 283,399,514

	Balance 12/31/24	Additions	Transfers	Deletions	Balance 12/31/25
Downtown Development Authority					
Capital Assets, *Not Being Depreciated*					
Land and Water Rights	$ 1,281,912	$ -	$ -	$ -	$ 1,281,912
Total Capital Assets, *Not Being Depreciated*	1,281,912	-	-	-	1,281,912
Capital Assets, *Being Depreciated*					
Site Improvements	499,618	253,638	-	-	753,256
Total Capital Assets, *Being Depreciated*	499,618	253,638	-	-	753,256
Less: Accumulated Depreciation	(73,849)	(17,486)	-	-	(91,335)
Total Capital Assets, *Being Depreciated, net*	425,769	236,152	-	-	661,921
Business-Type Activities Capital Assets, *net*	$ 1,707,681	$ 236,152	$ -	$ -	$ 1,943,833

Note 5: Long-Term Debt

Governmental Activities

In 2010, the Authority entered into a Letter of Conditions with the United States Department of Agriculture (USDA), whereby the Construction Loan entered into in previous years was fully repaid and converted to a term note payable (the Term Loan). The Term Loan is payable in monthly principal and interest payments over a 40-year term, accruing interest at an interest rate of 3.75%. The Term Loan matures on December 17, 2050.

Following is a summary of long-term debt transactions of the governmental activities for the year ended December 31, 2025:

	Balance 12/31/24	Additions	Deletions	Balance 12/31/25	Due Within One Year
Governmental Activities					
USDA Community Facilities Loan	$ 2,044,539	$ -	$ (69,603)	$ 1,974,936	$ 69,663
Long-Term Leases	66,256	-	(66,256)	-	-
Compensated Absences	1,028,798	1,294,663	(1,028,798)	1,294,663	1,294,663
Total	$ 3,139,593	$ 1,294,663	$ (1,164,657)	$ 3,269,599	$ 1,364,326

Compensated absences are expected to be liquidated primarily with revenues of the General Fund.

The future minimum loan and lease payments of principal and interest as of December 31, 2025, were as follows:

Year Ended December 31,	Principal	Interest	Total
2026	$ 69,663	$ 75,477	$ 145,140
2027	72,259	72,821	145,080
2028	75,016	70,064	145,080
2029	77,873	67,207	145,080
2030	80,849	64,231	145,080
2031-2034	452,927	272,473	725,400
2035-2039	546,175	179,225	725,400
2040-2044	658,615	66,785	725,400
2045	(58,441)	36	(58,405)
Total	$ 1,974,936	$ 868,319	$ 2,843,255

Interfund Loan

During the year ended December 31, 2025, the Town's Park Fund loaned the Town's Open Space Fund $7,466,983 for land acquisition to be completed by the Open Space Fund. The agreement requirements four annual payments of $1,971,001, including interest of 2.21%. The Town expects the annual installments to be made with future Open Space revenue. This loan is not with a party outside of the primary government, thus it is accounted for within the Due to/From Funds rather than as a long term debt.

Note 5: Long-Term Debt (Continued)

Business-Type Activities

Colorado Water Conservation Board (CWCB) Loan

In January 2014, the Town entered into a loan agreement with the CWCB for the Kyger Reservoir Project for a principal amount of $4,545,000. The loan accrues interest at 2.75% and includes a service fee of 1% of the project amount. Principal and interest shall be payable in equal loan payments, with the first payment due and payable one year from the date in which the CWCB determines the Project is substantially complete and annual thereafter. In February 2017, CWCB determined that the Project was substantially completed; therefore, annual payments of $298,472 will begin in February 2018 through maturity of February 2037.

Water Pollution Control Revolving Loan

In November 2011, the Town entered into a loan agreement (the Agreement) with the Colorado Water Resource and Power Development Authority (CWR&PDA) for a principal amount of $2,615,000, plus a premium of $495,543 for total proceeds of $3,110,543. The loan accrues interest at 1.94% and is payable in semi-annual principal and interest payments, beginning on February 1, 2014 with a maturity date of August 1, 2027. The loan is secured by the net revenues of the ownership and operation of the sanitary sewer collection and treatment system, as defined within the Agreement.

Revenue Bonds

During August 2022, the Town issued Wastewater Enterprise Revenue Bonds, Series 2022, in the par amount of $17,120,000 plus an original issue premium of $1,141,447 net proceeds of $18,261,447. The 2022 bonds are payable from 2023 to 2052 with an interest rate of 5%. The net proceeds of the bonds will be used to: (i) acquire, construct, improve and equip improvements to the Town's wastewater system; (ii) purchase a municipal bond insurance policy; and (iii) pay the costs of issuance of $261,477 on the 2022 Bonds. The 2022 revenue bonds are due serially on August 1, with interest of 5.0% payable semiannually; these bonds mature on August 1, 2052.

Following are the changes to long-term debt of the business-type activities for the year ended December 31, 2025:

	Balance 12/31/24	Additions	Payments	Balance 12/31/25	Due Within One Year
Business-Type Activities					
Colorado Water Conservation Board Loan	$ 3,225,655	$ -	$ (209,773)	$ 3,015,882	$ 215,541
Bank of Colorado Loan	1,019,162	-	(371,595)	647,567	384,180
Colorado Water Resources & Power Development Authority Revolving Loan	630,435	-	(202,214)	428,221	202,215
Revenue Bonds Series 2022	16,559,470	-	(290,000)	16,269,470	310,948
Revenue Bonds Series 2022 Premium	1,058,677	-	(30,530)	1,028,147	-
Compensated Absences, net	108,614	-	(7,753)	100,861	100,861
Total	$ 22,602,013	$ -	$ (1,111,865)	$ 21,490,148	$ 1,213,745

Note 5: Long-Term Debt (Continued)

Business-Type Activities *(Continued)*

Following is the remaining principal and interest for business-type loans as of the year ended December 31, 2025:

Year Ended December 31,	Principal	Interest	Total
2026	$ 1,073,732	$ 884,936	$ 1,958,668
2027	1,112,884	846,801	1,959,685
2028	1,009,764	817,213	1,826,977
2029	562,559	770,619	1,333,178
2030	588,817	747,611	1,336,428
2031-2034	3,319,144	3,354,246	6,673,390
2035-2039	3,473,353	2,610,581	6,083,934
2040-2044	3,335,000	1,846,500	5,181,500
2045-2049	4,100,000	107,980	4,207,980
2050-2052	1,785,887	567,800	2,353,687
Total	$ 20,361,140	$ 12,554,287	$ 32,915,427

Note 6: Employees Retirement Plans

Defined Contribution Plan

The Town contributes to a single-employer defined contribution money purchase pension plan (the Employees' Retirement Plan) on behalf of its employees. The contribution requirements of the Plan participants and the Town are established and may be amended by the Town Board. The Employee's Retirement Plan is administered by the ICMA Retirement Corporation (ICMA-RC) and is a qualified Section 40l(a) plan.

A defined contribution pension plan has terms that specify how contributions to an individual's account are to be determined rather than the amount of pension benefits the individual is to receive. In a defined contribution plan, the pension benefits a participant will receive depend only on the amount contributed to the plan plus earnings on investments of those contributions.

All full-time employees who have been employed at least one year are eligible to participate in the Employees' Retirement Plan. The Town contributes 4% of the employee's annual salary to the Employee's Retirement Plan. In addition, if the employee chooses to contribute 2% of their annual salary to the Town's 457 Deferred Compensation Retirement Plan (the 457 Plan), the Town contributes an additional 2% to the Employees' account for a total Town contribution of 6%.

As of December 31, 2025, there were 146 plan members.

Note 6: Employees Retirement Plans (Continued)

Defined Benefit Police Pension Plan (SWDB)

General Information - FPPA

Plan Description - The Town contributes to the Supplemental Social Security Employers portion of the Statewide Defined Benefit Plan (SWDB), cost-sharing multiple-employer defined benefit pension plan administered by the Fire & Police Pension Association of Colorado (FPPA). The plan provides retirement benefits for substantially all full-time employees of participating fire or police departments in Colorado hired on or after April 8, 1978 (New Hires), provided that they are not already covered by a statutorily exempt plan. As of August 5, 2003, the Plan may include clerical and other personnel from fire districts whose services are auxiliary to fire protection. The Plan became effective January 1, 1980. The Plan assets are included in the Fire & Police Members' Benefit Investment Fund and the Fire & Police Members' Self Directed Investment Fund (for Deferred Retirement Option Plan (DROP) assets and Separate Retirement Account assets from eligible retired members).

FPPA issues a publicly available annual comprehensive financial report that can be obtained on FPPA's website at http://www.fppaco.org.

During 2022, House Bill 22-1034 was signed into law. This legislation combined the assets and liabilities of the Statewide Defined Benefit Plan and Statewide Hybrid Plan to form the Statewide Retirement Plan effective January 1, 2023. The Statewide Retirement Plan became the Defined Benefit Component of the Statewide Retirement Plan. The net effect of the merger on the Town's deferred outflows and deferred inflows as of December 31, 2024 of $53,401 was allocated to pension expense.

Benefits Provided - A plan member is eligible for a normal retirement pension once the member has completed twenty-five years of credited service and has attained the age of 55. Effective January 1, 2021, a member may also qualify for a normal retirement pension if the member's combined years of service and age equals at least 80, with a minimum age of 50 (Rule of 80).

The annual normal retirement benefit is 2% of the average of the member's highest three years' pensionable earnings for each year of credited service up to ten years, plus 2.5% for each year of service thereafter. The benefit earned prior to January 1, 2007, for members of affiliated Social Security employers will be reduced by the amount of Social Security income payable to the member annually. Effective January 1, 2007, the annual normal retirement benefits for the Social Security Component is 1.0% of the average of the member's highest three years base salary for each year of credited service up to then years plus 1.25% of the average of the member's highest three years' base salary for each year thereafter. Prior to 2007, the benefit for members of the Social Security Component will be reduced by the amount of social security income the member receives annually, calculated as if the social security benefit started as of age 62.

Note 6: Employees Retirement Plans (Continued)

Defined Benefit Police Pension Plan (SWDB) (Continued)

General Information - FPPA *(Continued)*

Benefits paid to retired members are evaluated annually and may be re-determined every October 1 via cost-of-living adjustment (COLA). COLAs may be compounding or non-compounding. The increase in benefits, if any, is based on the FPPA Board of Director's discretion. Compounding COLAs can range from 0 percent to the higher of 3 percent or the Consumer Price Index for Urban Wage Earners and Clerical Workers. Non-compounding COLAs take into consideration the investment returns, compounding COLAs and other economic factors. COLAs may begin once the retired member has been receiving retirement benefits for at least 12 calendar months prior to October 1.

A member is eligible for an early retirement after completion of 30 years of service or attainment of age 50 with at least five years of credited service. The early retirement benefit equals the normal retirement benefit reduced on an actuarially equivalent basis.

Upon termination, an employee may elect to have member contributions, along with 5% as interest, returned as a lump sum distribution in lieu of a retirement benefit.

Contributions - Contribution rates for the Plan are set by state statute. The FPPA Board of Directors may further increase the required contributions, equally between employer and member, upon approval through an election of both employers and members.

Members of the Defined Benefit Component contribute 12.0 percent of base salary. In 2020, legislation was enacted to increase the employer contributions rate to the Plan beginning in 2021. Employer contribution rates will increase 0.5 percent annually through 2030 to a total of 13.0 percent of base salary. These increases result in a combined contribution rate of 25.0 percent of base salary in 2030. In 2023, the total combined member and employer contribution rate was 21.5 percent.

Contributions from Defined Benefit Component members and employers of plans reentering the Defined Benefit Component are established by resolution and approved by the FPPA Board of Directors. The continuing rate of contribution for reentry groups is determined for each reentry group. The additional contribution amount is determined locally and may be paid by the member, the employer or split 50/50. Per the 2020 legislation, the required employer contribution rate for reentry departments also increases 0.5 percent annually. These increases result in a minimum combined contribution rate of 25.2 percent in 2030. In 2023, the total minimum required member and employer contribution rate was 21.7 percent.

Members of the Social Security Component contribute 6.0 percent of base salary. Per the 2020 legislation, employer contribution rates will increase 0.25 percent annually through 2030 to a total of 6.5 percent of base salary. These increases result in a combined contribution rate of 12.5 percent of base salary in 2030. In 2023, the total combined member and employer contribution rate was 10.75 percent.

Note 6: Employees Retirement Plans (Continued)

Defined Benefit Police Pension Plan (SWDB) *(Continued)*

General Information - FPPA *(Continued)*

The Town's contributions to the plan for the year ended December 31, 2025, were $484,123, equal to the required contributions.

Pension Liabilities, Pension Expense, and Deferred Outflows of Resources and Deferred Inflows of Resources Related to Pensions - FPPA

For the year ended December 31, 2025, the Town reported no pension liability. The net pension liability was measured as of December 31, 2024, and the total pension liability used to calculate the net pension liability was determined by an actuarial valuation as of January 1, 2025. The Town's proportion of the net pension asset was based on the Town's contributions to the plan for the calendar year ended December 31, 2024, relative to the projected contributions of all participating employers. At December 31, 2025, the Town's proportion was 0.4891396457% which was an increase of 0.0432539867% from its proportion measured at December 31, 2023.

For the year ended December 31, 2025, the Town recognized pension benefit of $265,292. At December 31, 2025, the Town reported deferred outflows of resources and deferred inflows of resources related to pensions from the following sources:

	Deferred Outflows of Resources	Deferred Inflows of Resources
Differences between expected and actual experience	$ 819,374	$ 26,561
Changes in assumptions and other inputs	281,240	-
Net difference between projected and actual Earnings on plan investments	28,748	-
Changes in proportion	12,313	453,911
Contributions subsequent to the measurement date	561,083	-
Total	$ 1,702,758	$ 480,472

Note 6: Employees Retirement Plans (Continued)

Defined Benefit Police Pension Plan (SWDB) *(Continued)*

Pension Liabilities, Pension Expense, and Deferred Outflows of Resources and Deferred Inflows of Resources Related to Pensions - FPPA *(Continued)*

Town's contributions subsequent to the measurement date of $484,123 will be recognized as a decrease to the net pension liability in the subsequent fiscal year. Other amounts reported as deferred outflows of resources and deferred inflows of resources related to pensions will be recognized as pension expense as follows:

Year Ended December 31,	
2026	$ 526,619
2027	(52,644)
2028	(21,485)
2029	(13,998)
2030	130,557
Thereafter	92,154
Total	$ 661,203

Actuarial Assumptions - The actuarial valuations for the plan were used to determine the total pension liability and actuarially determined contributions for the fiscal year ending December 31, 2023. The valuations used the following actuarial assumption and other inputs:

	Total Pension Liability	Actuarial Determined Contributions
Actuarial Method	01/01/25	01/02/24
Actuarial Method	Entry age normal	Entry age normal
Amortization Method	N/A	Level % of Payroll, Open
Amortization Period	N/A	30 Years
Long-term investment rate of return, net of plan investment expenses, including price inflation	7.0%	7.0%
Projected Salary Increases	4.25% - 11.25%	4.25% - 11.25%
Cost of Living Adjustments (COLA)	0.0%	0.0%
*Includes Inflation at	2.5%	2.5%

For determining the total pension liability, the post-retirement mortality tables for non-disables retirees uses the Pub-2010 Safety Healthy Annuitant mortality Tables projected with the ultimate values of the MP-2020 projection scale. The pre-retirement off-duty mortality tables are adjusted to 60% of the MP-2020 mortality tables for active employees. The on-duty mortality rate is 0.00015.

For determining the actuarially determined contributions, the post-retirement mortality tables for non-disabled retirees uses the Pub-2010 Safety Healthy Annuitant Mortality Tables projected with the ultimate values of the MP-2020 projection scale. The pre-retirement off-duty mortality tables are adjusted to 60% of the MP-2020 mortality tables for active employees. The on-duty mortality rate is 0.00015.

Note 6: Employees' Retirement Plans (Continued)

Defined Benefit Police Pension Plan (SWDB) *(Continued)*

Pension Liabilities, Pension Expense, and Deferred Outflows of Resources and Deferred Inflows of Resources Related to Pensions - FPPA *(Continued)*

At least every five years the FPPA's Board of Directors, in accordance with best practices, reviews its economic and demographic actuarial assumptions. At its July 2022 meeting, the Board of Directors reviewed and approved recommended changes to the actuarial assumptions. The recommendations were made by the FPPA's actuaries, Gabriel, Roeder, Smith & Co., based upon their analysis of past experience and expectations of the future. The assumption changes were effective for actuarial valuations beginning January 1, 2023. The actuarial assumptions impact actuarial factors for benefit purposes such as purchases of service credit and other benefits where actuarial factors are used.

The long-term expected rate of return on pension plan investments was determined using a building-block method in which best-estimate ranges of expected future real rates of return (expected returns, net of pension plan investment expense and inflation) are developed for each major asset class. These ranges are combined to produce the long-term expected rate of return by weighing the expected future real rates of return by the target asset allocation percentage and by adding expected inflation (assumed at 2.5 percent). Best estimates of arithmetic real rates of return for each major asset class included in the Fund's target asset allocation as of December 31, 2024 are summarized in the following table:

Asset Class	Target Allocation	Long-Term Expected Rate of Return
Global Equity	33%	7.0%
Equity Long/Short	6%	6.2%
Private Markets	34%	8.8%
Fixed Income - Rates	7%	5.0%
Fixed Income - Credit	7%	6.5%
Absolute Return	9%	5.7%
Cash	4%	4.2%
Total	100%	

Discount Rate - The discount rate used to measure the total pension liability was 7.00 percent. The projection of cash flows used to determine the discount rate assumed that contributions from participating employers will be made based on the actuarially determined rates based on the Board's funding policy, which establishes the contractually required rates under Colorado statutes. Based on those assumptions, the Statewide Retirement Plan fiduciary net position was projected to be available to make all the projected future benefit payments of current plan members. Therefore, the long-term expected rate of return on pension plan investments was applied to all periods of projected benefit payments to determine the total pension liability.

Note 6: Employees' Retirement Plans (Continued)

Defined Benefit Police Pension Plan (SWDB) *(Continued)*

Pension Liabilities, Pension Expense, and Deferred Outflows of Resources and Deferred Inflows of Resources Related to Pensions - FPPA *(Continued)*

Projected benefit payments are required to be discounted to their actuarial present values using a single discount rate that reflects (1) a long-term expected rate of return on pension plan investments (to the extent that the plan's fiduciary net position is projected to be sufficient to pay benefits) and (2) tax-exempt municipal bond rate based on an index of 20-year general obligation bonds with an average AA credit rating as of the measurement date (to the extent that the plan's projected fiduciary net position is not sufficient to pay benefits).

For the purpose of this valuation, the expected rate of return on pension plan investments is 7.00 percent; the municipal bond rate is 3.77 percent (based on the weekly rate closest to but not later than the measurement date of the "state & local bonds" rate from Federal Reserve statistical release (H.15)); and the resulting single discount rate is 7.00 percent.

Sensitivity of the Town's proportionate share of the net pension liability (asset) to changes in the discount rate - The following presents the Town's proportionate share of the net pension liability calculated using the discount rate of 7.00%, as well as the Town's proportionate share of the net pension asset (liability) if it were calculated using a discount rate that is one percentage point lower (6%) or one percentage point higher (8.00%) than the current rate, as follows:

	1% Decrease (6.5%)	Current Discount Rate (7.5%)	1% Increase (8.5%)
Town's Proportionate Share of the Net Pension Liability (Asset)	$ 2,154,764	$ -	$ -

Pension plan fiduciary net position - Detailed information about the plan's fiduciary net position is available in FPPA's separately issued financial report, which may be obtained at www.fppaco.org.

Note 7: Contingency

The Town is self-insured for property and liability insurance. In order to mitigate risk, the Town is a member of the Colorado Intergovernmental Risk Sharing Agency (CIRSA) and Colorado Intergovernmental Risk Sharing Agency Workmen's Compensation (CIRSA/WC). CIRSA and CIRSA/WC have a legal obligation for claims against their members to the extent that funds are available in their annually established loss fund and amounts are available from insurance providers under excess specific and aggregate insurance contracts. Losses incurred in excess of loss funds and amounts recoverable from excess insurance are direct liabilities of the participating members. CIRSA and CIRSA/WC have indicated that the amount of any excess losses would be billed to members in proportion to their contributions in the year such excess occurs, although they are not legally required to do so. Additionally, the Town may receive credit on future contributions in the event of a surplus.

Note 7: Contingency (Continued)

The ultimate liability to the Town resulting from claims not covered by CIRSA and CIRSA/WC is not presently determinable. Management is of the opinion that the final outcome of such claims, if any, will not have a material adverse effect on the Town's financial statements.

Note 8: Risk Management

CIRSA has entered into various excess insurance contracts to limit large losses and minimize exposure to large risks. Excess of loss contracts in effect during 2025 limit CIRSA's per occurrence exposure to $1,000,000 for property coverage, and $1,000,000 for excess property coverage, and provide coverage to specified upper limits. The Town changed its Workers' Compensation carrier in 2022 from CIRSA, where we were part of a pool of members, to Pinnacol, which does not have a pool structure. Pinnacol Assurance provides the excess of loss contract for workers' compensation coverage, which limits the Town's per-occurrence exposure to $100,000 and provides coverage in statutory limits for the State of Colorado. The Town's 2025 contributions to CIRSA for Property & Casualty, and Optional Coverages were $687,783 and the share of equity on December 31, 2025, amounted to approximately $10,996. The Town's 2025 contributions to Pinnacol for Workers' Compensation coverage was $345,845.

Note 9: Commitments

The Town has contractual commitments and estimated costs to complete construction projects in progress totaling approximately $29.7 million for various projects, including playground construction, road improvements, sewer plant modifications, long-term water sustainability needs, and vehicle & equipment acquisitions.

Note 10: Taxes, Spending, and Debt Limitations

TABOR Amendment

Colorado voters passed an amendment to the State Constitution, Article X, Section 20, which has several limitations, including revenue raising, spending abilities, and other specific requirements of state and local governments. On April 5, 1994, voters within the Town approved the collection, retention and expenditure of the full revenues generated by the Town in 1994 and subsequent years, notwithstanding the provisions of the Amendment.

In November 1997, voters within the Town authorized the Town to collect, retain and expend all revenues and other funds in excess of the revenue limitations of the Amendment.

Note 10: Taxes, Spending, and Debt Limitations (Continued)

TABOR Amendment *(Continued)*

The Town determined a state of emergency, approved by Resolution No. 2413, as a result of flooding in 2013. The resolution authorized the use of the TABOR emergency reserve for expenses directly related to the recovery efforts and to mitigate the risk of future flooding. The Town will determine when the state of emergency is lifted and will re-establish, within one year, an emergency reserve, representing 3% of qualifying expenditures, as required by the Amendment.

The URA is not subject to the Amendment. See: Marian L. Olson v. City of Golden, et. al. 53 P.3d 747 (Co. App.), certiorari denied. However, the URA reported an emergency reserve of $2,737 for the year ended December 31, 2025.

Note 11: Incentive Agreements

In December 2016, The Town and DDA entered into an economic incentive agreement with a limited liability company in Windsor. The DDA committed to contributing approximately $2.3 million for the purchase of façade easements and public capital improvements for the project undertaken by the limited liability company. In addition, the Town has agreed to biannually reimburse the limited liability company 50 percent of the project sales tax increment revenues collected by the Town until the tax incentive reimbursement amount is paid in full. The remaining 50 percent of the project sales tax increment revenues will be retained by the Town. Beginning in 2018, the DDA will submit payments to the limited liability company annually the project property tax increment revenues received by the Town on behalf of the DDA. In addition, the Town agreed to waive the payment of the construction use tax, impact fees, plant investment fees, building fees, electrical fees, plan review fees, administrative fees, initial raw water dedications and storm water drainage fees which would normally be collected by the Town as part of the building permit process. This agreement was amended in June 2018; under the revised agreement, payments began during 2020.

In September 2018, The Town donated 100 acres of land to the Colorado National Sports Park (CNSP) an LLC, for the purpose of building a sports park to benefit the Town. Along with this donation the Town has agreed to pay a maintenance fee of $24,000 annually starting January of 2020. Starting in 2020, CNSP will assume full responsibility for all maintenance and operation of the sports complex including insurance, utilities, irrigation, maintenance and security. The value of the donation of land is estimated to be $3,500,000.

In addition, the Town has entered into two additional economic development incentives in an effort to attract and retain high quality development, to provide employment opportunities, and community service delivery. During the year ended December 31, 2025, the Town either waived fees or paid approximately $14,778 under these agreements.

Required Supplementary Information

Town of Windsor

Required Supplementary Information
Budgetary Comparison Schedule
General Fund
For the Year Ended December 31, 2025

	Original Budget	Final Budget	Actual	Variance *Positive (Negative)*
Revenues				
Taxes	$ 29,588,885	$ 29,588,885	$ 29,591,739	$ 2,854
Licenses and Permits	655,756	655,756	676,276	20,520
Intergovernmental	1,830,584	1,830,584	1,959,933	129,349
Collections for Other Governments	853,330	853,330	855,229	1,899
Charges for Services	2,013,925	2,013,925	1,798,190	(215,735)
Fines and Forfeitures	762,692	762,692	210,650	(552,042)
Investment Income	472,410	472,410	599,255	126,845
Miscellaneous	301,633	301,633	697,947	396,314
Total Revenues	36,479,215	36,479,215	36,389,219	(89,996)
Expenditures				
General Government	9,734,433	9,734,493	9,494,094	240,399
Public Safety	13,671,014	13,671,014	13,498,992	172,022
Public Works	6,048,475	6,048,475	6,735,697	(687,222)
Parks, Recreation and Culture	8,390,844	8,390,844	7,864,993	525,851
Community Development	709,294	709,294	680,227	29,067
Total Expenditures	38,554,060	38,554,120	38,274,003	280,117
Excess Revenues Over (Under) Expenditures	(2,074,845)	(2,074,905)	(1,884,784)	190,121
Other Financing Sources (Uses)				
Transfers In	2,238,577	2,238,577	2,263,577	25,000
Transfers Out	(5,000,000)	(5,064,511)	(5,000,000)	64,511
Net Change in Fund Balance	$ (4,836,268)	$ (4,900,839)	(4,621,207)	$ 279,632
Fund Balance, *Beginning of Year*			26,309,866	
Fund Balance, *End of Year*			$ 21,688,659	

See Accompanying Independent Auditor's Report.

Town of Windsor
Required Supplementary Information
Budgetary Comparison Schedule
Park Improvement Fund
For the Year Ended December 31, 2025

	Original Budget	Final Budget	Actual	Variance *Positive (Negative)*
Revenues				
Intergovernmental	$ 294,927	$ 294,927	$ 310,012	$ 15,085
Grants and Contributions	131,326	131,326	118,867	(12,459)
Charges for Services	4,185,375	4,185,375	3,614,063	(571,312)
Investment Income	565,349	565,349	427,125	(138,224)
Miscellaneous	-	-	51,595	51,595
Total Revenues	5,176,977	5,176,977	4,521,662	(655,315)
Expenditures				
Current				
Parks, Recreation and Culture	-	-	75,000	(75,000)
Capital Outlay	2,797,228	2,797,228	1,786,309	1,010,919
Total Expenditures	2,797,228	2,797,228	1,861,309	935,919
Excess Revenues Over (Under) Expenditures	2,379,749	2,379,749	2,660,353	280,604
Other Financing Sources (Uses)				
Loan Disbursement to Open Space Fund	-	(7,466,983)	(7,466,983)	-
Transfers In	-	1,971,011	1,971,001	(10)
Transfers Out	-	(900,000)	(900,000)	-
Net Change in Fund Balance	$ 2,379,749	$ (4,016,223)	(3,735,629)	$ 280,594
Fund Balance, *Beginning of Year*			22,344,608	
Fund Balance, *End of Year*			$ 18,608,979	

See Accompanying Independent Auditor's Report.

Town of Windsor

Required Supplementary Information
Schedule of Proportionate Share of the Net Pension Liability and Contributions
Police Officers Statewide Defined Benefit Pension Plan (FPPA)
For the Year Ended December 31, 2025

Measurement Date	12/30/2024	12/31/2023	12/31/2022	12/30/2021	12/30/2020
Proportionate Share of the Net Pension Liability					
Town's Proportion of the Net Pension Liability	0.4891396457%	0.4458856590%	0.2200268439%	0.1855106016%	0.1942213525%
Town's Proportionate Share of the Net Pension Liability (Asset)	$ -	$ -	$ 395,772	$ (402,744)	$ (109,844)
Town's Covered Payroll	$ 4,814,303	$ 3,889,775	$ 3,326,635	$ 2,980,085	$ 2,862,983
Town's Proportionate Share of the Net Pension Liability as a Percentage of Covered Payroll	0.00%	0.00%	11.90%	(13.51%)	(3.84%)
Plan Fiduciary Net Position as a Percentage of the Total Pension Liability	100.00%	97.60%	116.20%	106.70%	101.90%

Reporting Date	12/31/2025	12/31/2024	12/31/2023	12/31/2022	12/31/2021
Town Contributions					
Statutorily Required Contribution	$ 484,123	$ 456,524	$ 327,262	$ 141,382	$ 119,203
Contributions in Relation to the Statutorily Required Contribution	(484,123)	(456,524)	(327,262)	(141,382)	(119,203)
Contribution Deficiency (Excess)	$ -	$ -	$ -	$ -	$ -
Town's Covered Payroll	$ 4,850,642	$ 4,814,303	$ 3,889,775	$ 3,326,635	$ 2,980,085
Contributions as a Percentage of Covered Payroll	9.98%	9.48%	8.41%	4.25%	4.00%

This schedule is presented to show information for 10 years.

(Continued)

Town of Windsor

Required Supplementary Information
Schedule of Proportionate Share of the Net Pension Liability and Contributions
Police Officers Statewide Defined Benefit Pension Plan (FPPA)
For the Year Ended December 31, 2025

(Continued)

Measurement Date	12/31/2019	12/31/2018	12/31/2017	12/30/2016	12/31/2015
Proportionate Share of the Net Pension Liability					
Town's Proportion of the Net Pension Liability	0.1641842286%	0.1536060954%	0.1527000000%	0.1605000000%	0.1542000000%
Town's Proportionate Share of the Net Pension Liability (Asset)	$ 207,574	$ (220,987)	$ 55,159	$ (2,830)	$ (174,070)
Town's Covered Payroll	$ 2,199,592	$ 1,796,963	$ 1,624,716	$ 1,563,810	$ 1,392,646
Town's Proportionate Share of the Net Pension Liability as a Percentage of Covered Payroll	9.44%	(12.30%)	3.39%	(0.18%)	(12.50%)
Plan Fiduciary Net Position as a Percentage of the Total Pension Liability	95.20%	106.30%	98.21%	100.10%	106.80%

Reporting Date	12/31/2020	12/31/2019	12/31/2018	12/30/2017	12/30/2016
Town Contributions					
Statutorily Required Contribution	$ 114,518	$ 87,984	$ 71,879	$ 64,988	$ 62,552
Contributions in Relation to the Statutorily Required Contribution	(114,518)	(87,984)	(71,879)	(64,988)	(62,552)
Contribution Deficiency (Excess)	$ -	$ -	$ -	$ -	$ -
Town's Covered Payroll	$ 2,862,983	$ 2,199,592	$ 1,796,963	$ 1,624,716	$ 1,563,810
Contributions as a Percentage of Covered Payroll	4.00%	4.00%	4.00%	4.00%	4.00%

This schedule is presented to show information for 10 years.

See Accompanying Independent Auditor's Report.

Note 1: Stewardship, Compliance, and Accountability

Budgets

An annual budget and appropriation resolution is adopted by the Town Board in accordance with Colorado state statutes. Budgets are adopted on a basis consistent with GAAP, except for the following: proceeds from long-term debt are budgeted as revenue in the proprietary funds; note, lease and bond principal payments are budgeted as expenses in the proprietary funds; and purchases of capital assets are budgeted as capital outlay expenses in the proprietary funds.

On or about October 15, the Town staff submits to the Town Board a proposed operating budget for the fiscal year commencing the following January 1. The operating budget includes proposed expenditures and the means of financing them. Also, public hearings are conducted at a special meeting and regular Town Board meetings to obtain taxpayer comments. Prior to December 15, the budget is legally adopted by the Town Board.

Colorado law requires that all funds have legally adopted budgets and total expenditures for each fund cannot exceed the amount appropriated. The fund level of classification is the level of classification at which expenditures may not legally exceed appropriations.

All appropriations lapse at the end of each fiscal year. Appropriations for a fund may be increased provided they are offset by unanticipated resources.

For the year ended December 31, 2025, the Town's Community Recreation Center Fund expenditures exceeded expenditure appropriations. This may be a violation of State statutes.

Note 2: Defined Benefit Pension Plans

FPPA Statewide Defined Benefit Plans

Changes in Plan Provisions - The plan provisions have not changed since the prior valuation. The member contribution rate increased in 2025 as a result of member election.

Benefit Adjustments - Benefits to members and beneficiaries may be increased annually on October 1. The amount is based on the FPPA Board of Directors discretion and can range from 0% to 3%. Benefit adjustment may begin once the retired member has been receiving retirement benefits for at least 12 calendar months to October 1.

Changes of Assumptions - Beginning in the January 1, 2014, the married assumption for active members was increased from 80% to 85% to reflect the passage of the Colorado Civil Union Act.

Supplementary Information

Combining and Individual Fund Statements and Schedules

Town of Windsor

Combining Balance Sheet
Nonmajor Governmental Funds
For the Year Ended December 31, 2025

	Community Recreation Center Expansion	Conservation Trust Fund	Community Recreation Center Fund	Open Space Fund	Total
Assets					
Cash and Investments	$ 1,452,949	$ 712	$ -	$ 4,503,781	$ 5,957,442
Accounts Receivable	400,629	-	-	250,393	651,022
Due From Other Funds	11,386,471	1,457,933.00	-	3,993,790	16,838,194
Total Assets	$ 13,240,049	$ 1,458,645	$ -	$ 8,747,964	$ 23,446,658
Liabilities					
Accounts and Retainage Payable	$ 58,970	$ 162,997	$ -	$ -	$ 221,967
Accrued Liabilities	70,290	-	-	3,094	73,384
Total Liabilities	129,260	162,997	-	3,094	295,351
Fund Balance					
Restricted					
Emergencies	179,502	-	-	67,940	247,442
Parks and Recreation	-	1,295,648	-	-	1,295,648
Assigned					
Parks and Recreation	12,931,287	-	-	8,676,930	21,608,217
Total Fund Balance	13,110,789	1,295,648	-	8,744,870	23,151,307
Total Liabilities, Deferred Inflows and Fund Balance	$ 13,240,049	$ 1,458,645	$ -	$ 8,747,964	$ 23,446,658

See Accompanying Independent Auditor's Report.

Town of Windsor

Combining Statement of Revenues, Expenditures and Changes in Fund Balance
Nonmajor Governmental Funds
For the Year Ended December 31, 2025

	Community Recreation Center Expansion	Conservation Trust Fund	Community Recreation Center Fund	Open Space Fund	Total
Revenues					
Taxes	$ 3,658,955	$ -	$ -	$ 2,313,601	$ 5,972,556
Licenses and Permits	-	481,308	-	-	481,308
Grants and Contributions	10,587	99,663	-	-	110,250
Charges for Services	2,391,362	-	-	-	2,391,362
Investment Income	237,911	40,158	-	(52,095)	225,974
Miscellaneous	(326)	8,606	-	-	8,280
Total Revenues	6,298,489	629,735	-	2,261,506	9,189,730
Expenditures					
Current					
Parks, Recreation and Culture	4,015,571	-	-	50,923	4,066,494
Capital Outlay	83,311	771,181	-	12,546,619	13,401,111
Total Expenditures	4,098,882	771,181	-	12,597,542	17,467,605
Excess Revenues Over (Under) Expenditures	2,199,607	(141,446)	-	(10,336,036)	(8,277,875)
Other Financing Sources (Uses)					
Proceeds from Park Fund Loan	-	-	-	7,466,983	7,466,983
Transfers In	-	-	-	9,329,000	9,329,000
Transfers Out	(278,865)	-	-	(1,971,001)	(2,249,866)
Net Change in Fund Balance	1,920,742	(141,446)	-	4,488,946	6,268,242
Fund Balance, *Beginning of Year*	11,190,047	1,437,094	-	4,255,924	16,883,065
Fund Balance, *End of Year*	$ 13,110,789	$ 1,295,648	$ -	$ 8,744,870	$ 23,151,307

See Accompanying Independent Auditor's Report.

Town of Windsor
Budgetary Comparison Schedule
Capital Improvement Fund
For the Year Ended December 31, 2025

	Original Budget	Final Budget	Actual	Variance *Positive (Negative)*
Revenues				
Taxes	$ 12,453,899	$ 12,453,899	$ 12,963,564	$ 509,665
Intergovernmental	869,394	869,394	198,228	(671,166)
Contributions/Donations	620,375	2,366,782	2,756,072	389,290
Charges for Services	3,619,628	3,619,628	4,496,438	876,810
Investment Income	933,346	933,346	607,373	(325,973)
Miscellaneous	688,003	688,003	825,005	137,002
Total Revenues	19,184,645	20,931,052	21,846,680	915,628
Expenditures				
Public Works	5,207,000	5,207,000	5,191,197	15,803
Small Equipment and Maintenance	6,921,727	6,921,727	6,828,623	93,104
Capital Outlay	16,455,166	18,201,573	13,733,384	4,468,189
Total Expenditures	28,583,893	30,330,300	25,753,204	4,577,096
Excess Revenues Over (Under) Expenditures	(9,399,248)	(9,399,248)	(3,906,524)	5,492,724
Other Financing Sources (Uses)				
Transfers In	5,000,000	5,000,000	5,000,000	-
Transfers Out	(740,110)	(740,110)	(740,110)	-
Net Change in Fund Balance	$ (5,139,358)	$ (5,139,358)	353,366	$ 5,492,724
Fund Balance, *Beginning of Year*			23,702,607	
Fund Balance, *End of Year*			$ 24,055,973	

See Accompanying Independent Auditor's Report.

Town of Windsor
Budgetary Comparison Schedule
Community Recreation Center Expansion Fund
For the Year Ended December 31, 2025

	Original and Final Budget	Actual	Variance *Positive (Negative)*
Revenues			
Taxes	$ 3,796,889	$ 3,658,955	$ (137,934)
Contributions/Donations	-	10,587	10,587
Charges for Services	2,743,703	2,391,362	(352,341)
Investment Income	245,585	237,911	(7,674)
Miscellaneous	1,456	(326)	(1,782)
Total Revenues	6,787,633	6,298,489	(489,144)
Expenditures			
Parks, Recreation and Culture	4,457,176	4,015,571	441,605
Capital Outlay	-	83,311	(83,311)
Total Expenditures	4,457,176	4,098,882	358,294
Excess Revenues Over (Under) Expenditures	2,330,457	2,199,607	(130,850)
Other Financing Sources (Uses)			
Transfers In	-	-	-
Transfers Out	(278,865)	(278,865)	-
Net Change in Fund Balance	$ 2,051,592	1,920,742	$ (130,850)
Fund Balance, *Beginning of Year*		11,190,047	
Fund Balance, *End of Year*		$ 13,110,789	

See Accompanying Independent Auditor's Report.

Town of Windsor
Budgetary Comparison Schedule
Community Recreation Center Fund
For the Year Ended December 31, 2025

	Original and Final Budget	Actual	Variance *Positive (Negative)*
Revenues			
Taxes	$ -	$ -	$ -
Charges for Services	-	-	-
Investment Income	-	-	-
Miscellaneous	-	-	-
Total Revenues	-	-	-
Expenditures			
Parks, Recreation and Culture	-	-	-
Debt Service			
Principal	-	-	-
Interest and Fiscal Charges	-	-	-
Total Expenditures	-	-	-
Excess Revenues Over (Under) Expenditures	-	-	-
Other Financing Sources (Uses)			
Transfers Out	-	-	-
Net Change in Fund Balance	$ -	-	$ -
Fund Balance, *Beginning of Year*		-	
Fund Balance, *End of Year*		$ -	

See Accompanying Independent Auditor's Report.

Town of Windsor
Budgetary Comparison Schedule
Conservation Trust Fund
For the Year Ended December 31, 2025

	Original Budget	Final Budget	Actual	Variance *Positive (Negative)*
Revenues				
Licenses and Permits	$ 425,901	$ 425,901	$ 481,308	$ 55,407
Grants and Contributions	-	-	99,663	99,663
Investment Income	22,201	22,201	40,158	17,957
Miscellaneous	-	-	8,606	8,606
Total Revenues	448,102	448,102	629,735	181,633
Expenditures				
Capital Outlay	75,000	1,075,000	771,181	303,819
Total Expenditures	75,000	1,075,000	771,181	303,819
Net Change in Fund Balance	$ 373,102	$ (626,898)	(141,446)	$ 485,452
Fund Balance, *Beginning of Year*			1,437,094	
Fund Balance, *End of Year*			$ 1,295,648	

See Accompanying Independent Auditor's Report.

Town of Windsor
Budgetary Comparison Schedule
Open Space Fund
For the Year Ended December 31, 2025

	Original Budget	Final Budget	Actual	Variance *Positive (Negative)*
Revenues				
Taxes	$ 2,373,325	$ 2,373,325	$ 2,313,601	$ (59,724)
Investment Income	82,000	82,000	(52,095)	(134,095)
Total Revenues	2,455,325	2,455,325	2,261,506	(193,819)
Expenditures				
Parks, Recreation and Culture	104,759	104,759	50,923	53,836
Capital Outlay	12,481,279	25,013,746	12,546,619	12,467,127
Total Expenditures	12,586,038	25,118,505	12,597,542	12,520,963
Excess Revenues Over (Under) Expenditures	(10,130,713)	(22,663,180)	(10,336,036)	12,327,144
Other Financing Sources (Uses)				
Proceeds from Park Fund Loan	-	-	7,466,983	7,466,983
Transfers Out	-	(1,971,011)	(1,971,001)	10
Transfers In	-	8,366,983	9,329,000	962,017
Net Change in Fund Balance	$ (10,130,713)	$ (16,267,208)	4,488,946	$ 20,756,154
Fund Balance, *Beginning of Year*			4,255,924	
Fund Balance, *End of Year*			$ 8,744,870	

See Accompanying Independent Auditor's Report.

Town of Windsor

Budgetary Comparison Schedule
Water Fund
For the Year Ended December 31, 2025

	Original Budget	Final Budget	Actual	Variance *Positive (Negative)*
Revenues				
Charges for Services	$ 7,050,060	$ 7,050,060	$ 9,478,318	$ 2,428,258
Miscellaneous	1,398,883	1,398,883	1,124,399	(274,484)
Interest Income	866,947	866,947	933,760	66,813
Capital Contributions	10,655,241	11,812,241	11,564,366	(247,875)
Transfers In	65,833	65,833	65,833	-
Total Revenue	20,036,964	21,193,964	23,166,676	1,972,712
Expenses				
Wages and Benefits	903,840	903,840	887,182	16,658
Operations	9,035,229	17,464,229	6,601,134	10,863,095
Debt Service				
Principal	581,517	581,517	581,368	149
Interest and Fiscal Charges	116,700	116,700	104,796	11,904
Capital Outlay	6,186,529	7,343,529	14,241,835	(6,898,306)
Transfers Out	756,026	756,026	9,185,026	(8,429,000)
Total Expenses	17,579,841	27,165,841	31,601,341	(4,435,500)
Net Income Budgetary Basis	$ 2,457,123	$ (5,971,877)	(8,434,665)	$ (2,462,788)
Reconciliation to GAAP Basis				
Depreciation			(1,726,153)	
Capital Outlay			14,241,835	
Debt Principal			581,368	
Change in Net Position, *GAAP Basis*			$ 4,662,385	

See Accompanying Independent Auditor's Report.

Town of Windsor

Budgetary Comparison Schedule
Sewer Fund
For the Year Ended December 31, 2025

	Original Budget	Final Budget	Actual	Variance *Positive (Negative)*
Revenues				
Charges for Services	$ 5,253,600	$ 5,253,600	$ 5,448,771	$ 195,171
Miscellaneous	-	-	(72,394)	(72,394)
Interest Income	508,173	508,173	470,329	(37,844)
Capital Contributions	2,891,813	3,623,423	3,558,118	(65,305)
Total Revenue	8,653,586	9,385,196	9,404,824	19,628
Expenses				
Wages and Benefits	1,065,536	1,065,536	982,296	83,240
Operations	2,182,134	2,182,134	2,166,271	15,863
Debt Service				
Principal	492,215	492,215	439,975	52,240
Interest and Fiscal Charges	5,715,569	5,715,569	868,374	4,847,195
Capital Outlay	23,460,648	24,192,258	18,724,707	5,467,551
Transfers Out	557,923	557,923	557,923	-
Total Expenses	33,474,025	34,205,635	23,739,546	10,466,089
Net Income Budgetary Basis	$ (24,820,439)	$ (24,820,439)	(14,334,722)	$ 10,485,717
Reconciliation to GAAP Basis				
Depreciation			(2,110,688)	
Capital Outlay			18,724,707	
Debt Principal			439,975	
Change in Net Position, *GAAP Basis*			$ 2,719,272	

See Accompanying Independent Auditor's Report.

Town of Windsor

Budgetary Comparison Schedule
Storm Drainage Fund
For the Year Ended December 31, 2025

	Original Budget	Final Budget	Actual	Variance *Positive (Negative)*
Revenues				
Charges for Services	$ 651,214	$ 651,214	$ 635,913	$ (15,301)
Miscellaneous	-	-	17,776	17,776
Interest Income	186,797	186,797	135,930	(50,867)
Capital Contributions	1,724,210	2,457,223	2,504,463	47,240
Total Revenue	2,562,221	3,295,234	3,294,082	(1,152)
Expenses				
Wages and Benefits	333,900	333,900	305,460	28,440
Operations	387,272	387,272	375,667	11,605
Capital Outlay	2,306,362	1,573,349	729,989	843,360
Transfers Out	141,566	141,566	141,566	-
Total Expenses	3,169,100	2,436,087	1,552,682	883,405
Net Income Budgetary Basis	$ (606,879)	$ 859,147	1,741,400	$ 882,253
Reconciliation to GAAP Basis				
Depreciation			(944,357)	
Capital Outlay			729,989	
Change in Net Position, *GAAP Basis*			$ 1,527,032	

See Accompanying Independent Auditor's Report.

Town of Windsor
Combining Statement of Net Position
Internal Service Funds
December 31, 2025

Assets	Information Technology Fund	Fleet Management Fund	Windsor Building Authority	Facility Services Fund	Totals
Current Assets					
Cash and Investments	$ -	$ 271,642	$ 160,263	$ -	$ 431,905
Accounts Receivable	54	-	-	-	54
Due From Other Funds	1,353,594	1,891,111	(6,869)	103,335	3,341,171
Total Current Assets	1,353,648	2,162,753	153,394	103,335	3,773,130
Noncurrent Assets					
Capital Assets, not Depreciated	-	466,326	157,853	-	624,179
Capital Assets, *Depreciated, net*	1,326,569	4,241,917	1,547,426	-	7,115,912
Total Noncurrent Assets	1,326,569	4,708,243	1,705,279	-	7,740,091
Total Assets	$ 2,680,217	$ 6,870,996	$ 1,858,673	$ 103,335	$ 11,513,221
Liabilities					
Current Liabilities					
Interfund Payable	$ -	$ -	$ 2,523,810	$ -	$ 2,523,810
Accounts Payable	413,685	10,267	-	62,178	486,130
Accrued Liabilities	47,310	14,511	-	44,615	106,436
Accrued Interest Payable	-	-	2,776	-	2,776
Accrued Compensated Absences	53,433	7,164	-	19,834	80,431
Loans and Long-Term Leases Payable - Current	-	-	69,663	-	69,663
Total Current Liabilities	514,428	31,942	2,596,249	126,627	3,269,246
Noncurrent Liabilities					
Loans and Long-Term Leases Payable	-	-	1,905,273	-	1,905,273
Total Noncurrent Liabilities	-	-	1,905,273	-	1,905,273
Total Liabilities	514,428	31,942	4,501,522	126,627	5,174,519
Net Position					
Net Investment in Capital Assets	1,326,569	4,708,243	(269,657)	-	5,765,155
Unrestricted	839,220	2,130,811	(2,373,192)	(23,292)	573,547
Total Net Position	$ 2,165,789	$ 6,839,054	$ (2,642,849)	$ (23,292)	$ 6,338,702

See Accompanying Independent Auditor's Report.

Town of Windsor
Combining Statement of Revenues, Expenses and Changes in Net Position
Internal Service Funds
For the Year Ended December 31, 2025

	Information Technology Fund	Fleet Management Fund	Windsor Building Authority	Facility Services Fund	Totals
Operating Revenues					
Charges for Services	$ 4,408,306	$ 3,477,513	$ -	$ 844,820	$ 8,730,639
Miscellaneous	62,431	3,702	-	-	66,133
Total Operating Revenues	4,470,737	3,481,215	-	844,820	8,796,772
Operating Expenses					
Wages and Benefits	1,177,501	465,817	-	1,061,260	2,704,578
Operating Costs	3,479,492	713,605	-	672,754	4,865,851
Depreciation	184,757	1,035,150	-	-	1,219,907
Total Operating Expenses	4,841,750	2,214,572	-	1,734,014	8,790,336
Net Operating Income	(371,013)	1,266,643	-	(889,194)	6,436
Nonoperating Revenues					
Interest (Expense)	-	-	(75,260)	-	(75,260)
Investment Income	22,107	29,715	(4,032)	12,026	59,816
Insurance Recoveries	-	-	-	-	-
Net Income (Loss) Before Transfers and Contributions	(348,906)	1,296,358	(79,292)	(877,168)	(9,008)
Transfers In	-	-	145,080	-	145,080
Change in Net Position	(348,906)	1,296,358	65,788	(877,168)	136,072
Net Position, *Beginning of Year*	2,514,695	5,542,696	(2,708,637)	853,876	6,202,630
Net Position, *End of Year*	$ 2,165,789	$ 6,839,054	$ (2,642,849)	$ (23,292)	$ 6,338,702

See Accompanying Independent Auditor's Report.

Town of Windsor

Combining Statement of Cash Flows
Internal Service Funds
For the Year Ended December 31, 2025

	Information Technology Fund	Fleet Management Fund	Windsor Building Authority	Facility Services Fund	Total
Cash Flows From Operating Activities					
Cash Received from Customers	$ 4,408,252	$ 3,479,271	$ -	$ 844,820	$ 8,732,343
Cash Received from Others	62,431	3,702	-	-	66,133
Cash Paid to Suppliers	(3,100,011)	(742,246)	-	(635,710)	(4,477,967)
Cash Paid to Employees	(1,178,001)	(463,861)	-	(1,038,530)	(2,680,392)
Net Cash Provided by Operating Activities	192,671	2,276,866	-	(829,420)	1,640,117
Cash Flows From Non-Capital and Related Financing Activities					
Transfers from Other Funds	1,141,451	(393,256)	151,949	730,623	1,630,767
Transfers (to) Other Funds	(1,020,839)	(521,828)	-	-	(1,542,667)
Net Cash Used by Capital and Related Financing Activities	120,612	(915,084)	151,949	730,623	88,100
Cash Flows From Capital and Related Financing Activities					
Acquisition and Construction of Capital Assets	(335,390)	(1,119,855)	(1)	-	(1,455,246)
Debt Principal Payments	-	-	(69,603)	-	(69,603)
Debt Interest Payments	-	-	(75,477)	-	(75,477)
Net Cash Used by Capital and Related Financing Activities	(335,390)	(1,119,855)	(145,081)	-	(1,600,326)
Cash Flows From Investing Activities					
Interest Received	22,107	29,715	(4,032)	12,026	59,816
Net Cash Used by Capital and Related Financing Activities	22,107	29,715	(4,032)	12,026	59,816
Net Change in Cash and Cash Equivalents	-	271,642	2,836	(86,771)	187,707
Cash and Cash Equivalents, *Beginning of Year*	-	-	157,427	86,771	244,198
Cash and Cash Equivalents, *End of Year*	$ -	$ 271,642	$ 160,263	$ -	$ 431,905
Reconciliation of Net Operating Income to Net Cash Provided by Operating Activities					
Net Operating Income	$ (371,013)	$ 1,266,643	$ -	$ 844,820	$ 1,740,450
Adjustments to Reconcile Net Operating Income to Net Cash Provided by Operating Activities					
Depreciation Expense	184,757	1,035,150	-	-	1,219,907
Changes in Assets and Liabilities Related to Operations					
Accounts Receivable	(54)	1,758	-	-	1,704
Accounts Payable	379,481	(28,641)	-	37,044	387,884
Accrued Liabilities	11,028	593	-	16,407	28,028
Accrued Compensated Absences	(11,528)	1,363	-	6,323	(3,842)
Net Cash Provided by Operating Activities	$ 192,671	$ 2,276,866	$ -	$ 904,594	$ 3,374,131

See Accompanying Independent Auditor's Report.

Town of Windsor
Budgetary Comparison Schedule
Information Technology Fund
For the Year Ended December 31, 2025

	Original and Final Budget	Actual	Variance *Positive (Negative)*
Revenues			
Charges for Services	$ 4,408,306	$ 4,408,306	$ -
Miscellaneous	-	62,431	62,431
Interest Income	21,676	22,107	431
Total Revenue	4,429,982	4,492,844	62,862
Expenses			
Wages and Benefits	1,300,585	1,177,501	123,084
Operations	3,362,269	3,479,492	(117,223)
Capital Outlay	300,000	335,390	(35,390)
Total Expenses	4,962,854	4,992,383	(29,529)
Net Income Budgetary Basis	$ (532,872)	(499,539)	$ 33,333
Reconciliation to GAAP Basis			
Depreciation		(184,757)	
Capital Outlay		335,390	
Change in Net Position, *GAAP Basis*		$ (348,906)	

See Accompanying Independent Auditor's Report.

Town of Windsor
Budgetary Comparison Schedule
Fleet Management Fund
For the Year Ended December 31, 2025

	Original and Final Budget	Actual	Variance *Positive (Negative)*
Revenues			
Charges for Services	$ 3,477,513	$ 3,477,513	$ -
Miscellaneous	-	3,702	3,702
Interest Income	5,661	29,715	24,054
Insurance Proceeds	-	-	-
Total Revenue	3,483,174	3,510,930	27,756
Expenses			
Wages and Benefits	564,511	465,818	98,693
Operations	688,254	713,104	(24,850)
Debt Service			
Principal	109,488	-	109,488
Interest and Fiscal Charges	109,488	500	108,988
Capital Outlay	2,124,985	1,119,855	1,005,130
Total Expenses	3,596,726	2,299,277	1,297,449
Net Income Budgetary Basis	$ (113,552)	1,211,653	$ 1,325,205
Reconciliation to GAAP Basis			
Depreciation		(1,035,150)	
Capital Outlay		1,119,855	
Debt Principal		-	
Change in Net Position, *GAAP Basis*		$ 1,296,358	

See Accompanying Independent Auditor's Report.

Town of Windsor
Budgetary Comparison Schedule
Windsor Building Authority Fund
For the Year Ended December 31, 2025

	Original and Final Budget	Actual	Variance *Positive (Negative)*
Revenues			
Interest Income	$ -	$ (4,032)	$ (4,032)
Transfers In	145,080	145,080	-
Total Revenue	145,080	141,048	(4,032)
Expenses			
Debt Service			
Principal	69,603	69,603	-
Interest and Fiscal Charges	75,477	75,260	217
Total Expenses	145,080	144,863	217
Net Income Budgetary Basis	$ -	(3,815)	$ (3,815)
Reconciliation to GAAP Basis			
Depreciation		-	
Debt Principal		69,603	
Change in Net Position, *GAAP Basis*		$ 65,788	

See Accompanying Independent Auditor's Report.

Town of Windsor
Budgetary Comparison Schedule
Facility Services Fund
For the Year Ended December 31, 2025

	Original and Final Budget	Actual	Variance *Positive (Negative)*
Revenues			
Charges for Services	$ 844,820	$ 844,820	$ -
Interest Income	21,301	12,026	(9,275)
Total Revenue	866,121	856,846	(9,275)
Expenses			
Wages and Benefits	1,178,172	1,061,260	116,912
Operations	717,597	672,754	44,843
Total Expenses	1,895,769	1,734,014	161,755
Net Income Budgetary Basis	$ (1,029,648)	$ (877,168)	$ 152,480

See Accompanying Independent Auditor's Report.

OTHER FINANCIAL INFORMATION

DEBT SERVICE REQUIREMENTS

December 31, 2025

GOVERNMENTAL ACTIVITIES

WINDSOR BUILDING AUTHORITY USDA COMMUNITY FACILITIES LOAN 40-Year repayment at 3.750% Interest *monthly payments beginning 1-2-2011*				
PAYMENT DATE	**PRINCIPAL EXPENSE**	**INTEREST EXPENSE**	**TOTAL**	**PRINCIPAL BALANCE**
				$3,000,000
2011 *(12 monthly payments)*	$33,146	$111,934	$145,080	2,966,854
2012 *(12 monthly payments)*	34,410	110,670	145,080	2,932,444
2013 *(12 monthly payments)*	35,723	109,357	145,080	2,896,721
2014 *(12 monthly payments)*	37,086	107,994	145,080	2,859,634
2015 *(12 monthly payments)*	38,501	106,579	145,080	2,821,133
2016 *(12 monthly payments)*	39,970	105,110	145,080	2,781,164
2017 *(12 monthly payments)*	41,495	103,585	145,080	2,739,669
2018 *(12 monthly payments)*	43,078	102,002	145,080	2,696,591
2019 *(12 monthly payments)*	50,277	94,803	145,080	2,351,815
2020 *(12 monthly payments)*	54,139	90,941	145,080	2,297,676
2021 *(12 monthly payments)*	59,990	85,090	145,080	2,237,686
2022 *(12 monthly payments)*	62,209	82,871	145,080	2,175,477
2023 *(12 monthly payments)*	63,957	81,123	145,080	2,111,520
2024 *(12 monthly payments)*	67,046	78,039	145,080	2,044,539
2025 *(12 monthly payments)*	**69,603**	**75,477**	**145,080**	**1,974,936**
2026 *(12 monthly payments)*	72,259	72,821	145,080	1,902,677
2027 *(12 monthly payments)*	75,016	70,064	145,080	1,827,661
2028 *(12 monthly payments)*	77,873	67,207	145,080	1,749,788
2029 *(12 monthly payments)*	80,849	64,231	145,080	1,668,939
2030 *(12 monthly payments)*	83,933	61,147	145,080	1,585,006
2031 *(12 monthly payments)*	87,135	57,945	145,080	1,497,871
2032 *(12 monthly payments)*	90,455	54,625	145,080	1,407,416
2033 *(12 monthly payments)*	93,911	51,169	145,080	1,313,505
2034 *(12 monthly payments)*	97,493	47,587	145,080	1,216,012
2035 *(12 monthly payments)*	101,213	43,867	145,080	1,114,799
2036 *(12 monthly payments)*	105,070	40,010	145,080	1,009,729
2037 *(12 monthly payments)*	109,083	35,997	145,080	900,646
2038 *(12 monthly payments)*	113,244	31,836	145,080	787,402
2039 *(12 monthly payments)*	117,565	27,515	145,080	669,837
2040 *(12 monthly payments)*	122,046	23,034	145,080	547,791
2041 *(12 monthly payments)*	126,706	18,374	145,080	421,085
2042 *(12 monthly payments)*	131,540	13,540	145,080	289,545
2043 *(12 monthly payments)*	136,559	8,521	145,080	152,986
2044 *(12 monthly payments)*	141,764	3,316	145,080	11,222
2045 *(1 monthly payment)*	11,222	36	11,198	0
	$2,705,566	**$2,238,417**	**$4,943,918**	

The Windsor Building Authority (WBA) was created February 21, 2009, for the purpose of assisting with projects that are beneficial to the Town such as borrowing or lending funds to assist in the building of Town facilities. The WBA secured a $3,000,000 loan with the United States Department of Agriculture (USDA) for the construction of a police facility. This will be repaid over a 40-year term accruing interest at a rate of 3.75%. When possible, the Town Board has determined that additional annual payments be made to reduce the debt service timeline. In 2023, because of these additional payments, the USDA issued the Town a revised amortization schedule which shows the loan now maturing in 2045.

WATER/NON-POTABLE FUND
BANK OF COLORADO LOAN REPAYMENT
FOR KERN RESERVOIR / WINDSOR LAKE
10-Year Repayment at 3.25% - monthly payments

PAYMENT DATE	PRINCIPAL EXPENSE	INTEREST EXPENSE	TOTAL	PRINCIPAL BALANCE
				$3,401,550
2017 TOTALS	$96,485	$36,761	$133,246	3,305,065
2018 TOTALS	295,273	104,466	399,738	3,009,793
2019 TOTALS	305,150	94,588	399,738	2,704,642
2020 TOTALS	315,113	84,625	399,738	2,389,529
2021 TOTALS	325,901	73,838	399,738	2,063,628
2022 TOTALS	336,803	62,935	399,738	1,726,825
2023 TOTALS	348,070	51,668	399,738	1,378,755
2024 TOTALS	359,592	40,146	399,738	1,019,163
2025 TOTALS	**371,744**	**27,994**	**399,738**	**647,418**
2026 TOTALS	384,180	15,558	399,738	263,238
2027 TOTALS	263,238	3,254	266,492	0
	$3,401,550	**$595,835**	**$3,997,385**	

In 2010, the Town of Windsor acquired the Kern Reservoir along with the debt to the Colorado Water Conservation Board (CWCB Loan). The Town previously paid these assessments to the Kern Reservoir Co., since then, payments were made directly to the CWCB. Annual assessments were $303,972 and funded until 2020 from the Water Fund (50%) and from the Storm Drainage Fund (50%). All payments are now being paid from the Water Fund. Payments began in 2004 at 5.10% interest with the last payment due in 2033. This debt was refinanced in 2017 with the Bank of Colorado for a 10-year loan at 3.25% with monthly payments amounting to $399,738 annually.

SEWER FUND WASTE WATER TREATMENT FACILITY UPGRADE COLORADO WATER RESOURCES AND POWER DEVELOPMENT AUTHORITY (CWRPDA) CLEAN WATER REVENUE BONDS 2011 SERIES A LOAN Repayment at 1.94%					
PAYMENT DATE	PRINCIPAL EXPENSE	INTEREST EXPENSE	SAVINGS CREDITS	TOTAL	PRINCIPAL BALANCE
					$3,110,543
2/1/2012	$89,213	$25,158	$0	$114,371	3,021,331
8/1/2012	89,213	27,735	0	116,947	2,932,118
2/1/2013	89,213	27,347	0	116,559	2,842,906
8/1/2013	89,213	27,357	0	116,569	2,753,693
2/1/2014	89,213	25,999	0	115,211	2,664,481
8/1/2014	89,213	25,999	0	115,211	2,575,268
2/1/2015	92,186	24,012	0	116,198	2,483,082
8/1/2015	92,186	24,012	0	116,198	2,390,896
2/1/2016	95,160	22,135	0	117,295	2,295,736
8/1/2016	95,160	22,135	0	117,295	2,200,576
2/1/2017	95,160	20,432	0	115,592	2,105,415
8/1/2017	95,160	20,432	0	115,592	2,010,255
2/1/2018	95,160	18,957	0	114,117	1,915,095
8/1/2018	95,160	18,957	0	114,117	1,819,935
2/1/2019	98,134	18,301	0	116,435	1,721,802
8/1/2019	98,134	18,301	0	116,435	1,623,668
2/1/2020	98,134	17,218	0	115,352	1,525,534
8/1/2020	98,134	17,218	0	115,352	1,427,400
2/1/2021	98,134	16,290		114,424	1,329,267
8/1/2021	98,134	16,290	(3,888)	110,536	1,231,133
2/1/2022	98,134	15,488	(2,496)	111,126	1,132,999
8/1/2022	98,134	15,488	(2,596)	111,026	1,034,865
2/1/2023	101,108	14,741	(2,080)	113,769	933,758
8/1/2023	101,108	14,741	(2,205)	113,644	832,650
2/1/2024	101,108	14,067	(1,656)	113,519	731,543
8/1/2024	101,108	14,067	(1,781)	113,394	630,435
2/1/2025	**101,108**	**11,393**	**(1,321)**	**111,179**	**529,328**
8/1/2025	**101,108**	**11,393**	**(1,346)**	**111,154**	**428,220**
2/1/2026	104,081	8,339	(1,098)	111,322	324,139
8/1/2026	104,081	8,339	(1,223)	111,197	220,058
2/1/2027	110,029	4,111	(1,048)	113,091	110,029
8/1/2027	110,029	4,111	(1,173)	112,966	(0)
	$3,110,543	**$570,562**	**-$23,913**	**$3,657,193**	

In late 2011, the Town entered into a loan agreement with Colorado Water Resources and Power Development Authority (CWRPD) for $3,110,543.20 for the financing of the Wastewater Treatment Plant upgrades. These upgrades include replacing two lift stations with one new lift station, a new headworks facility, and a new interceptor to convey flows to the wastewater treatment plant from the existing lift stations. The loan is financed by the Water Pollution Control Revolving Fund 2011 Series A Revenue Bonds. This project was also awarded an Economic Development Act (EDA) grant of $1,673,890. A double payment was made in 2018.

DEBT SERVICE REQUIREMENTS

December 31, 2025

BUSINESS-TYPE ACTIVITIES

SEWER FUND WASTEWATER ENTERPRISE REVENUE BONDS SERIES 2022 FOR WASTEWATER TREATMENT PLANT IMPROVEMENTS 30-Year repayment of $18,000,000 ($17,120,000 Par Amount) at 5.0% & 4.0% Interest					
PAYMENT DATE	PRINCIPAL EXPENSE	COUPON	INTEREST EXPENSE	TOTAL	PRINCIPAL BALANCE
					$17,120,000
2/1/2023	$0		$353,810	$353,810	$17,120,000
8/1/2023	255,000	5.00%	385,975	640,975	16,865,000
2/1/2024			379,600	379,600	16,865,000
8/1/2024	275,000	5.00%	379,600	654,600	16,590,000
2/1/2025			372,725	372,725	16,590,000
8/1/2025	290,000	5.00%	372,725	662,725	16,300,000
2/1/2026			365,475	365,475	16,300,000
8/1/2026	305,000	5.00%	365,475	670,475	15,995,000
2/1/2027			357,850	357,850	15,995,000
8/1/2027	320,000	5.00%	357,850	677,850	15,675,000
2/1/2028			349,850	349,850	15,675,000
8/1/2028	335,000	5.00%	349,850	684,850	15,340,000
2/1/2029			341,475	341,475	15,340,000
8/1/2029	355,000	5.00%	341,475	696,475	14,985,000
2/1/2030			332,600	332,600	14,985,000
8/1/2030	370,000	5.00%	332,600	702,600	14,615,000
2/1/2031			323,350	323,350	14,615,000
8/1/2031	390,000	5.00%	323,350	713,350	14,225,000
2/1/2032			313,600	313,600	14,225,000
8/1/2032	410,000	5.00%	313,600	723,600	13,815,000
2/1/2033			303,350	303,350	13,815,000
8/1/2033	430,000	5.00%	303,350	733,350	13,385,000
2/1/2034			292,600	292,600	13,385,000
8/1/2034	450,000	5.00%	292,600	742,600	12,935,000
2/1/2035			281,350	281,350	12,935,000
8/1/2035	475,000	5.00%	281,350	756,350	12,460,000
2/1/2036			269,475	269,475	12,460,000
8/1/2036	500,000	5.00%	269,475	769,475	11,960,000
2/1/2037			256,975	256,975	11,960,000
8/1/2037	525,000	5.00%	256,975	781,975	11,435,000
2/1/2038			243,850	243,850	11,435,000
8/1/2038	550,000	5.00%	243,850	793,850	10,885,000
2/1/2039			230,100	230,100	10,885,000
8/1/2039	575,000	5.00%	230,100	805,100	10,310,000
2/1/2040			215,725	215,725	10,310,000
8/1/2040	605,000	5.00%	215,725	820,725	9,705,000
2/1/2041			200,600	200,600	9,705,000
8/1/2041	635,000	5.00%	200,600	835,600	9,070,000
2/1/2042			184,725	184,725	9,070,000
8/1/2042	665,000	5.00%	184,725	849,725	8,405,000
2/1/2043			168,100	168,100	8,405,000
8/1/2043	700,000	4.00%	168,100	868,100	7,705,000
2/1/2044			154,100	154,100	7,705,000
8/1/2044	730,000	4.00%	154,100	884,100	6,975,000
2/1/2045			139,500	139,500	6,975,000
8/1/2045	755,000	4.00%	139,500	894,500	6,220,000
2/1/2046			124,400	124,400	6,220,000
8/1/2046	790,000	4.00%	124,400	914,400	5,430,000
2/1/2047			108,600	108,600	5,430,000
8/1/2047	820,000	4.00%	108,600	928,600	4,610,000
2/1/2048			92,200	92,200	4,610,000
8/1/2048	850,000	4.00%	92,200	942,200	3,760,000
2/1/2049			75,200	75,200	3,760,000
8/1/2049	885,000	4.00%	75,200	960,200	2,875,000
2/1/2050			57,500	57,500	2,875,000
8/1/2050	920,000	4.00%	57,500	977,500	1,955,000
2/1/2051			39,100	39,100	1,955,000
8/1/2051	960,000	4.00%	39,100	999,100	995,000
2/1/2052			19,900	19,900	995,000
8/1/2052	995,000	4.00%	19,900	1,014,900	0
	$17,120,000		$13,927,535	$31,047,535	

In August 2022, the Town of Windsor issued $18M in Series 2022 Revenue Bonds to acquire, construct, improve and equip improvements to the Town's wastewater system. The revenue bonds have an average coupon of 4.36% with a 30-year repayment timeline. Annual debt service payments began in 2023 and total interest payments over the life of the loan will equal $13.9M.

DEBT SERVICE REQUIREMENTS

December 31, 2025

BUSINESS-TYPE ACTIVITIES

WATER FUND COLORADO WATER CONSERVATION BOARD LOAN REPAYMENT FOR KYGER RESERVOIR PROJECT Loan Contract Number C150366 20-Year repayment at 2.75% Interest				
PAYMENT DATE	PRINCIPAL EXPENSE	INTEREST EXPENSE	TOTAL	PRINCIPAL BALANCE
				$4,545,000
2/1/2018	$173,491	$124,988	$298,478	4,371,509
2/1/2019	178,262	120,217	298,478	4,193,248
2/1/2020	183,164	115,314	298,478	4,010,084
2/1/2021	188,201	110,277	298,478	3,821,884
2/1/2022	193,376	105,102	298,478	3,628,507
2/1/2023	198,694	99,784	298,478	3,429,813
2/1/2024	204,158	94,320	298,478	3,225,655
2/1/2025	**209,773**	**88,706**	**298,478**	**3,015,883**
2/1/2026	215,541	82,937	298,478	2,800,341
2/1/2027	221,469	77,009	298,478	2,578,873
2/1/2028	227,559	70,919	298,478	2,351,314
2/1/2029	233,817	64,661	298,478	2,117,497
2/1/2030	240,247	58,231	298,478	1,877,250
2/1/2031	246,854	51,624	298,478	1,630,396
2/1/2032	253,642	44,836	298,478	1,376,754
2/1/2033	260,617	37,861	298,478	1,116,137
2/1/2034	267,784	30,694	298,478	848,353
2/1/2035	275,148	23,330	298,478	573,204
2/1/2036	282,715	15,763	298,478	290,489
2/1/2037	290,489	7,988	298,478	0
	$4,545,000	**$1,424,560**	**$5,969,560**	

In March 2014, the Town secured a loan of $4,545,000 from the Colorado Water Conservation Board (CWCB Loan) for the purchase of the Kyger Pit as a water storage vessel to be used for augmentation. The first of twenty payments began in 2018 at an interest rate of 2.75%.

Financial Planning 02/01
Form # 350-050-36

The public report burden for this information collection is estimated to average 380 hours annually.

LOCAL HIGHWAY FINANCE REPORT		City or County: Town Of Windsor
		YEAR ENDING : December 2025
This Information From The Records Of (example - City of _ or County of _) Town of Windsor	Prepared By: Phone:	Dean Moyer, Director of Finance 970-674-2418

I. DISPOSITION OF HIGHWAY-USER REVENUES AVAILABLE FOR LOCAL GOVERNMENT EXPENDITURE

ITEM	A. Local Motor-Fuel Taxes	B. Local Motor-Vehicle Taxes	C. Receipts from State Highway-User Taxes	D. Receipts from Federal Highway Administration
1. Total receipts available				
2. Minus amount used for collection expenses				
3. Minus amount used for nonhighway purposes				
4. Minus amount used for mass transit				
5. Remainder used for highway purposes				

II. RECEIPTS FOR ROAD AND STREET PURPOSES

ITEM	AMOUNT
A. Receipts from local sources:	
1. Local highway-user taxes	
a. Motor Fuel (from Item I.A.5.)	
b. Motor Vehicle (from Item I.B.5.)	
c. Total (a.+b.)	
2. General fund appropriations	10,005,217
3. Other local imposts (from page 2)	7,436,633
4. Miscellaneous local receipts (from page 2)	36,094
5. Transfers from toll facilities	
6. Proceeds of sale of bonds and notes:	
a. Bonds - Original Issues	
b. Bonds - Refunding Issues	
c. Notes	
d. Total (a. + b. + c.)	0
7. Total (1 through 6)	17,477,944
B. Private Contributions	1,746,407
C. Receipts from State government (from page 2)	2,522,947
D. Receipts from Federal Government (from page 2)	0
E. Total receipts (A.7 + B + C + D)	21,747,298

III. DISBURSEMENTS FOR ROAD AND STREET PURPOSES

ITEM	AMOUNT
A. Local highway disbursements:	
1. Capital outlay (from page 2)	11,676,566
2. Maintenance:	2,719,477
3. Road and street services:	
a. Traffic control operations	
b. Snow and ice removal	
c. Other	
d. Total (a. through c.)	0
4. General administration & miscellaneous	595,612
5. Highway law enforcement and safety	6,690,128
6. Total (1 through 5)	21,681,783
B. Debt service on local obligations:	
1. Bonds:	
a. Interest	
b. Redemption	
c. Total (a. + b.)	0
2. Notes:	
a. Interest	1,941
b. Redemption	63,574
c. Total (a. + b.)	65,515
3. Total (1.c + 2.c)	65,515
C. Payments to State for highways	
D. Payments to toll facilities	
E. Total disbursements (A.6 + B.3 + C + D)	21,747,298

IV. LOCAL HIGHWAY DEBT STATUS

(Show all entries at par)

	Opening Debt	Amount Issued	Redemptions	Closing Debt
A. Bonds (Total)				0
1. Bonds (Refunding Portion)				
B. Notes (Total)	388,177		63,892	324,285

V. LOCAL ROAD AND STREET FUND BALANCE

A. Beginning Balance	B. Total Receipts	C. Total Disbursements	D. Ending Balance	E. Reconciliation
	21,747,298	21,747,298		0

Notes and Comments:

FORM FHWA-536 (Rev. 1-05) PREVIOUS EDITIONS OBSOLETE (Next Page)

1

LOCAL HIGHWAY FINANCE REPORT	STATE: Colorado YEAR ENDING (mm/yy): December 2025

II. RECEIPTS FOR ROAD AND STREET PURPOSES - DETAIL

ITEM	AMOUNT	ITEM	AMOUNT
A.3. Other local imposts:		**A.4. Miscellaneous local receipts:**	
a. Property Taxes and Assessments		a. Interest on investments	2,164
b. Other local imposts:		b. Traffic Fines & Penalities	33,930
1. Sales Taxes	2,577,833	c. Parking Garage Fees	
2. Infrastructure & Impact Fees	4,496,438	d. Parking Meter Fees	
3. Liens		e. Sale of Surplus Property	
4. Licenses		f. Charges for Services	
5. Specific Ownership &/or Other	362,362	g. Other Misc. Receipts	
6. Total (1. through 5.)	7,436,633	h. Other	
c. Total (a. + b.)	7,436,633	i. Total (a. through h.)	36,094
	(Carry forward to page 1)		(Carry forward to page 1)

ITEM	AMOUNT	ITEM	AMOUNT
C. Receipts from State Government		**D. Receipts from Federal Government**	
1. Highway-user taxes	1,555,319	1. FHWA (from Item I.D.5.)	
2. State general funds		2. Other Federal agencies:	
3. Other State funds:		a. Forest Service	
a. State bond proceeds		b. FEMA	
b. Project Match		c. HUD	
c. Motor Vehicle Registrations	769,400	d. Federal Transit Admin	
d. Other (Specify) - Severance Tax	198,228	e. U.S. Corps of Engineers	
e. Other (Specify)		f. Other Federal	
f. Total (a. through e.)	967,628	g. Total (a. through f.)	0
4. Total (1. + 2. + 3.f)	2,522,947	3. Total (1. + 2.g)	
			(Carry forward to page 1)

III. DISBURSEMENTS FOR ROAD AND STREET PURPOSES - DETAIL

	ON NATIONAL HIGHWAY SYSTEM (a)	OFF NATIONAL HIGHWAY SYSTEM (b)	TOTAL (c)
A.1. Capital outlay:			
a. Right-Of-Way Costs		250,076	250,076
b. Engineering Costs		0	0
c. Construction:			
(1). New Facilities		1,746,407	1,746,407
(2). Capacity Improvements		1,371,614	1,371,614
(3). System Preservation		3,890,542	3,890,542
(4). System Enhancement & Operation		4,417,927	4,417,927
(5). Total Construction (1) + (2) + (3) + (4)	0	11,426,490	11,426,490
d. Total Capital Outlay (Lines 1.a. + 1.b. + 1.c.5)	0	11,676,566	11,676,566
			(Carry forward to page 1)

Notes and Comments:

FORM FHWA-536 (Rev.1-05) PREVIOUS EDITIONS OBSOLETE

STATISTICAL SECTION

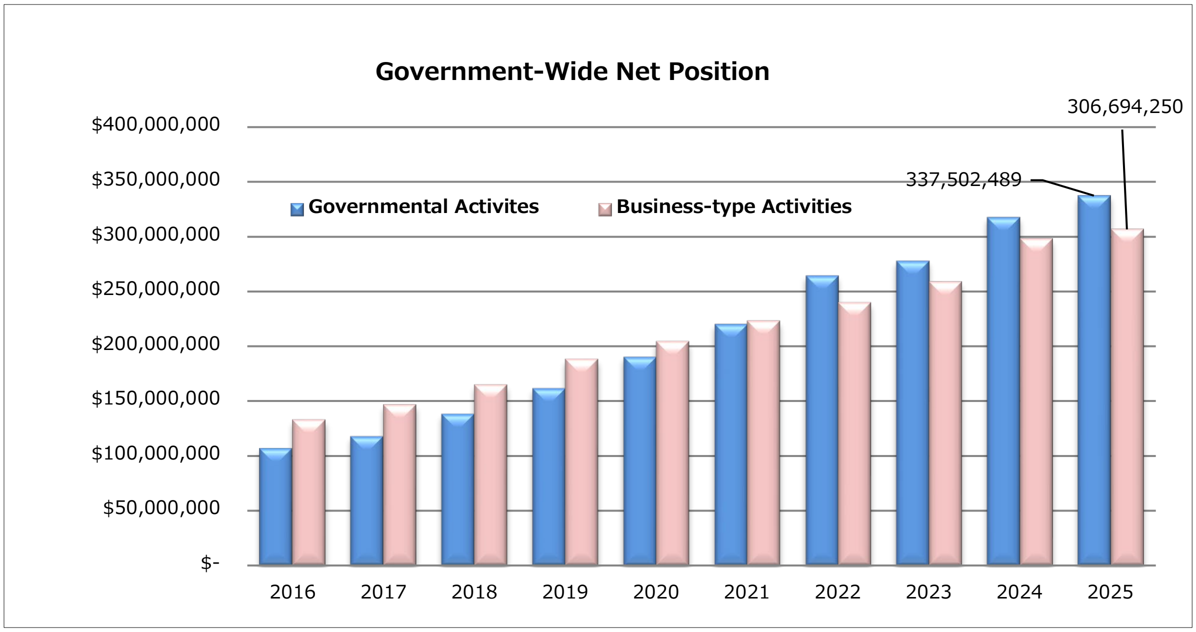
This section of the Town of Windsor's Annual Comprehensive Financial Report (ACFR), presents detailed information as a context for understanding what the information in the financial statements, note disclosures, and required supplementary information says about the government's overall financial health. This information is unaudited.

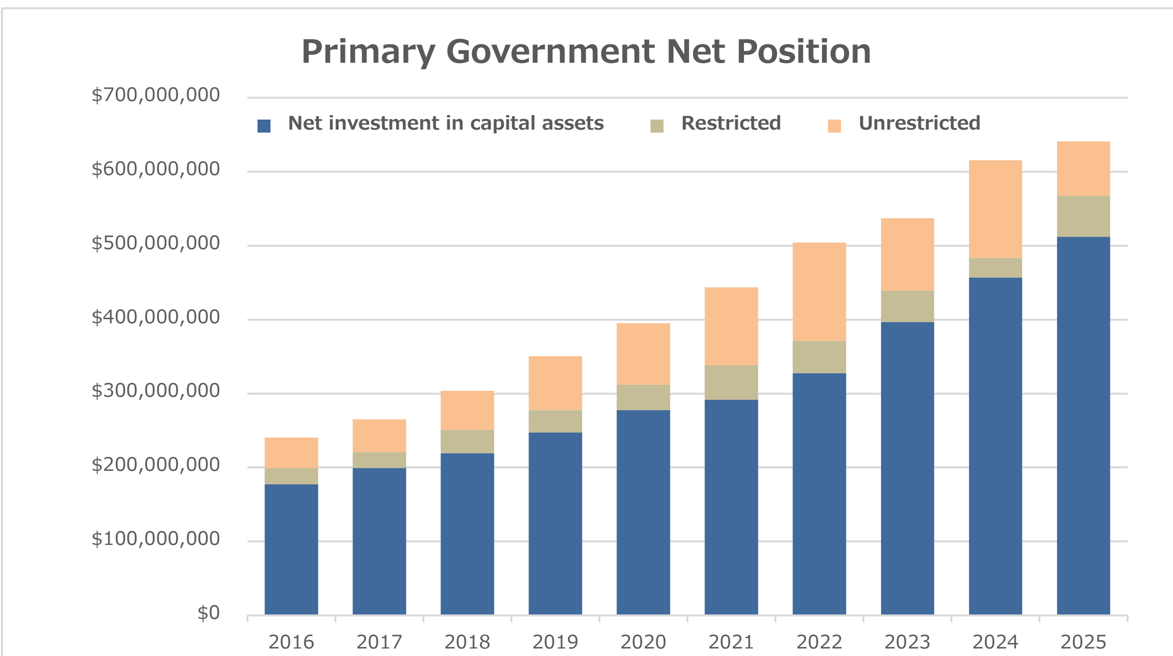
Contents **Page**

Net Position by Component
Last Ten Calendar Years
(accrual basis of accounting)
(Unaudited)
for the fiscal year ended December 31, 2025

	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025
Governmental Activities										
Net investment in capital assets	$73,455,414	$81,820,938	$86,835,227	$105,819,580	$123,019,830	$128,564,247	$160,575,684	$180,807,622	$227,530,948	$250,147,674
Restricted	21,025,196	19,940,671	30,345,657	29,002,459	33,285,510	45,485,790	43,730,939	42,723,794	26,623,896	26,482,450
Unrestricted	12,972,472	16,507,335	21,519,246	27,252,066	34,358,282	46,377,899	60,212,056	54,610,020	63,473,244	$60,872,365
Total governmental activities net position	107,453,082	118,268,944	138,700,130	162,074,105	190,663,622	220,427,936	264,518,679	278,141,436	317,628,088	337,502,489
Business-type Activities										
Net investment in capital assets	103,763,546	117,460,587	132,583,568	141,530,519	154,561,960	163,001,403	167,076,897	215,889,365	229,294,632	261,935,701
Restricted	1,250,000	1,250,000	1,250,000	1,250,000	1,250,000	1,250,000	-	-	-	-
Unrestricted	28,206,518	28,070,451	31,101,768	45,484,739	48,749,104	58,943,476	72,667,095	42,900,420	68,485,065	44,758,549
Total business-type activities net position	133,220,064	146,781,038	164,935,336	188,265,258	204,561,064	223,194,879	239,743,992	258,789,785	297,779,697	306,694,250
Net Position										
Net investment in capital assets	177,218,960	199,281,525	219,418,795	247,350,099	277,581,790	$291,565,650	$327,652,581	$396,696,987	$456,825,580	$512,083,375
Restricted	22,275,196	21,190,671	31,595,657	30,252,459	34,535,510	46,735,790	43,730,939	42,723,794	26,623,896	26,482,450
Unrestricted	41,178,990	44,577,786	52,621,014	72,736,805	83,107,386	105,321,375	132,879,151	97,510,440	131,958,309	105,630,914
Total primary government net position	$240,673,146	$265,049,982	$303,635,466	$350,339,363	$395,224,686	$443,622,815	$504,262,671	$536,931,221	$615,407,785	$644,196,739

Notes:
GASB 68 implemented in 2015
Sources: Current and prior years' financial statements.


Government-Wide Net Position
$400,000,000
$350,000,000
$300,000,000
$250,000,000
$200,000,000
$150,000,000
$100,000,000
$50,000,000
$-
Governmental Activites
Business-type Activities
337,502,489
306,694,250
2016
2017
2018
2019
2020
2021
2022
2023
2024
2025


Primary Government Net Position
$700,000,000
$600,000,000
$500,000,000
$400,000,000
$300,000,000
$200,000,000
$100,000,000
$0
Net investment in capital assets
Restricted
Unrestricted
2016
2017
2018
2019
2020
2021
2022
2023
2024
2025

Changes in Net Position
Last Ten Calendar Years
(accrual basis of accounting)
(Unaudited)
for the fiscal year ended December 31, 2025

	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025
Expenses										
Governmental activities:										
General government	$4,277,367	$5,038,769	$5,333,965	$5,138,841	$5,817,463	$6,604,164	$12,707,028	$13,987,265	$16,916,150	$16,625,791
Public safety	3,701,539	4,298,211	4,879,991	5,888,942	7,076,677	7,935,204	8,447,697	10,334,469	11,783,123	12,207,236
Public works	10,031,383	13,111,598	13,895,341	17,634,820	15,299,092	15,774,899	17,346,791	19,399,312	19,368,501	19,196,508
Parks, recreation & culture	5,818,082	7,634,854	8,271,754	8,307,449	8,237,272	8,953,752	12,495,768	12,355,034	14,566,470	12,994,680
Community development	365,167	413,032	337,220	752,086	1,444,883	960,515	754,767	515,838	526,218	561,826
Assets conveyed to other governments	-	-	-	-	-	-	-	-	-	-
Debt issuance costs	-	-	-	-	-	-	-	-	-	-
Interest on long-term debt	770,591	1,064,720	549,781	555,258	443,022	414,301	162,012	90,093	80,713	1,545,051
Depreciation - unallocated	-	-	-	-	-	-	-	-	-	-
Total governmental activities	$24,964,129	$31,561,184	$33,268,052	$38,277,396	$38,318,409	$40,642,835	$51,914,063	$56,682,011	$63,241,175	$63,131,092
Business-type activities:										
Water	4,772,739	4,633,199	4,719,698	5,512,266	5,912,343	6,192,194	7,225,429	7,358,056	8,939,331	8,941,855
Sewer	2,398,095	2,187,404	2,517,297	3,170,470	2,852,292	2,732,420	3,356,777	4,128,947	4,809,878	5,750,305
Storm drainage	621,030	712,496	792,472	822,450	916,034	946,116	1,100,355	1,190,229	1,364,217	1,624,354
Total business-type activities	$7,791,864	$7,533,099	$8,029,467	$9,505,186	$9,680,669	$9,870,730	$11,682,561	$12,677,232	$15,113,426	$16,316,514
Total primary government	$32,755,993	$39,094,283	$41,297,519	$47,782,582	$47,999,078	$50,513,565	$63,596,624	$69,359,243	$78,354,601	$79,447,606
Program Revenues										
Governmental activities:										
General government	-	-	-	4,969,081	4,321,360	5,890,110	6,318,277	2,883,216	5,468,085	4,501,438
Public safety	210,801	225,113	260,163	292,085	220,903	203,333	308,092	385,082	274,224	210,650
Public works	699,088	1,182,427	5,195,993	1,539,059	1,602,141	2,212,929	8,447,200	7,007,820	9,359,272	1,111,383
Parks, recreation & culture	4,343,278	5,790,691	6,798,937	6,221,891	5,589,741	6,681,783	9,715,239	5,797,828	8,676,562	8,208,387
Operating grants and contributions	1,823,088	2,272,232	2,416,664	2,949,476	3,530,630	7,789,515	6,996,235	5,691,632	4,079,408	6,308,591
Capital grants and contributions	7,604,489	5,339,370	11,514,950	11,636,639	14,593,407	1,585,471	18,185,206	3,076,940	20,085,815	0
Total governmental activities	$14,680,744	$14,809,833	$26,186,707	$27,608,231	$29,858,182	$24,363,141	$49,970,249	$24,842,518	$47,943,366	$20,340,449
Business-type activities:										
Charges for services:										
Water	4,787,506	4,558,911	5,105,331	6,433,055	6,593,129	6,247,997	6,649,070	7,107,145	8,859,485	9,478,318
Sewer	2,045,784	2,186,967	2,339,480	2,431,792	2,590,425	3,029,528	3,492,126	3,990,043	4,502,106	5,448,771
Storm drainage	393,807	361,712	382,800	412,434	437,981	477,864	511,382	497,537	608,645	635,913
Capital grants and contributions	19,149,791	13,357,860	18,535,382	23,632,140	16,680,593	18,019,188	22,081,013	14,814,363	35,948,660	17,626,947
Total business-type activities	$26,376,888	$20,465,450	$26,362,993	$32,909,421	$26,302,128	$27,774,577	$32,733,591	$26,409,088	$49,918,896	$33,189,949
Total primary government	$41,057,632	$35,275,283	$52,549,700	$60,517,652	$56,160,310	$52,137,718	$82,703,840	$51,251,606	$97,862,262	$53,530,398

Changes in Net Position (Continued)

Last Ten Calendar Years

(accrual basis of accounting)

(Unaudited)

for the fiscal year ended December 31, 2025

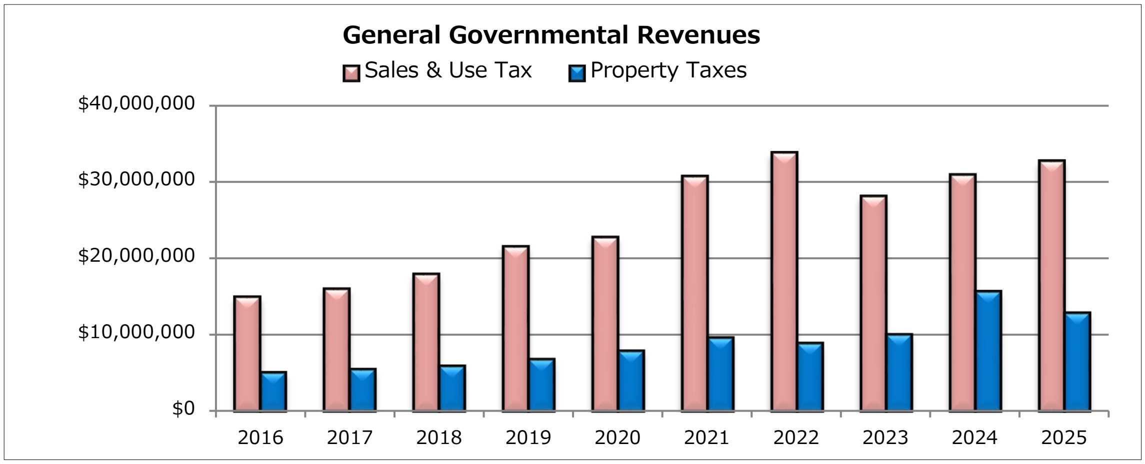
	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025
Net (Expense)/Revenue										
Governmental activities	($10,283,385)	($16,751,351)	($7,081,345)	($7,081,345)	($10,669,165)	($16,279,694)	($1,943,814)	($31,839,493)	($15,297,809)	($42,790,643)
Business-type activities	18,585,024	12,932,351	18,333,526	18,333,526	23,404,235	17,903,847	21,051,030	13,731,856	34,805,470	16,873,435
expenses	$8,301,639	($3,819,000)	$11,252,181	$11,252,181	$12,735,070	$1,624,153	$19,107,216	($18,107,637)	$19,507,661	($25,917,208)
General Revenues and Other Changes in Net Position										
Governmental activities:										
Taxes										
Property taxes	5,074,514	5,496,800	5,925,226	6,780,952	7,906,894	9,627,986	8,897,123	10,036,176	15,644,040	12,829,778
Sales and use tax	14,963,691	16,021,688	17,935,764	21,557,986	22,745,226	30,727,506	33,829,962	28,125,739	30,937,798	32,759,108
Franchise fees	1,507,839	1,586,318	1,669,430	1,781,114	1,831,643	1,981,486	2,283,836	2,326,335	2,326,071	2,163,504
Other taxes	2,221,667	2,868,030	624,118	641,506	633,743	698,503	764,524	694,783	817,369	775,469
Earnings on investments	309,143	333,530	502,912	714,160	932,035	991,385	(2,266,785)	3,657,857	2,996,202	1,919,543
Other revenue	2,603,832	1,375,986	2,351,515	1,223,220	1,716,217	830,708	1,178,368	696,342	1,057,995	1,648,960
Gain (loss) on sale of capital assets	-	14,500	(2,421,957)	141,500	46,300	51,130	136,198	75,571	-	-
Transfers in (out) / insurance proceeds	702,574	(129,639)	925,523	1,202,702	1,237,686	1,135,304	1,211,331	(150,553)	1,004,986	10,568,682
Total governmental activities	$27,383,260	$27,567,213	$27,512,531	$34,043,140	$37,049,744	$46,044,008	$46,034,557	$45,462,250	$54,784,461	$62,665,044
Business-type activities:										
Earnings on investments	405,884	433,027	669,264	1,037,463	802,143	550,400	(4,989,526)	3,915,889	3,735,303	1,540,019
Other revenue	-	65,957	77,031	90,926	109,890	1,514,873	1,744,409	1,247,495	1,454,125	1,069,781
Gain (loss) on sale of capital assets	-	-	-	-	-		-	-	-	-
Transfers	(702,574)	129,639	(925,523)	(1,202,702)	(1,237,686)	(1,135,304)	(1,256,800)	150,553	(1,004,986)	(10,568,682)
Total business-type activities	(296,690)	628,623	(179,228)	(74,313)	(325,653)	929,969	(4,501,917)	5,313,937	4,184,442	(7,958,882)
Total primary government	$27,270,523	$28,141,154	$27,333,303	$33,968,827	$36,724,091	$46,973,977	$41,532,640	$50,776,187	$58,968,903	$54,706,162
Changes in Net Position										
Governmental activities	10,815,862	20,431,186	20,431,186	34,043,140	37,049,744	29,764,314	44,090,743	13,622,757	39,486,652	19,874,401
Business-type activities	12,635,661	18,962,149	18,154,298	(74,313)	(325,653)	18,833,816	16,549,113	19,045,793	38,989,912	8,914,553
Total primary government	$23,451,523	$39,393,335	$38,585,484	$33,968,827	$36,724,091	$48,598,130	$60,639,856	$32,668,550	$78,476,564	$28,788,954

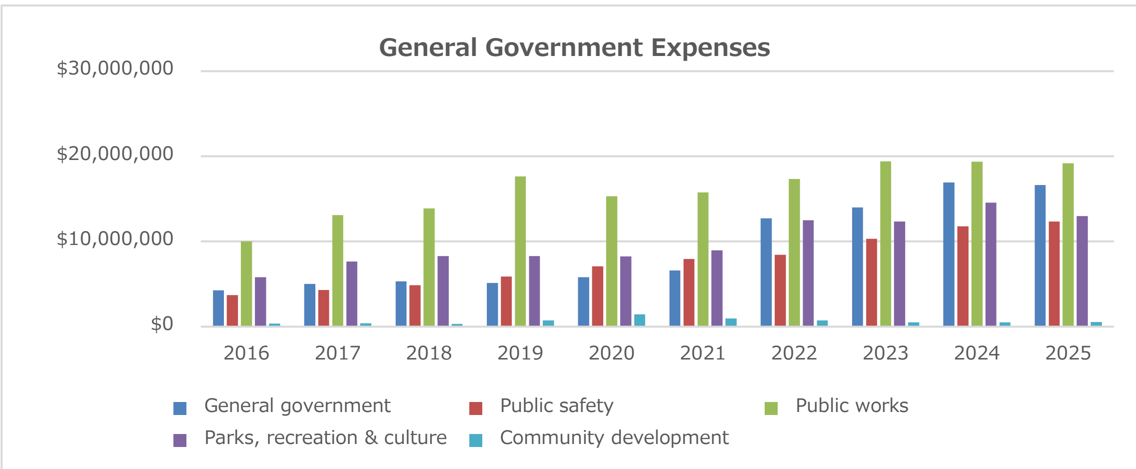
Sources: Current and prior years' financial statements.

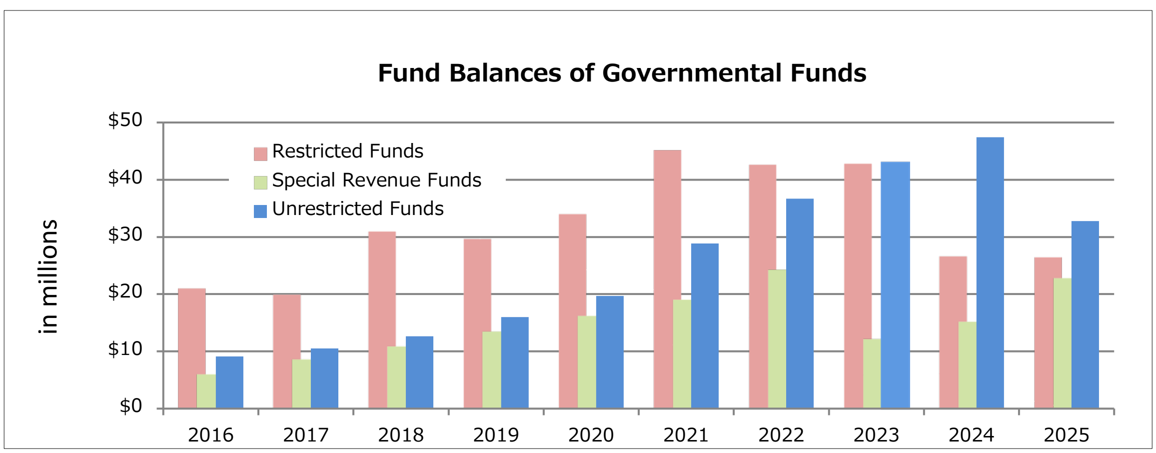
Changes in Fund Balances of Governmental Funds
Last Ten Calendar Years
(modified accrual basis of accounting)
(Unaudited)
for the fiscal year ended December 31, 2025

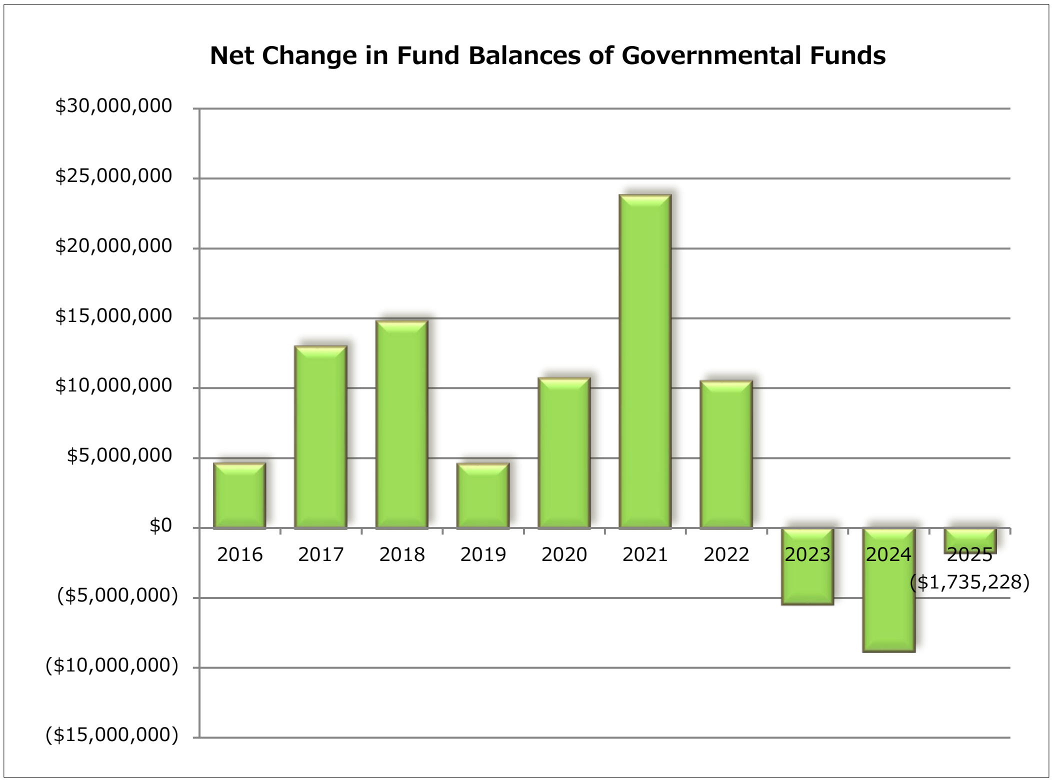
	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025
Revenues										
Taxes and assessments	$23,767,711	$25,972,836	$26,154,538	$30,761,558	$33,117,506	$43,035,481	$45,775,445	$41,183,033	$49,725,278	$48,527,859
Licenses and permits	558,657	927,577	1,133,960	1,361,659	1,410,833	1,991,075	2,144,012	1,482,951	1,153,577	1,157,584
Intergovernmental	1,781,566	1,822,867	2,328,371	2,820,963	2,434,548	2,464,026	3,060,975	3,193,278	2,967,936	2,468,173
Grants and contributions	6,672,751	822,295	11,333,743	11,765,152	15,276,415	6,904,720	22,120,466	5,575,294	21,197,287	3,840,418
Charges for services	4,517,341	6,081,702	10,897,560	11,424,836	10,138,905	12,791,594	15,652,987	8,267,150	13,861,408	12,300,053
Fines and forfeitures	177,169	188,952	223,573	235,621	184,407	205,486	308,503	385,382	249,771	210,650
Earnings on investments	309,129	333,515	502,847	713,822	931,638	991,356	(2,266,822)	3,596,771	2,920,958	1,859,727
Miscellaneous	2,266,179	878,548	2,295,977	1,301,907	1,804,078	947,772	1,178,751	691,888	1,043,120	1,582,827
Total revenues	40,050,503	37,028,292	54,870,569	60,385,518	65,298,330	69,331,510	87,974,317	64,375,747	93,119,335	71,947,291
Expenditures										
General government	3,510,831	3,946,318	4,429,228	4,526,242	4,992,261	5,630,570	6,817,133	7,312,050	9,069,790	9,494,094
Public safety	3,307,394	3,723,484	4,527,808	5,704,446	6,748,447	7,491,542	8,835,255	10,297,516	11,857,040	13,498,992
Public works	6,214,170	8,575,575	8,612,497	12,238,825	9,687,129	10,243,192	10,291,044	10,803,463	10,950,916	18,755,517
Parks, recreation & culture	4,499,953	5,973,848	6,547,208	7,200,571	6,937,484	7,469,108	9,396,343	10,208,494	11,800,497	12,006,487
Community development	326,596	381,613	314,319	360,259	1,000,268	462,148	752,801	514,588	515,062	680,227
Debt services										
Principal	835,000	865,000	1,273,000	1,293,200	1,328,200	1,362,000	11,968,800	200,000	-	-
Interest	866,575	843,775	446,866	462,704	389,648	353,807	293,313	4,795	-	-
Debt issuance costs	-	117,360	3,070	-	-	-	-	-	-	-
Capital outlay	23,916,454	8,546,348	14,592,639	25,063,457	24,606,492	13,534,751	30,208,211	30,159,694	58,566,869	28,920,804
Total expenditures	43,476,973	32,973,321	40,746,635	56,849,704	55,689,929	46,547,118	78,562,900	69,500,600	102,760,174	83,356,121
Excess of revenues over (under) expenditures	4,054,971	14,123,934	14,123,934	3,535,814	9,608,401	22,784,392	9,411,417	(5,124,853)	(9,640,839)	(11,408,830)
Other Financing Sources (Uses)										
Loan Proceeds	-	15,480,000	-	-	-	-	-	-	-	7,466,983
Loan Disbursement	-	15,480,000	-	-	-	-	-	-	-	(7,466,983)
Premiums on bonds	-	-	-	-	-	-	-	-	-	-
Payments to refunding bonds escrow	-	(16,363,570)	-	-	-	-	-	-	-	-
Transfers in	1,765,830	1,854,552	1,020,425	2,099,362	2,291,709	2,189,327	2,197,968	20,157,715	3,751,342	18,563,578
Transfers out	(1,208,336)	(2,129,271)	(385,062)	(1,041,740)	(1,199,103)	(1,199,103)	(1,119,095)	(20,453,348)	(2,891,436)	(8,889,976)
(uses)	557,494	(1,158,289)	635,363	1,057,622	1,092,606	990,224	1,078,873	(295,633)	859,906	9,673,602
Net change in fund balances	$4,612,465	$12,965,645	$14,759,297	$4,593,436	$10,701,007	$23,774,616	$10,490,290	($5,420,486)	($8,780,933)	($1,735,228)
Debt service as a percentage of noncapital expenditure*	8.7%	7.0%	6.6%	6.6%	5.5%	5.2%	25.4%	0.5%	0.0%	0.0%

** Capital outlay used in this calculation is different from the amount above.*
Sources: Current and prior years' financial statements.


General Governmental Revenues
Sales & Use Tax
Property Taxes
$40,000,000
$30,000,000
$20,000,000
$10,000,000
$0
2016
2017
2018
2019
2020
2021
2022
2023
2024
2025


General Government Expenses
$30,000,000
$20,000,000
$10,000,000
$0
2016
2017
2018
2019
2020
2021
2022
2023
2024
2025
General government
Public safety
Public works
Parks, recreation & culture
Community development


Fund Balances of Governmental Funds
in millions
$50
$40
$30
$20
$10
$0
Restricted Funds
Special Revenue Funds
Unrestricted Funds
2016
2017
2018
2019
2020
2021
2022
2023
2024
2025


Net Change in Fund Balances of Governmental Funds
$30,000,000
$25,000,000
$20,000,000
$15,000,000
$10,000,000
$5,000,000
$0
($5,000,000)
($10,000,000)
($15,000,000)
2016
2017
2018
2019
2020
2021
2022
2023
2024
2025
($1,735,228)

Governmental Tax Revenues by Source

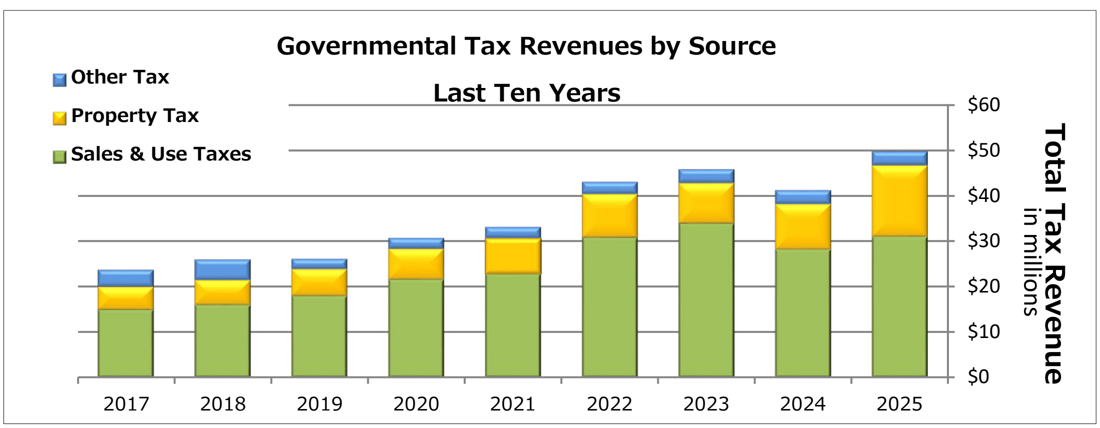
Last Ten Calendar Years (Unaudited)

	Property Tax		Sales & Use Taxes		Other [1]		Total Governmental Tax Revenue
	Amount	%	Amount	%	Amount	%	Amount
2025	$12,829,778	26.44%	$32,759,108	67.51%	$2,938,973	6.1%	$48,527,859
2024	$15,644,040	31.46%	$30,937,798	62.22%	$3,143,440	6.3%	$49,725,278
2023	10,036,176	24.37%	28,125,739	68.29%	3,021,188	7.3%	41,183,103
2022	8,897,123	19.44%	33,829,962	73.90%	3,048,360	6.7%	45,775,445
2021	9,627,986	22.37%	30,727,506	71.40%	2,679,989	6.2%	43,035,481
2020	7,906,894	23.88%	22,745,226	68.68%	2,465,386	7.4%	33,117,506
2019	6,780,952	22.0%	21,557,986	70.1%	2,422,620	7.9%	30,761,558
2018	5,925,226	22.7%	17,935,764	68.6%	2,293,548	8.8%	26,154,538
2017	5,496,800	21.2%	16,021,688	61.7%	4,454,348	17.2%	25,972,836
2016	5,074,514	21.4%	14,963,691	63.0%	3,729,506	15.7%	23,767,711

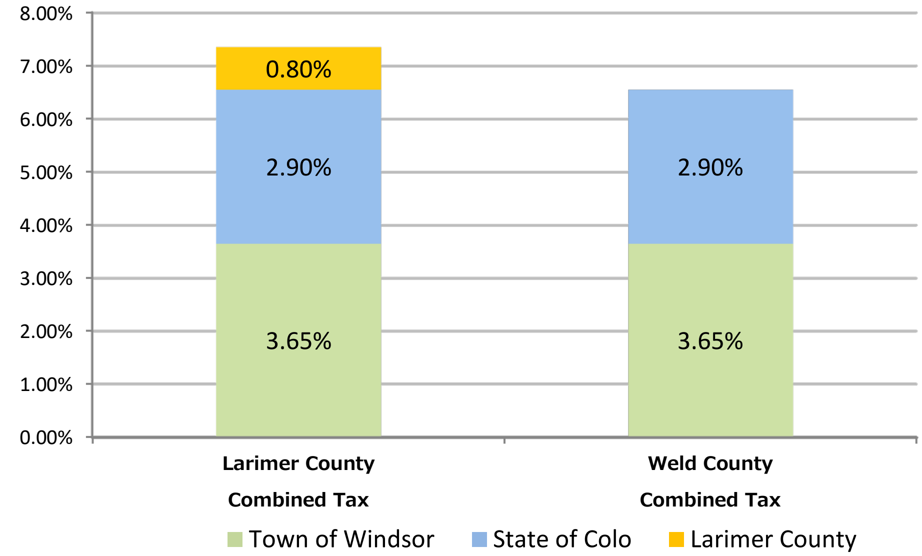
Note:

(1) This category includes franchise fees, auto severance, and Larimer County Open Space taxes.

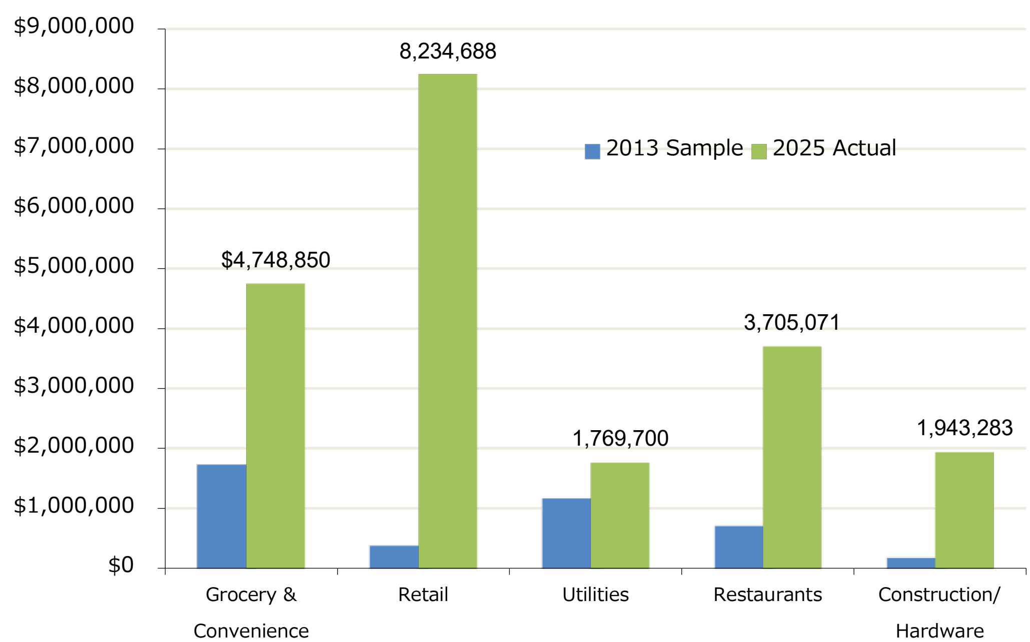
Sources: Current and prior years' financial statements.



2025 Direct and Overlapping Sales Tax Rates



Principal Sales Tax Categories
Current Comparison to Sample Year



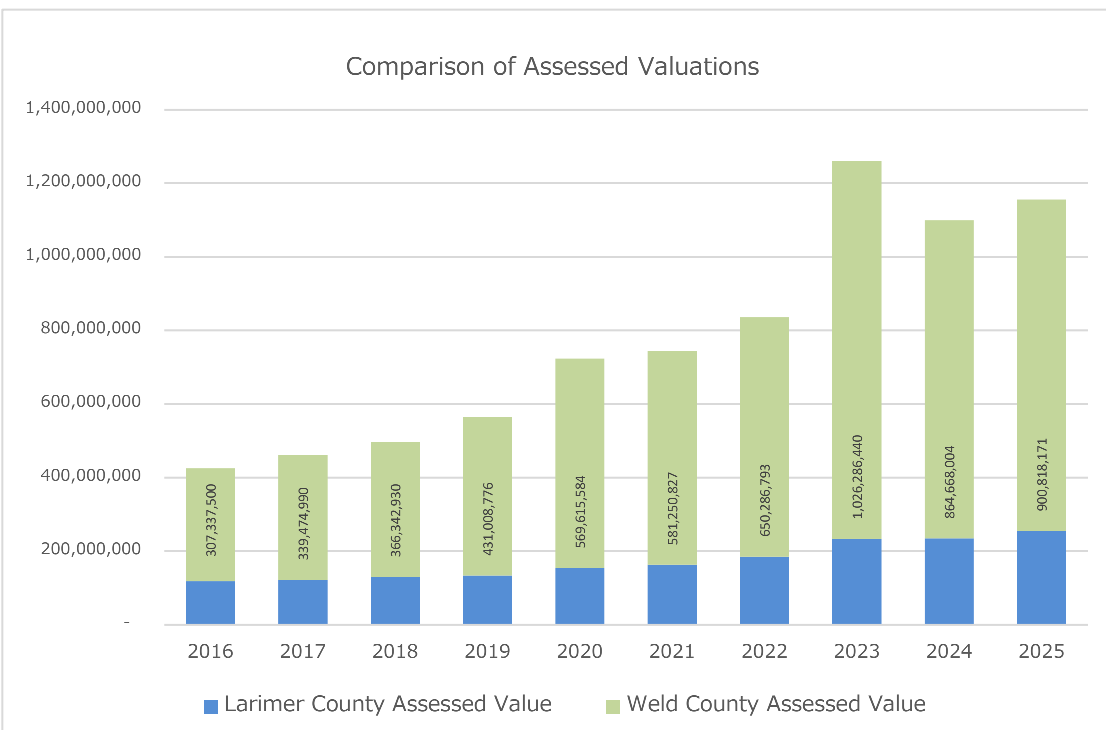
Sales Tax Collections by Category Last Ten Calendar Years (Unaudited)												
	Grocery/Gas Station	Restaurants	Liquor	Construction/ Hardware	Other	Retail	Finance/ Leasing/ Rentals	Utilities	Auto Sales & Service	Industry	Lodging & Entertainment	Total Sales Tax Collections
2025	$4,748,850	$3,705,071	$587,275	$1,943,283	$3,782,950	$8,234,688	$1,588,280	$1,769,700	$777,032	$635,616	$602,356	$28,375,101
% of Total	**16.7%**	**13.1%**	**2.1%**	**6.8%**	**13.3%**	**29.0%**	**5.6%**	**6.2%**	**2.7%**	**2.2%**	**2.1%**	**100.0%**
% of Change	22.8%	8.1%	25.8%	5.1%	-30.3%	22.7%	7.1%	-0.6%	16.4%	13.0%	33.0%	8.1%
2025	$4,748,850	$3,705,071	$587,275	$1,943,283	$3,783,796	$8,234,688	$1,588,280	$1,769,700	$777,032	$635,616	$602,356	$28,375,947
2024	3,866,531	3,426,498	466,920	1,848,861	5,431,391	6,709,032	1,482,619	1,780,720	667,717	562,364	452,825	26,242,653
2023	4,331,040	3,459,140	417,374	2,151,126	2,912,786	6,663,976	1,515,597	2,462,865	680,435	1,125,958	453,033	25,720,297
2022	4,294,967	2,888,485	446,513	2,931,226	3,408,193	6,161,011	1,496,766	2,475,810	716,933	935,778	473,260	25,755,682
2021	4,018,123	2,283,968	209,474	2,023,096	3,167,478	4,897,582	1,225,098	2,097,422	612,552	549,563	245,497	21,084,356
2020	3,667,580	2,004,500	553,775	2,031,020	1,234,764	3,241,682	1,263,170	1,798,684	568,088	756,658	393,559	17,119,921
2019	3,408,540	1,888,435	443,181	1,728,841	632,769	2,658,106	1,383,490	1,836,582	625,319	841,724	493,312	15,446,987
2018	3,103,011	1,435,851	374,140	1,370,293	559,843	2,118,136	1,161,712	1,763,335	571,422	707,876	411,620	13,165,622
2017	2,842,208	1,301,060	317,203	993,672	474,319	1,739,596	987,733	1,708,865	515,471	256,343	401,742	11,136,470
2016	2,681,118	1,134,576	304,337	845,034	473,757	1,357,655	1,095,232	1,618,084	463,304	449,155	379,814	10,422,251

Assessed and Estimated Actual Value of Taxable Property

Last Ten Calendar Years (Unaudited)

Year Ended December 31	Larimer County Assessed Value	Weld County Assessed Value	Total Assessed Value	Estimated Actual Value - All Real Property	Ratio of Assessed Value to Actual Value	Levy Year	Total Direct Tax Rate	Larimer Co of Total AV	Weld Co of Total AV
2025	254,712,780	900,818,171	1,157,211,370	11,140,807,716	10.39%	2024	12.03	22.2%	77.8%
2024	234,818,252	864,668,004	1,099,486,256	9,544,541,374	11.52%	2023	12.03	21.4%	78.6%
2023	233,654,604	1,026,286,440	1,259,941,044	9,519,286,250	13.24%	2022	12.03	18.5%	81.5%
2022	185,304,118	650,286,793	835,590,911	7,093,202,936	11.78%	2021	12.03	22.2%	77.8%
2021	163,057,934	581,250,827	744,308,761	5,783,411,191	12.87%	2020	12.03	21.9%	78.1%
2020	153,943,564	569,615,584	723,559,148	5,381,698,129	13.44%	2019	12.03	21.3%	78.7%
2019	133,900,472	431,008,776	564,909,248	4,430,120,877	12.75%	2018	12.03	23.7%	76.3%
2018	130,127,944	366,342,930	496,470,874	4,430,120,877	11.21%	2017	12.03	26.2%	73.8%
2017	121,453,639	339,474,990	460,928,629	4,110,889,039	11.21%	2016	12.03	26.3%	73.7%
2016	117,894,315	307,337,500	425,231,815	3,210,252,540	13.25%	2015	12.03	27.7%	72.3%

Note: Tax rates are per $1,000 of assessed value.
Sources: Larimer and Weld County Assessors Offices.
Assessed Value: All real property in Colorado is reappraised on a two-year cycle, in odd- numbered years.

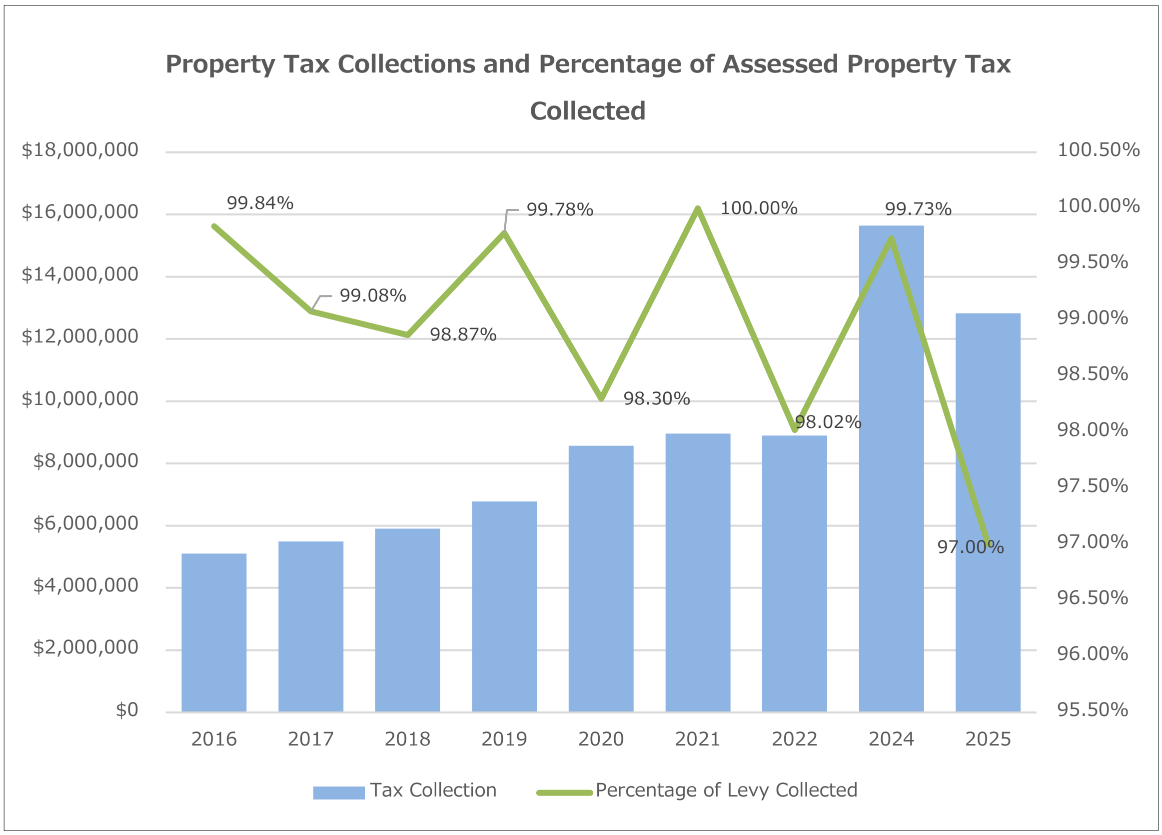


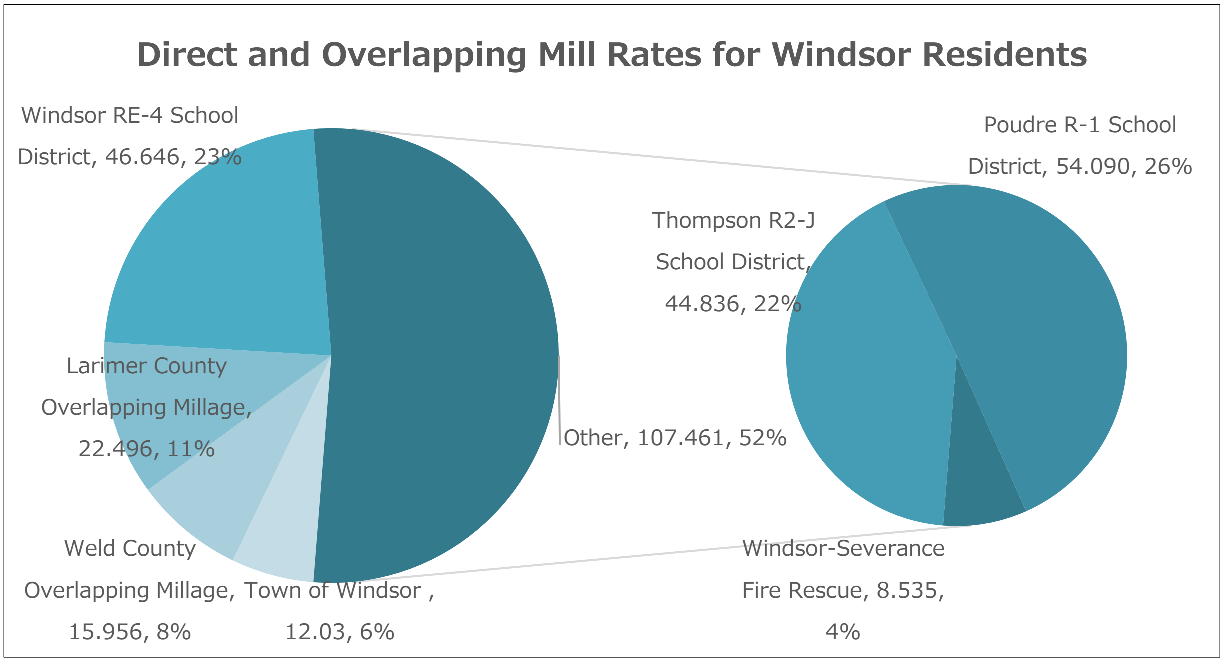
Town of Windsor Property Tax Rates Direct and Primary Overlapping[1] Governments Last Ten Years

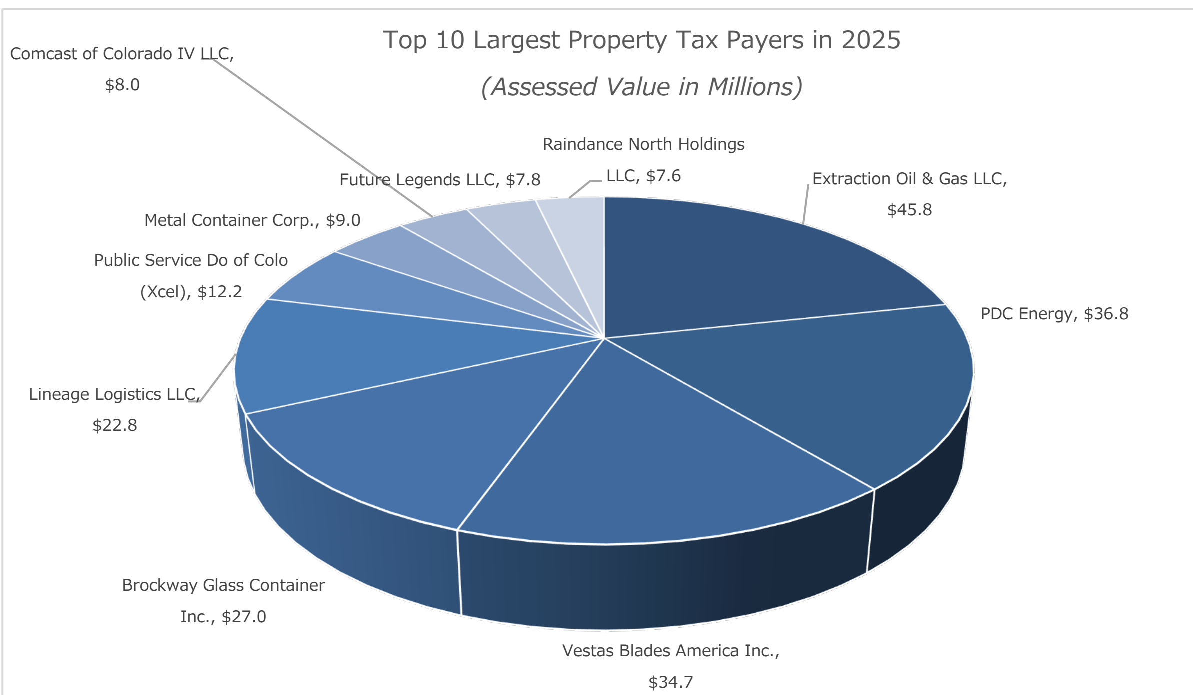
Year	Total Town Operating Millage	Weld County Overlapping Millage	Larimer Overlapping Millage	Windsor RE-4 School District	Thompson R2-J School District	Poudre R-1 School District	Windsor-Severance Fire Rescue	Total Direct and Overlapping Rates: Windsor/Weld Co Tax Rate	Total Direct and Overlapping Rates: Windsor/Larimer Co Tax Rate
2016	12.030	15.800	22.521	48.216	38.349	52.630	7.194	83.24	80.09
2017	12.030	15.800	22.092	49.190	36.315	52.630	7.194	84.21	77.63
2018	12.030	15.038	22.403	44.827	47.428	52.630	7.194	79.09	89.06
2019	12.030	15.038	22.403	44.827	47.428	52.630	7.194	79.09	89.06
2020	12.030	15.038	22.458	44.827	44.578	55.000	7.750	79.65	86.82
2021	12.030	15.038	22.425	44.827	44.588	54.207	7.750	79.65	86.79
2022	12.030	15.038	22.436	50.879	44.571	55.865	8.250	86.20	87.29
2023	12.030	12.024	21.745	44.382	42.760	53.434	8.250	76.69	84.79
2024	12.030	15.956	22.461	48.319	44.883	57.370	8.250	84.56	87.62
2025	12.030	15.956	22.496	46.646	44.836	54.090	8.250	82.88	87.61

Sources: Weld and Larimer County Assessor's Office

The Town of Windsor operating and Windsor-Severance Fire Rescue overlap with only one of the counties and one school district. The Total Windsor/Weld Co Tax Rate includes Windsor's operating, Weld County, Windsor RE-4 and Windsor-Severance Fire Rescue District. Windsor/Larimer Co Tax Rate includes Windsor's operating, Larimer County, Thompson R2-J, and Windsor-Severance Fire Rescue




Direct and Overlapping Mill Rates for Windsor Residents
Windsor RE-4 School District, 46.646, 23%
Poudre R-1 School District, 54.090, 26%
Thompson R2-J School District, 44.836, 22%
Larimer County Overlapping Millage, 22.496, 11%
Other, 107.461, 52%
Weld County Overlapping Millage, 15.956, 8%
Town of Windsor , 12.03, 6%
Windsor-Severance Fire Rescue, 8.535, 4%


Top 10 Largest Property Tax Payers in 2025
(Assessed Value in Millions)
Comcast of Colorado IV LLC, $8.0
Raindance North Holdings LLC, $7.6
Future Legends LLC, $7.8
Extraction Oil & Gas LLC, $45.8
Metal Container Corp., $9.0
Public Service Do of Colo (Xcel), $12.2
PDC Energy, $36.8
Lineage Logistics LLC, $22.8
Brockway Glass Container Inc., $27.0
Vestas Blades America Inc., $34.7

PROPERTY TAX RATES –DIRECT AND OVERLAPPING GOVERNMENTS

Last Ten Years per $1,000 of Assessed Valuation (Unaudited)

Levy Year	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025
Town of Windsor Direct Rate	**12.030**	**12.030**	**12.030**	**12.030**	**12.030**	**12.030**	**12.030**	**12.030**	**12.030**	**12.030**
Windsor-Severance Fire Rescue	7.194	7.194	7.194	7.194	7.750	7.750	8.250	8.250	8.250	8.535
Windsor-Severance Fire Rescue Bond 2023	0.520	0.505	0.365	0.365	0.308	0.244	0.000	0.000	0.000	0.000
Northern Colo Water Conservation District	1.000	1.000	1.000	1.000	1.000	1.000	1.000	1.000	1.000	1.000
North Weld County Water District	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000
Weld County - Potentially Overlapping Rates										
Aims Community College District	6.308	6.317	6.305	6.305	6.305	6.342	6.307	6.336	6.305	6.313
Big Thompson Conservation District	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000
Boxelder Sanitation District	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000
Clearview Library	3.590	3.570	3.555	3.555	3.563	3.546	3.553	3.546	3.546	3.546
Ft Collins Conservation District	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000
Great Western Metro #1	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000
Great Western Metro #2	35.000	35.000	35.000	35.000	35.000	35.000	35.000	35.093	35.172	35.200
Great Western Metro #3	35.000	35.000	35.000	35.000	35.000	35.000	35.000	35.107	35.192	35.522
Great Western Metro #4	25.000	25.000	25.000	25.000	25.000	25.000	25.000	25.969	26.058	26.416
Great Western Metro #5	35.000	35.000	35.000	35.000	35.000	35.000	35.000	36.363	36.388	37.562
Great Western Metro #6	20.000	20.000	20.000	20.000	20.000	20.000	20.000	20.788	20.788	21.481
Great Western Metro #7	11.000	11.000	11.000	11.000	11.000	11.000	11.000	11.433	11.433	11.814
Great Western Metro #8	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	49.303	47.901
Great Western Metro #9	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	42.824	41.888
Great Western Metro #10	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	41.570	40.963
Great Western Metro #11	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	41.764	41.883
Greenspire Metro #1	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	81.216
Greenspire Metro #2	32.989	38.124	42.124	42.124	42.124	42.126	43.041	43.041	43.041	45.236
Greenspire Metro #3	32.989	38.124	42.124	42.124	42.124	42.126	43.041	43.041	43.041	44.428
Greenwald Farms Metro #1, #2	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000
Iron Mountain Metro #1	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000
Iron Mountain Metro #2, #3	35.000	35.000	35.000	35.000	35.000	35.000	35.000	36.633	36.619	21.526
Jacoby Farm Metro	30.000	30.000	30.000	30.000	30.000	30.000	30.000	30.000	30.000	30.000
New Windsor Metro District	30.000	30.000	30.000	30.000	30.000	30.000	30.000	30.000	30.000	30.000
Northlake Metro #1	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	39.000	39.000
Northlake Metro #2, #3, #4, #5	39.000	39.000	39.000	39.000	39.000	39.000	39.000	39.000	39.000	39.000
Poudre Tech Metro	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000
Prairie Song Metro # 1	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	20.872	0.000
Prairie Song Metro # 2	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	20.872	21.486
Prairie Song Metro # 3	0.000	0.000	0.000	0.000	0.000	0.000	0.000	20.787	21.093	26.680
Prairie Song Metro # 4	0.000	0.000	0.000	0.000	0.000	0.000	0.000	21.201	21.215	42.200
Prairie Song Metro # 5	0.000	0.000	0.000	0.000	0.000	0.000	0.000	40.472	44.381	42.323
Prairie Song Metro # 6	0.000	0.000	0.000	0.000	0.000	0.000	0.000	21.266	20.768	41.897
Prairie Song Metro # 7	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	21.701	21.166
Prairie Song Metro # 8	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	21.846
Prairie Song Metro # 9	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	21.489
Ridge at Harmony Road Metro #1	0.000	0.000	0.000	0.000	43.418	43.418	45.812	52.044	51.994	44.855
Ridge at Harmony Road Metro #2	39.000	39.000	41.711	41.711	43.418	43.418	45.812	52.154	52.085	44.853
Ridge at Harmony Road Metro #3	39.000	40.047	39.000	39.000	43.418	43.418	45.812	52.372	52.349	44.857
Raindance Metro #1, #4	39.000	39.000	39.000	39.000	39.000	39.000	39.000	39.000	39.000	39.000
Raindance Metro #2	39.000	39.000	39.000	39.000	39.795	40.606	43.834	48.665	45.599	43.282
Raindance Metro #3	39.000	39.000	39.000	43.116	43.131	42.380	44.300	48.846	45.599	44.778

Thompson River Rec	3.594	3.594	3.594	3.594	3.594	3.594	3.594	3.594	3.594	3.594
Village East Metro #1	0.000	0.000	0.000	0.000	0.000	0.000	44.667	45.889	45.889	45.889
Village East Metro #2	0.000	0.000	0.000	0.000	0.000	0.000	44.667	49.410	49.410	49.410
Village East Metro #3	35.000	38.667	38.622	38.622	38.908	38.910	40.060	46.758	46.702	32.000
Water Valley Metro #1	39.000	39.000	41.139	41.139	41.943	41.943	42.778	37.450	41.000	37.911
Water Valley Metro #2	39.000	39.000	41.139	41.139	41.943	41.943	42.778	38.144	41.000	41.079
Water Valley Metro #3	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	44.374	43.013
Weld County	15.800	15.800	15.038	15.038	15.038	15.038	15.038	12.024	15.956	15.956
West Greeley Conservation District	0.414	0.414	0.414	0.414	0.414	0.414	0.414	0.414	0.414	0.414
Windshire Park Metro # 2	35.000	35.000	35.000	35.000	38.965	38.965	38.965	38.965	38.965	38.695
Windsor Downtown Dev (WDDA)	5.000	5.000	5.000	5.000	5.000	5.000	5.000	5.000	5.000	5.000
Windsor RE-4 (includes Bond)	48.216	49.190	44.827	44.827	44.827	44.827	50.879	44.382	48.319	46.646
Winter Farm Metro #2	50.000	47.900	50.000	50.000	42.150	38.000	38.000	32.669	32.550	31.593
Larimer County - Potentially Overlapping Rates										
East Fossil Creek Ranch Metro #1	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000
East Fossil Creek Ranch Metro #2	0.000	0.000	0.000	0.000	0.000	0.000	0.000	41.610	42.245	45.799
Ft Collins-Loveland Water District	1.500	1.500	1.500	1.500	1.500	1.500	1.500	1.316	1.360	1.350
Health Dist. of North Larimer County	2.167	2.167	2.167	2.167	2.167	2.167	2.167	2.167	2.167	2.183
Highpointe Vista Metro #2	35.000	38.694	38.694	38.694	38.785	38.785	39.969	39.500	39.800	40.255
Larimer County Pest Control District	0.142	0.142	0.142	0.142	0.142	0.142	0.142	0.142	0.142	0.142
Larimer County	22.521	22.092	22.403	22.403	22.458	22.425	22.436	21.745	22.461	22.496
Poudre R-1: General Fund Abatements Bond	52.630	52.630	52.630	52.630	55.000	54.207	55.865	53.434	57.370	54.090
Poudre River Public Library District	3.034	3.000	3.000	3.000	3.000	3.017	3.018	3.010	3.015	3.020
Poudre Valley Fire Protection District	0.000	10.595	10.595	10.595	10.639	10.639	10.824	11.047	11.047	11.607
South Ft Collins Sanitation District	0.500	0.500	0.494	0.494	0.500	0.500	0.493	0.500	0.403	0.466
Thompson R2-J: General Fund Abatements Bond	38.349	36.315	47.428	47.428	44.578	44.588	44.571	42.760	44.883	44.836
Thompson Valley Hlth Serv District	1.768	1.758	1.763	1.763	1.769	1.757	1.857	1.759	1.757	1.745
Windsor Highlands Metro #1	30.000	30.000	30.000	30.000	33.398	33.398	33.398	35.642	35.642	38.208
Windsor Highlands Metro #2,3,4, & 5	35.000	35.000	35.000	35.000	38.965	38.964	38.965	41.582	41.582	44.576
Windsor Highlands Metro #6	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	39.000	39.000
Windsor Highlands Metro #7,8, & 9	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	46.334	49.670
Windsor Highlands Metro #10	0.000	0.000	0.000	39.000	43.418	43.417	43.418	46.334	46.334	49.670

Notes:

(1) Overlapping rates are those of local and county governments that apply to property owners within the Town of Windsor. The Town of Windsor operating and Windsor-Severance Fire Rescue overlap with only one of the counties and one school district. Thus, the Total Windsor/Weld Co Tax Rate includes Windsor's operating, Weld County, Windsor RE-4 and Windsor-Severance Fire Rescue. Windsor/Larimer Co Tax Rate includes Windsor's operating, Larimer County, Thompson R2-J, Poudre R-1, and Windsor-Severance Fire Re

(2) These are only the primary overlapping taxing districts. Several smaller districts, shown on the previous page, overlap as well.

Sources: Larimer and Weld County Assessors and Treasurers Offices.

TOWN OF **WINDSOR,** COLORADO

COMPUTATION OF LEGAL DEBT MARGIN

As of December 31, 2025
(Unaudited)

The Town of Windsor's debt represents bonds secured solely by specified revenue sources such as Refunding Bonds, Enterprise Revenue Bonds for the Wastewater Treatment Plant, Colorado Water Conservation Board loans for the Kern and Kyger Reservoirs, a loan for the Wastewater Treatment Plant from Colorado Water Resources and Power Development Authority, and a Windsor Building Authority term note payable to the USDA. As the Town has no general obligation debt, the following computations are applied to the current long-term debt.

Policy#1: The Town's debt policy states general obligation debt will not exceed 10% of the total assessed valuation for tax purposes.

2025 Assessed valuation [1]	$1,157,211,370
Debt limit percentage	10%
Legal debt limit	$115,721,137
Less:	
Long-term debt outstanding [1]	($24,765,056)
Legal debt margin	$90,956,081

Policy #2: The Town's debt policy states debt service should be limited to 10-15% of operation expenditures exclusive of capital improvements and debt service expenditures.

Operating expenditures [1]	$92,098,247
Debt limit percentage	10% - 15%
Legal debt limit 10% of operation expenditures	$9,209,825
Legal debt limit 15% of operation expenditures	$13,814,737
Debt service for long-term debt[1]	($2,234,071)
	or 2.4%
Legal debt margin (15%)	$11,580,666

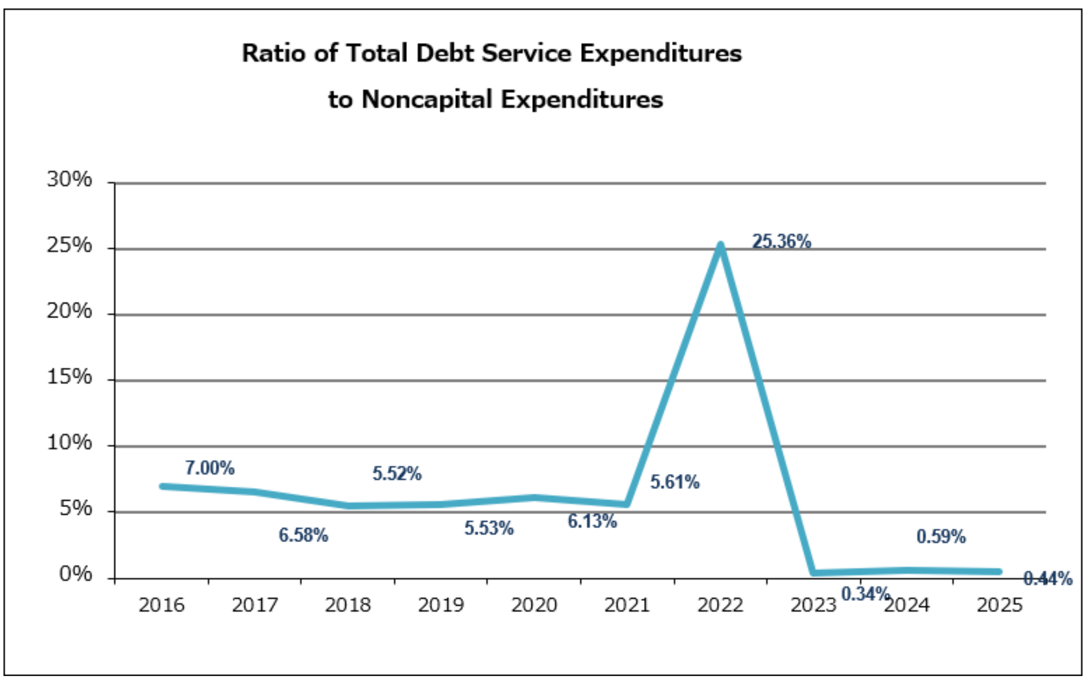
Sources:
[1] Current year's financial statements. Total Governmental expenditures less capital and debt, and Proprietary and Internal Service funds operating expenditures less depreciation.

Ratio of Total General Debt Service Expenditures to Total Noncapital Governmental Expenditures Last Ten Calendar Years (Unaudited)

Year	Direct Operating Expense [1]	Debt Service Requirements Principal	Interest	Total Debt Service	Percentage of Non-Capital Expenditures
2016	24,426,973	865,000	843,775	1,708,775	7.00%
2017	26,153,996	1,273,000	446,866	1,719,866	6.58%
2018	31,786,247	1,293,200	462,704	1,755,904	5.52%
2019	31,083,437	1,328,200	446,666	1,719,666	5.53%
2020	30,416,648	1,374,427	491,465	1,865,892	6.13%
2021	33,229,736	1,410,199	453,667	1,863,866	5.61%
2022	48,354,689	11,968,800	293,313	12,262,113	25.36%
2023	59,589,459	200,000	4,795	204,795	0.34%
2024	47,084,741	196,871	82,984	279,855	0.59%
2025	63,325,293	134,277	145,173	279,450	0.44%

Notes: [1] *Includes operating expenses such as personal services, supplies, and other services. Excludes capital outlay and depreciation expense.*

Sources: Current and prior years' financial statements.



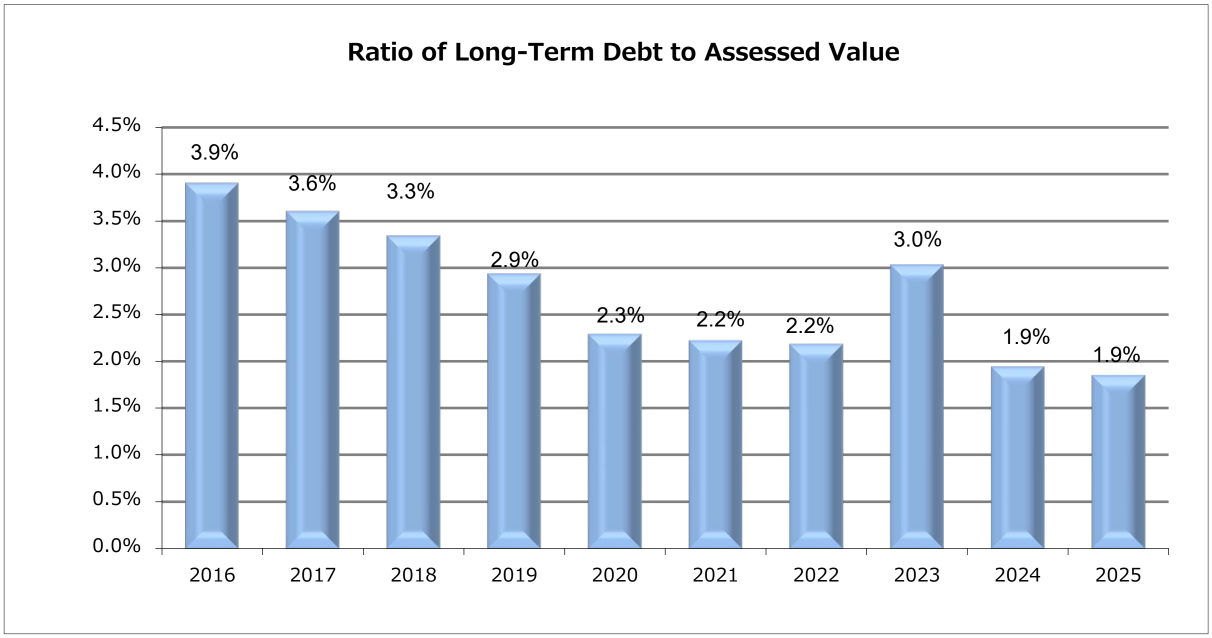
RATIO OF OUTSTANDING DEBT BY TYPE

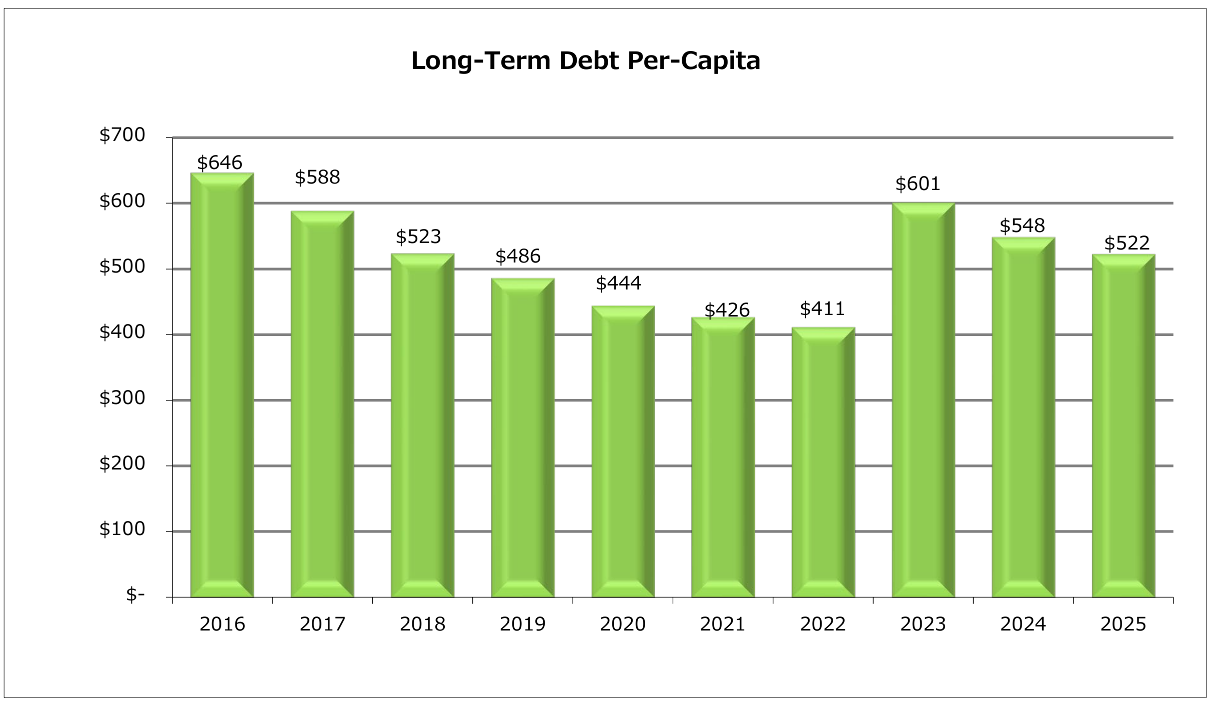
Last Ten Calendar Years
(Unaudited)

Ratio of Outstanding Debt by Type Last Ten Calendar Years (Unaudited)										
	Governmental Activities		**Business Activities**				**Total Primary Government**			
Year	USDA Community Facilities Loan (Police Facility)	Leases & Bond Premium	Sewer WWTP CWRPDA Loan	Wastewater Enterprise Revenue Bonds	Kern & Kyger Reservoirs Loans	Bond Premiums	Total Primary Government	Debt to Assessed Valuation	Percentage of Personal Income	Debt Per Capita
2016	$2,781,164	$1,708,893	$2,200,575	-	$7,946,551	$0	$16,595,067	3.9%	3.0%	$646
2017	$2,739,670	$55,056	$2,010,255	-	$7,850,082	$0	$16,595,067	3.6%	2.7%	$588
2018	$2,696,591	$38,695	$1,819,935	-	$7,381,886	$0	$16,595,067	3.3%	2.3%	$523
2019	$2,651,870	$25,067	$1,629,616	-	$6,894,218	$0	$16,595,067	2.9%	2.1%	$486
2020	$2,298,232	$11,439	$1,427,400	-	$6,399,613	$0	$16,595,067	2.3%	1.8%	$444
2021	$2,238,310	$6,477	$1,231,132	-	$5,885,512	$0	$16,595,067	2.2%	1.7%	$426
2022	$2,176,101	$1,001,352	$1,034,865	$17,120,000	$5,355,334	$1,238,744	$16,595,067	2.2%	1.0%	$411
2023	$2,111,585	$66,256	$832,651	$16,865,000	$4,808,569	$1,058,677	$25,742,738	3.0%	1.6%	$601
2024	$2,044,479	$0	$630,435	$16,590,000	$4,244,818	$1,028,147	$24,537,879	1.9%	1.5%	$548
2025	$1,974,936	$0	$428,221	$16,269,470	$3,663,449	$1,028,147	$23,364,223	1.9%	1.4%	$522

Note: *Includes all long-term debt, including:*
- *USDA Community Facilities Loan for construction of a new police facility, Windsor Building Authority (WBA).*
- *Sewer Loan from Colorado Water Resources and Power Development Authority (CWRPDA) for Wastewater Treatment Facility (WWTP) Upgrade*
- *Bank of Colorado Loan for Kern Reservoir / Windsor Lake. – refinanced 2017*
- *Colorado Water Conservation Board (CWCB) Loan for Kyger Reservoir. - 2014*
- *Series 22 Wastewater Enterprise Revenue Bonds*

Sources:
- *Population estimates based on Colorado Department of Local Affairs estimates and Town Planning Department building permit data.*
- *Assessed valuation from Weld and Larimer County Assessors Offices.*
- *Personal Income computed from US Department of Commerce, Bureau of Economic Analysis.*
- *Details regarding outstanding debt can be found in the notes to the financial section.*
- *Compiled from current and prior years' financial statements.*


Ratio of Long-Term Debt to Assessed Value
4.5%
4.0%
3.5%
3.0%
2.5%
2.0%
1.5%
1.0%
0.5%
0.0%
3.9%
3.6%
3.3%
2.9%
2.3%
2.2%
2.2%
3.0%
1.9%
1.9%
2016
2017
2018
2019
2020
2021
2022
2023
2024
2025


Long-Term Debt Per-Capita
$700
$600
$500
$400
$300
$200
$100
$-
$646
$588
$523
$486
$444
$426
$411
$601
$548
$522
2016
2017
2018
2019
2020
2021
2022
2023
2024
2025

Computation of Direct and Overlapping
Activities Debt (1)
As of December 31, 2025 (Unaudited)

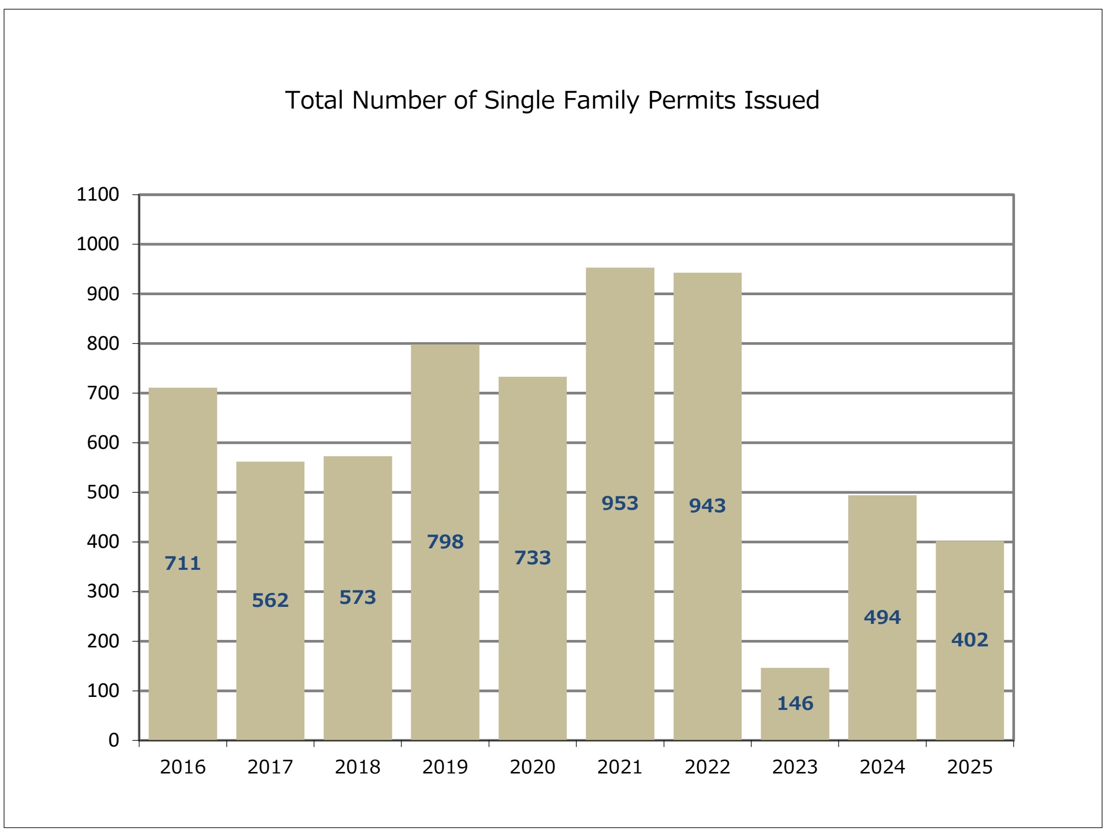
Jurisdiction	Debt Outstanding	Estimated Percentage Applicable to Town (2)	Estimated Amount Applicable to Town
Direct:			
Town of Windsor - Direct Debt (3)			
Long-Term Lease	$0		
Police Facility USDA Loan	$1,974,936		
TOTAL Direct Debt	$1,974,936	100.00%	$1,974,936
Overlapping:			
Poudre R-1 School District	$303,020,448	4.21%	$13,800,272
Thompson R2-J School District	$176,937,485	6.92%	$12,245,532
Weld RE-4 School District	$348,160,000	40.78%	$141,976,301
TOTAL Overlapping Debt	$828,117,933		$168,022,105
TOTAL Direct and Overlapping Debt			$169,997,041

Notes:
(1) Computation of overlapping debt includes only six major governmental units and excludes several special districts that partially overlap the Town."
(2) Portion of debt applicable to Windsor is determined by the ratio of the assessed value of the portion of the applicable district located within the Town and Counties of Weld and Larimer to the total assessed value of the applicable taxing district.
(3) The Town of Windsor has no general obligation debt.

Sources: Current and prior years' financial statements

Building Permits and Value of Construction
Last Ten Calendar Years

Year	Number of New Residential Building Permits	Value of Construction for New Residential Construction	Number of New Commercial/ Industrial Permits	Total Value of Construction for New Commercial/ Industrial Buildings
2016	711	$201,292,982	10	$8,081,388
2017	562	$184,930,000	10	$15,700,000
2018	573	$194,110,000	32	$46,460,000
2019	798	$239,020,000	21	$53,160,000
2020	733	$248,710,000	10	$16,030,000
2021	953	$356,940,000	20	$42,920,000
2022	943	$295,320,000	34	$138,800,000
2023	146	$63,840,000	41	$68,410,000
2024	494	$201,630,000	5	$20,090,000
2025	402	$168,800,000	4	$25,500,000

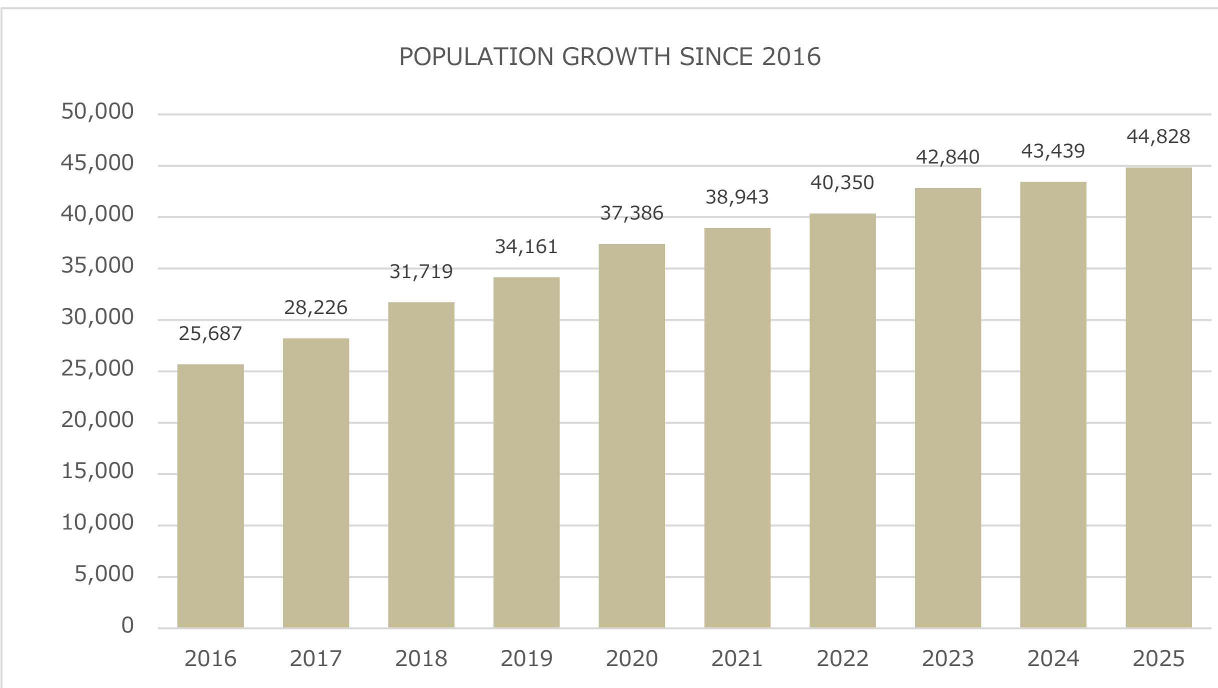


Source: The Town Planning Department provided Permit information.

Town of Windsor Demographic Statistics
Last Ten Calendar Years (Unaudited)

						Unemployment			
Year	Population	Median Household Income	Mean Household Size	Personal Income (in thousands)	Per Capita Personal Income	Larimer County	Weld County	Colorado State	Town of Windsor
2016	25,687	78,359	2.76	1,079,273	42,016	2.8%	3.4%	3.3%	2.3%
2017	28,226	86,410	2.76	1,101,375	39,020	2.4%	2.8%	3.1%	2.5%
2018	31,719	90,699	2.76	1,042,348	32,862	3.2%	3.5%	3.6%	3.2%
2019	34,161	96,710	2.75	1,201,349	35,167	2.0%	2.3%	2.5%	1.9%
2020	37,386	99,732	2.75	1,355,847	36,266	7.4%	8.3%	6.9%	7.4%
2021	38,943	103,933	2.75	1,471,820	37,794	3.0%	3.8%	4.2%	5.6%
2022	40,350	111,477	2.75	1,635,672	40,537	2.4%	3.0%	2.8%	2.8%
2023	42,840	121,754	2.75	1,896,706	44,274	2.8%	3.3%	3.3%	2.9%
2024	43,439	120,000	2.75	1,895,520	43,636	3.9%	5.2%	4.7%	3.0%
2025	44,828	121,758	2.75	1,984,799	44,276	3.4%	4.0%	3.8%	3.7%

SOURCES: Colorado Department of Local Affairs (DOLA), U.S. Census Bureau, & U.S. Department of Labor



Largest Employers
Current Year and Nine Years Prior (Unaudited)

	2016		2017		2018		2019		2020		2021		2022		2023		2024		2025		
	# Empl	Rank	# Empl	Rank	# Empl	Rank	# Empl	Rank	# Empl	Rank	# Empl	Rank	# Empl	Rank	# Empl	Rank	# Empl	Rank	# Empl	Rank	% of Top 10 Total
Windsor RE-4 School District	720	2	750	2	750	2	750	2	750	2	777	1	904	1	924	1	721	2	1,009	1	25.52%
Vestas Blades America	1,872	1	1,120	1	1,120	1	1,300	1	1,811	1	300	4	300	4	621	2	1,245	1	923	2	23.34%
Water Valley Company	127	10	127	10	127	6	214	5	213	6	350	2	350	2	226	6	447	3	412	3	10.42%
Tolmar											304	3	313	3	293	3	329	4	350	4	8.85%
Town of Windsor	209	5	225	5	225	3	315	4	234	4	188	7	198	7	249	4	228	5	261	5	6.60%
Windsor Charter Academy									152	8	239	8	189	8	157	10	196	7	226	6	5.72%
O-I Glass Container	215	4	208	4	208	4	211	6	181	7	212	5	225	5	220	7	216	6	218	7	5.51%
Aims Community College																	138	6	200	8	5.06%
King Soopers	155	6	155	6	155	5	186	7	217	5	209	6	207	6	186	8	186	9	180	9	4.55%
Columbine Health									119	9	137	9	173	9	160	9	193	8	175	10	4.43%
TOTAL Largest Employers	3,298		2,585		2,585		2,976		3,677		2,716		2,859		3,036		3,899		3,954		100.00%

Sources: Windsor Chamber of Commerce and company information

Full-time Equivalent Employees by Function / Program Last Ten Calendar Years (unaudited)											
Function/Program	**2016**	**2017**	**2018**	**2019**	**2020**	**2021**	**2022**	**2023**	**2024**	**2025**	**% change in 10 yrs**
General Government Administration	35.8	35.0	41.0	43.8	37.5	37.5	43.0	43.0	43.0	46.0	29%
Community Development	6.0	6.0	6.0	8.0	17.0	17.0	18.0	18.0	22.0	23.0	283%
Public Safety											
Sworn	*24.0*	*28.0*	*36.0*	*40.0*	*44.0*	*46.0*	*50.0*	*52.0*	*54.0*	*58.0*	142%
Non-sworn	*4.0*	*4.0*	*4.0*	*4.0*	*6.0*	*9.0*	*13.0*	*13.0*	*14.0*	*16.0*	300%
Public Works											
Utilities	*7.0*	*7.0*	*8.0*	*10.0*	*11.5*	*11.5*	*16.5*	*17.5*	*20.0*	*22.0*	214%
Streets & Other	*17.5*	*20.0*	*21.0*	*19.0*	*19.0*	*19.0*	*20.5*	*21.5*	*16.0*	*16.0*	-8%
Parks, Recreation & Culture	29.4	34.0	34.0	47.8	48.6	48.6	49.0	49.0	57.0	63.0	114%
Total Employees	**123.6**	**134.0**	**150.0**	**172.6**	**183.6**	**188.6**	**210.0**	**214.0**	**226.0**	**244.0**	**97%**
Population	25,687	28,226	31,719	34,161	37,386	38,943	40,350	42,840	43,439	44,828	75%
Employees per 1,000 Population	4.8	4.7	5.9	5.1	5.1	4.8	5.2	5.0	5.2	5.4	13%

[1] Public Works included Facility Services from 2011 to 2023

Source: Town of Windsor budget office and Demographic Section

Note: General Government Administration consists of Clerk, Town Manager, Finance, Human Resources, Economic Development, Engineering and Information Systems. Community Development consists of the Town's Planning Department

Utilities consists of Water, Sewer and Storm Drainage

Public Works-Streets and Other includes general Public Works, Streets, Fleet and Facility divisions

CAPITAL ASSET STATISTICS BY FUNCTION / PROGRAM

Last Ten Calendar Years (Unaudited)

Capital Asset	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	% change in 10 years
Public Safety											
Patrol Units	24	28	29	33	37	43	46	49	50	55	129%
Public Works											
Area in square miles	26	26	26	26	26	26	27	27	27	27	4%
Paved roads *(miles)*	158	161	178	180	192	198	200	200	200	200	26%
Parks, Recreation & Culture											
Playgrounds	18	18	17	17	17	17	17	18	18	18	0%
Swimming pools	2	2	2	2	2	2	2	2	2	2	0%
Waterslides	2	2	2	2	2	2	2	2	2	2	0%
Skate Parks	1	1	1	1	1	1	1	1	1	1	0%
Community Centers	1	1	1	1	1	1	1	1	1	1	0%
Shelters	27	29	31	32	32	32	32	32	32	32	19%
Museums *(includes Pioneer Village)*	1	1	1	1	1	1	1	1	1	1	0%
Multi-Purpose Fields	15	15	12	12	12	12	12	12	12	17	13%
Acres Managed	647	647	548	703	705	705	705	706	706	706	9%
Developed Parks *(acres)*	149	149	135	141	141	141	141	141	141	156	4%
Undeveloped Parks *(acres)*	165	165	105	105	109	109	109	110	110	60	-64%
Open Space *(acres)*	347	347	347	456	456	456	456	456	456	456	31%
Trails *(miles)*	55	55	55	55	57	59	62	62	62	62	13%
Utilities											
Water mains *(miles)*	136	132	154	160	160	160	163	163	196	196	44%
Storage capacity *(millions of gallons)*	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	0%
Sewer treatment plants	1	1	1	1	1	1	1	1	1	1	0%
Sanitary sewer *(miles)*	136.0	95.4	122.0	141.0	141.0	141.0	141.0	141.0	150.0	150.0	10%
Treatment capacity *(millions of gallons)*	2.8	2.8	2.8	2.8	2.8	2.8	2.8	2.8	2.8	2.8	0%

OPERATING INDICATORS BY FUNCTION / PROGRAM

Last Ten Calendar Years (Unaudited)

Operating Metric	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	% change in 10 years
Public Safety											
Total Arrests/Detentions	302	499	543	588	633	810	635	765	754	661	118.9%
Traffic Citations	1,796	1,828	1,916	1,874	1,272	1,496	2,239	3,694	2,236	1,944	8.2%
Calls for Service	6,727	14,078	22,800	23,981	20,929	21,783	25,051	29,271	25,660	23,505	249.4%
Parks, Recreation & Culture											
Participants Served	118,297	163,588	187,997	197,776	104,071	122,521	198,674	405,000	437,000	447,926	278.6%
Community Development											
Building Permits	721	647	605	819	743	973	977	220	549	434	-39.8%
Utilities											
Number of Total Accounts	9,298	10,834	10,448	11,250	11,969	12,934	13,486	13,683	14,062	15,094	62.3%
New Utility Accounts	1,089	1,536	1,150	802	719	965	1,517	749	379	1,032	
Average Daily Water Consumption (millions of gallons)	2.0	2.0	2.1	1.9	2.2	2.4	2.3	2.4	2.4	2.7	34.9%
Total Water Consumption (millions of gallons)	720	727	758	693	796	849	847	850	850	964	33.8%
Other Public Works											
Paved Road Miles	158	158	178	180	192	198	198	200	200	200	26.4%
Information Systems											
Servers on the Network	38	40	54	54	43	34	48	54	40	8	-78.9%
New Computers Purchased	56	44	46	38	150	61	140	104	115	66	17.9%
Work Stations on the Network	202	211	269	230	340	318	425	370	363	311	54.0%
Number of Users on Network	208	223	232	245	281	290	318	344	372	282	35.6%
Databases in Use by the Town	67	69	15	12	12	12	13	13	13	11	-83.6%
Annual Hits to Town Web Sites	273,776	343,104	1,260,000	1,167,451	716,295	850,945	1,229,195	1,279,000	1,373,221	1,337,298	388.5%
Average Daily Hits to Web Site	750	940	3,452	3,198	1,990	2,364	3,367	3,553	3,815	3,663	388.4%

Notes: (1) Up until 2013, the counties only counted active, registered voters; with the passage of HB1303, they were required to include all registered voters in their count (both inactive and active) which made the number of voters increase.
(2) Average daily water consumption per capita can be attributed to the tiered watering system and water conservation awareness, but as population grows, so does the need for water.
(3) Due to a change in the way the Police Dept. is tracking arrests, the numbers are no longer sorted in juvenile vs adult arrests. Numbers shown are total number of criminal citations/arrests for both.

Compliance Section

HINKLE & COMPANY PC
Strategic Business Advisors

Independent Auditor's Report on Internal Control over Financial Reporting and on Compliance and Other Matters Based on an Audit of Financial Statements Performed in Accordance with *Government Auditing Standards*

Honorable Mayor and Members of the Town Council
Town of Windsor
Windsor, Colorado

We have audited, in accordance with auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in *Government Auditing Standards*, issued by the Comptroller General of the United States (*Government Auditing Standards*), the financial statements of the governmental activities, the business-type activities, the discretely presented component unit, each major fund, and the aggregate remaining fund information of the Town of Windsor (the Town) as of and for the year ended December 31, 2025, and the related notes to the financial statements, which collectively comprise the Town's basic financial statements, and have issued our report thereon dated July 24, 2026.

Internal Control Over Financial Reporting

In planning and performing our audit of the financial statements, we considered the Town's internal control over financial reporting (internal control) as a basis for designing audit procedures that are appropriate in the circumstances for the purpose of expressing our opinions on the financial statements, but not for the purpose of expressing an opinion on the effectiveness of the Town's internal control. Accordingly, we do not express an opinion on the effectiveness of the Town's internal control.

A *deficiency in internal control* exists when the design or operation of a control does not allow management or employees, in the normal course of performing their assigned functions, to prevent, or detect and correct, misstatements on a timely basis. A *material weakness* is a deficiency, or combination of deficiencies, in internal control, such that there is a reasonable possibility that a material misstatement of the Town's financial statements will not be prevented, or detected and corrected, on a timely basis. A *significant deficiency* is a deficiency, or combination of deficiencies, in internal control that is less severe than a material weakness, yet important enough to merit attention by those charged with governance.

Our consideration of internal control was for the limited purpose described in the first paragraph of this section and was not designed to identify all deficiencies in internal control that might be material weaknesses or significant deficiencies. Given these limitations, during our audit we did not identify any deficiencies in internal control that we consider to be material weaknesses. However, material weaknesses or significant deficiencies may exist that were not identified.

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FAX: 303.796.1001
www.HinkleCPAs.com

Report on Compliance and Other Matters

As part of obtaining reasonable assurance about whether the Town's financial statements are free from material misstatement, we performed tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements, noncompliance with which could have a direct and material effect on the financial statements. However, providing an opinion on compliance with those provisions was not an objective of our audit and, accordingly, we do not express such an opinion. The results of our tests disclosed no instances of noncompliance or other matters that are required to be reported under *Government Auditing Standards.*

Purpose of this Report

The purpose of this report is solely to describe the scope of our testing of internal control and compliance and the results of that testing, and not to provide an opinion on the effectiveness of the Town's internal control or on compliance. This report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the Town's internal control and compliance. Accordingly, this communication is not suitable for any other purpose.

Hinkle & Company.pc

Englewood, Colorado
July 24, 2026

HINKLE & COMPANY PC
Strategic Business Advisors

Independent Auditor's Report on Compliance for Each Major Federal Program, Internal Control over Compliance, and the Schedule of Expenditures of Federal Awards Required by the Uniform Guidance

Honorable Mayor and Members of the Town Council
Town of Windsor
Windsor, Colorado

Report on Compliance for Each Major Federal Program

Opinion on Each Major Federal Program

We have audited the Town of Windsor's (the Town's) compliance with the types of compliance requirements identified as subject to audit in the OMB *Compliance Supplement* that could have a direct and material effect on each of the Town's major federal programs for the year ended December 31, 2025. The Town's major federal programs are identified in the summary of auditor's results section of the accompanying schedule of findings and questioned costs.

In our opinion, the Town complied, in all material respects, with the types of compliance requirements referred to above that could have a direct and material effect on each of its major federal programs for the year ended December 31, 2025.

Basis for Opinion on Each Major Federal Program

We conducted our audit of compliance in accordance with auditing standards generally accepted in the United States of America (GAAS); the standards applicable to financial audits contained in *Government Auditing Standards* issued by the Comptroller General of the United States (*Government Auditing Standards*); and the audit requirements of Title 2 U.S. *Code of Federal Regulations* Part 200*, Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards* (Uniform Guidance). Our responsibilities under those standards and the Uniform Guidance are further described in the Auditor's Responsibilities for the Audit of Compliance section of our report.

We are required to be independent of the Town and to meet our other ethical responsibilities, in accordance with relevant ethical requirements relating to our audit. We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our opinion on compliance for each major federal program. Our audit does not provide a legal determination of the Town's compliance with the compliance requirements referred to above.

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Responsibilities of Management for Compliance
Management is responsible for compliance with the requirements referred to above and for the design, implementation, and maintenance of effective internal control over compliance with the requirements of laws, statutes, regulations, rules and provisions of contracts or grant agreements applicable to the Town's federal programs.

Auditor's Responsibilities for the Audit of Compliance
Our objectives are to obtain reasonable assurance about whether material noncompliance with the compliance requirements referred to above occurred, whether due to fraud or error, and express an opinion on the Town's compliance based on our audit. Reasonable assurance is a high level of assurance but is not absolute assurance and therefore is not a guarantee that an audit conducted in accordance with GAAS, *Government Auditing Standards*, and the Uniform Guidance will always detect material noncompliance when it exists. The risk of not detecting material noncompliance resulting from fraud is higher than for that resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control. Noncompliance with the compliance requirements referred to above is considered material, if there is a substantial likelihood that, individually or in the aggregate, it would influence the judgment made by a reasonable user of the report on compliance about the Town's compliance with the requirements of each major federal program as a whole.

In performing an audit in accordance with GAAS, *Government Auditing Standards*, and the Uniform Guidance, we:

- Exercise professional judgment and maintain professional skepticism throughout the audit.
- Identify and assess the risks of material noncompliance, whether due to fraud or error, and design and perform audit procedures responsive to those risks. Such procedures include examining, on a test basis, evidence regarding the Town's compliance with the compliance requirements referred to above and performing such other procedures as we considered necessary in the circumstances.
- Obtain an understanding of the Town's internal control over compliance relevant to the audit in order to design audit procedures that are appropriate in the circumstances and to test and report on internal control over compliance in accordance with the Uniform Guidance, but not for the purpose of expressing an opinion on the effectiveness of the Town's internal control over compliance. Accordingly, no such opinion is expressed.

We are required to communicate with those charged with governance regarding, among other matters, the planned scope and timing of the audit and any significant deficiencies and material weaknesses in internal control over compliance that we identified during the audit.

Report on Internal Control Over Compliance

A *deficiency in internal control over compliance* exists when the design or operation of a control over compliance does not allow management or employees, in the normal course of performing their assigned functions, to prevent, or detect and correct, noncompliance with a type of compliance requirement of a federal program on a timely basis. A *material weakness in internal control over compliance* is a deficiency, or combination of deficiencies, in internal control over compliance such that there is a reasonable possibility that material noncompliance with a type of compliance requirement of a federal program will not be prevented, or detected and corrected, on a timely basis. A *significant deficiency in internal control* over compliance is a deficiency, or combination of deficiencies, in internal control over compliance with a type of compliance requirement of a federal program that is less severe than a material weakness in internal control over compliance, yet important enough to merit attention by those charged with governance.

Our consideration of internal control over compliance was for the limited purpose described in the Auditor's Responsibilities for the Audit of Compliance section above and was not designed to identify all deficiencies in internal control over compliance that might be material weaknesses or significant deficiencies in internal control over compliance. Given these limitations, during our audit we did not identify any deficiencies in internal control over compliance that we consider to be material weaknesses, as defined above. However, material weaknesses or significant deficiencies in internal control over compliance may exist that were not identified.

Our audit was not designed for the purpose of expressing an opinion on the effectiveness of internal control over compliance. Accordingly, no such opinion is expressed.

The purpose of this report on internal control over compliance is solely to describe the scope of our testing of internal control over compliance and the results of that testing based on the requirements of the Uniform Guidance. Accordingly, this report is not suitable for any other purpose.

Hinkle & Company, PC

Englewood, Colorado
July 24, 2026

Town of Windsor

Schedule of Findings and Questioned Costs
For the Year Ended December 31, 2025

Section I: Summary of Auditor's Results

Financial Statements
Type of report the auditor issued on whether the financial statements audited were prepared in accordance with accounting principles generally accepted in the United States of America (GAAP): Unmodified

Internal control over financial reporting:

- Material weaknesses identified? ☐ Yes ☒ No

- Significant deficiencies identified? ☐ Yes ☒ None Reported

Noncompliance material to the financial statements noted? ☐ Yes ☒ No

Federal Awards
Internal control over major federal programs:

- Material weaknesses identified? ☐ Yes ☒ No

- Significant deficiencies identified? ☐ Yes ☒ None Reported

Type of Auditor's report issued on compliance for major federal programs: Unmodified

Any audit findings disclosed that are required to be reported in accordance with 2 CFR 200.516(a)? ☐ Yes ☒ No

Identification of major federal programs:

Assistance Listing Number	Name of Federal Cluster/Program
20.027	Colorado State and Local Fiscal Recovery Funds

Dollar threshold used to distinguish Between Type A and Type B programs: $750,000

Auditee qualified as a low-risk auditee? ☐ Yes ☒ No

(Continued)

Town of Windsor

Schedule of Findings and Questioned Costs
For the Year Ended December 31, 2025
(Continued)

Section II: Financial Statement Findings

No current year findings or questioned costs were reported.

Section III: Federal Awards Findings and Questioned Costs

No current year findings or questioned costs were reported.

Town of Windsor

Schedule of Prior Year Findings and Questioned Costs

For the Year Ended December 31, 2025

Section I: Financial Statement Findings

None reported for the year ended December 31, 2024.

Section II: Federal Award Findings and Questioned Costs

None reported for the year ended December 31, 2024.

Town of Windsor
Schedule of Expenditures Federal Awards
For the Year Ended December 31, 2025

Federal Grantor/Pass-through Grantor/Program Title	Pass-through Entity Number	Assistance Listing Number	Expenditures
U.S. Department of Justice			
Direct Assistance -			
Internet Crimes Against Children Task Force Program	O-OJJDP-2024-172259		$ 4,110
Pass-through - Colorado Department of Local Affairs			
Flock Camera-License Plate Reader Program	15PBJA OJP Bureau of Justice Assistance		29,419
Total Department of Treasury			33,529
U.S. Department of Transportation			
Pass-through - Colorado Department of Transportation			
Safe Streets and Roads for All	693JJ32440231	20.939	43,725
COVID-19 - Coronavirus State and Local Fiscal Recovery Funds	24-HA4-XC-00037	21.027	450,000
Highway Planning and Construction	24-HA4-XC-00037	20.205	290,394
Total Department of Transportation			784,119
Total Federal Financial Assistance			$ 817,648

See Notes to the Schedule of Federal Expenditures Awards.

Town of Windsor

Notes to Schedule of Expenditures of Awards
For the Year Ended December 31, 2025

Note 1: Basis of Presentation

The accompanying schedule of expenditures of federal awards (the Schedule) includes the federal award activity of Town of Windsor (the Town) under programs of the federal government for the year ended December 31, 2025. The information in this Schedule is presented in accordance with the requirements of Title 2 U.S. Code of Federal Regulations Part 200, Uniform Administrative Requirements, Cost Principles, and Administrative Requirements for Federal Awards (the Uniform Guidance). Because the Schedule presents only a selected portion of the operations of the Town, it is not intended to and does not present the financial position, changes in financial position, or cash flows of the Town.

Note 2: Summary of Significant Accounting Policies

Expenditures reported on the Schedule are generally reported using the cash basis of accounting. Such expenditures are recognized following, as applicable, either the Cost Principles in Office of Management and Budget Circular A-87, Cost Principles for State, Local and Indian Tribal Governments or the cost principles contained in the Uniform Guidance. As such, certain types of expenditures are not allowable or are limited as to reimbursement.

Note 3: Indirect Cost Rate

The Town has elected not to use the 10 percent *de minimis* indirect cost rate allowed.