

Weston Burrer  
Chair

Richard Cherry  
Vice Chair

Deborah Espinosa  
Secretary

# PUEBLO

## Historic Preservation Commission

Vacant

Tanya Jones

Chris Markuson

David Webb

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### *Historic Preservation Commission*

City of Pueblo, Colorado

Thursday, November 8, 2012 –12:00 p.m.

Interim City Council Chambers – 301 West B. Street

### Minutes

#### MEETING CALLED TO ORDER

The meeting was called to order at 12:00 p.m. with Chairperson Weston Burrer presiding.

**Commissioners Present:** Chris Markuson, Richard Cherry, David Webb, Tanya Jones and Deborah Espinosa

**Commissioners Absent:** none

**Staff Members Present:** Julie Ann Woods, Planning Director, Jeff Bailey, Assistant City Manager for Development Services, Paul Willumstad, Board Attorney, and Wade Broadhead, Planner.

#### APPROVAL OF MINUTES

Motion to **APPROVE** the minutes for the Historic Preservation Meeting held on October 11, 2012, by Markuson, second by Jones.

**Motion passed 5-0.**

#### **I. PUBLIC HEARING**

Chairperson Burrer abstained and Vice Chairperson Cherry became acting chair. Secretary Espinosa joined the meeting during the staff report.

**A. Certificate of Appropriateness: HPC #017-2012, Waterfront Building, 101-103 S. Main Street.**  
Application to install architectural elements and signage.

Broadhead provided the staff report.

#### SYNOPSIS

The applicant is proposing to install a one metal arch over each of the primary entrances on the Riverwalk (southeast) façade, signage on that same facade, as well as signs on the Main Street (Southwest façade), and one multitenant sign area on the rear (northwest elevation). The applicant would also like to add two metal building identification signs, one to both the Main Street and Riverwalk facades. The signs will be consist of custom cut letters and are not illuminated. After an initial review, staff recommended the applicant develop a ‘sign plan’

which would show proposed sign 'areas' in the building. Any approved sign type could then go into those allowable areas in the future via administrative approval by staff and reduce review time as tenants change. The Historic Business District Sign guidelines state, "*Maximum square footage of any wall sign shall be one-half (1/2) the linear frontage of the front façade on which it is to be mounted. Wall signs on the sides or rear façade shall be one-half (1/2) of the square footage of the conforming front signage. In addition, the signs used on a building should be minimized.*"

## **ANALYSIS**

*Issue #1, two new archways architectural elements on the Riverwalk elevation to highlight building entrances.* The eastern elevation functioned historically as a loading dock for rail-delivered freight. The change in use requires various signages for the new office, restaurant, and retail space. The Secretary of Interior's Standards for Rehabilitation #2 state that, "*The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided*". Brief #9 states, "*New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work shall be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion and massing to protect the integrity of the property and its environment*". The Historic Business District Guidelines also state that, "*Signs of all types shall be unobtrusive and blend in with the surrounding architecture*". The proposed metal arch elements signify a new period significance, tie the building into the Downtown/Riverwalk development motif but do not detract from the historic building.

Issue #2; signage. During the review process the applicant dropped off additional sign panels to be reviewed, and discussed the idea of a sign plan for the building. A sign plan would designate areas for signage which could then be approved by Staff and reduce review time as tenants change. The applicant proposes four 1.5' x 12' feet sign panels on Main Street, and two 1.5' by 8' sign panels above the two entryways on the Riverwalk frontage in addition to one 2' by 4' feet panel of window signage on the Main Street storefront. As this building never functioned as a commercial and office block there is little historical evidence for signage of this type, therefore new signage should be of its own age but still harmonious with the existing architecture and kept to a minimum as per the Historic Businesses District Guidelines.

According to the Historic Businesses District Code the allowance for signage on this building are as follows: Riverwalk frontage is 245 feet and the Main Street frontage is 50 feet of frontage giving a sign allowance of 123 square feet on the Riverwalk frontage and 25 square feet on the Main Street frontage (frontages divided by half). As proposed the applicant has 1.5' x 8' (x2) or 16 square feet of tenant signage and one 6' by 10' (60 square feet) sign area on the Riverwalk frontage. The proposed signage is 76 square feet, or within the allowance for the Riverwalk frontage.

The Main Street proposed signage is four 1.5' by 12' signs 18sq ft (72sq ft total), and one window sign at 2' by 4' (8 sq ft), so the entire frontage signage is 80 sq ft or 55 sq ft over what is allowed. Since the street frontage on Main Street is only 50 square feet only 25 feet of signage is allowed. The proposed sign proposal also exceeds the HB District guideline to minimize the overall number of signs. According to historic photos only one long sign existed along Main Street. Staff recommends the applicant meet with staff to work out a combined signage solution for the Main Street façade that is closer to the allowable amount of signage square footage and proposes something modest for a variance if needed.

The applicant proposed custom cut, non illuminated signs for the Main Street facade and two similar signs above the entryways on the Riverwalk façade. Non illuminated signs will be allowed in this area to be administratively approved by staff. The sign plan can be amended by bringing this plan back to HPC in the future.

**RECOMMENDATIONS:**

Staff recommends APPROVAL for the with the following conditions

1. Attach bolts to the brick mortar and not the brick itself for signage.
2. Arch elements can be colored maroon or black.
3. Approve the Building identification sign along the Riverwalk frontage and it will not count against signage.
4. Approve two 12 sq ft single tenant signs above the two doorways on the Riverwalk frontage, and one 60 sq foot multitenant sign area for any approved signage material according to the historic Business District guidelines.
5. Approve 25 square feet of signage on the Main Street façade, preferably the window signage.
6. The applicant will meet with staff to work out a Waterfront Building Sign Plan to be approved by HPC at a later meeting.
7. After working out a sign plan for the building, take any portion that requires a variance to the Zoning Board of Appeals for their approval.
8. Administrative approval is still subject to the Historic Business District guidelines. Any proposal denied by City Staff can be sent to the Historic Preservation Commission for their review.
9. No internally illuminated (cabinet style) signs. Any back lit, or signs illuminated in other way, must obtain full HPC approval.
10. Wait to review the multi-tenant sign panel on the rear of the building until staff can meet with the applicant about the proposed sign plan.

**COMMISSION ACTION**

Motion by Chris Markuson, Seconded by David Webb to **APPROVE** with staff conditions.

**Motion passed 5-0.**

Chairperson Burrer resumed as Chair, Webb recused.

**B. Local Landmark (Historic District Nomination): HPC #015-2012, North Side Historic District, Phase II.**

Application to expand the North Side Historic District.

Broadhead provided staff report.

**BACKGROUND:**

The Old Historic Northside Organization (OHNO) has proposed an expansion to the existing North Side local historic district on behalf of the owners of eighty-four (84) properties on the north side of Pueblo. The area is completely residential in nature; no existing businesses are located in the proposed designation boundary and the homes dates from 1872 to 1972. The nomination is based on an intensive architectural and historical survey of the neighborhood conducted by Historitecture, LLC, completed in 2008, recommending the entire area be designated as a National Register Historic District. The thorough survey and documentation allowed the

neighborhood and City Staff to effectively assess its eligibility as a Local Historic District under Section 4-14-8 of the Pueblo Municipal Code (PMC). This is the first proposed expansion of the North Side District which was the first residential historic district since the adoption of the Historic Preservation Ordinance in 2002.

Phase I of the North Side Historic District was designated by Ordinance No. 7721 on January 14, 2008. Owners were given six months to opt into the district, with a total of 21 of the 37 properties choosing to do. Staff is recommending that Council allow owners to clearly Opt out (via a letter sent to home owners) of Phase II, due to the confusion caused by the Opt In process in Phase I. A Historic District confers benefits such as tax credits and historic grants, increased/stabilized property value and predictability of development in the area. Designation also adds additional design review time and fees for proposed alterations to homes within the boundary.

Due to the scope and size of the proposed project and its implication for the residents, this staff report is broken into five sections: 1) Eligibility, 2) Planning Department Outreach and Community Support, 3) Comprehensive Plan Compliance, 4) Property Value and Benefits, and 5) Findings of Facts and Recommendations.

## **ELIGIBILITY**

Pueblo's North Side Neighborhood was one of the first formal land developments in the City, and the original home of the merchant, professional, and entrepreneurial classes. This area is important because it developed independently from the Steel Mill, which was the main employer during the early history of Pueblo. Unlike other sections of the city, the neighborhood has retained a high degree of historic fabric and integrity, which is why the City obtained a Certified Local Government grant from the Colorado Historical Society (History Colorado) to study the Phase II area from 2007 to 2008. The survey examined 84 properties and Historitecture LLC recommended that 77 buildings were contributing for any future historic district (92 percent). Staff concurs with the recommendation that the entire Phase II survey area be designated, however, Staff did note that the home at 1919 Greenwood Street should be added to *contributing* resources in contrast to the consultants recommendation due to its high social significance, and the high possibility of being renovated to its original condition.

### ***Consultants Recommendations***

*Pueblo's North Side, Phase 2*, recommends the proposed area be designed as a historic district. According to the report, "*Based on the results, the phase 2 survey, Historitecture recommends extending the West Eighteenth Street District one block north, to include all properties between the west side of North Main Street and the East Side of West Street, This area is geographically adjacent to and historically, architecturally, and thematically consistent with the proposed district to the south.*"(30). Historitecture goes on to note the area is eligible for the National Register based on criteria A (history) for its close association with the establishment and growth of Pueblo's professional and entrepreneurial class, many of whom became powerful civic leaders. They also recommended the area be eligible under Criteria C (architecture) as an intact collection of nearly every notable residential style from 1872 through the 1950s. The consultant also recommended further survey to the North where the same architectural and historical trends continue.

Common nomenclature in the establishment of a historic district involves contributing and "non-contributing" structures. In any Historic District, structures are either *contributing* or *non-contributing buildings or structures*. All contributing structures/elements exemplify the historic character of the proposed district without having to be individually eligible for inclusion on any historic register. Contributing structures are regulated, and require a Certificate of Appropriateness (COA); non-contributing homes do not require a COA. Of the 84

proposed properties, the consultant recommended seven homes as non contributing (203 W. 19<sup>th</sup>, 1912-194 Court Street (a duplex), 1926 Court Street, 1909 Elizabeth Street, 1922 Elizabeth Street, 1919 N. Greenwood Street, and 1916 West Street). The period of significance is listed as 1870 to 1955 (the same as the North Side Phase I District), a period when the neighborhood was home to the professional classes of Pueblo. Staff further recommends that 1919 N. Greenwood Street also be considered a contributing structure district due to the retention of its form and significant ties to Jesse Rood, founder of the Rood Candy Company.

Section 4-14-8 of the PMC lists the criteria for eligibility. Landmarks and districts must meet one criteria in two of the three areas listed in the Code. The nomination asserts that the North Side Historic District qualifies under criterion 1a: *Have direct association with historical development of the City, state, or nation*, 2a: *Embody distinguishing characteristics of an architectural style or type*. The language in Section 4-14-8 also states, “*structures or sites which are united by past events or aesthetically by plan or physical development may be designated as a Historic District.*” Pueblo’s North Side neighborhood was one of the first planned, residential areas laid out with particular attention to attributes of a planned community, with graded streets, tree-lined avenues, modern infrastructure (sidewalks), and the first true ‘model’ homes. Pueblo’s North Side is also one of the earliest neighborhoods in Colorado to be regulated by covenants. A detailed account of the neighborhood’s history is outlined in the nomination and survey report produced by Historitecture, LLC in July 2008. **Staff concurs that the North Side Historic District is eligible under Criteria 1a and 2a as described in Pueblo Municipal Code Section 4-14-8(a) and (b).**

#### **PLANNING DEPARTMENT OUTREACH AND COMMUNITY SUPPORT**

Section 4 of the PMC does not designate a process for a vote for district nomination as is common in other jurisdictions in the State of Colorado. Since the designation of a Historic District does put an added economic and review burden on the homeowners, and since the PMC allows for designation on behalf of residents, an explanation of the Planning Department’s Outreach efforts and community support for the proposal is in order.

The designation application came from the Old Historic Northside Organization who voted to submit the application at their board meeting. As required by PMC 4-14-8(c)(1), staff sent a letter to all the owners notifying them of the benefits and obligation of designation, as well as the time of the HPC hearing. An article was also written by staff and included in the regular OHNO newsletter circulated to 600 homes in the North Side. The case was noticed in the newspaper as per PMC, and the proposed district boundary posted with district boundary signs. City Councilwoman Ami Nawrocki and City staff also went door to door with individual posting notices on Sunday, October 7, 2012. The City also prepared a press release about the door to door effort October 3, 2012 which appeared in the Pueblo Chieftain, and was carried by local TV and radio stations. City staff and Council Person Ami Nawrocki also met with a group of homeowners in the district on Sunday October 21, 2012 to further answer questions. In addition to these efforts, Staff also made an architectural history presentation to the regular meeting of OHNO where approximately 20 people were in attendance, on September 11, 2012, and fielded questions there about the proposed district. During these efforts, Staff has received emailed questions from two residents, and no letters, emails, or phone calls of opposition. One owner, located at 1919 Greenwood Street, sent an email to staff asking to be included as contributing due to the historical significance of the home.

## **COMPREHENSIVE PLAN COMPLIANCE**

Section 4-14-8(c)(4) of the Pueblo Municipal Code requires the proposed district to be in compliance with the 2002 Comprehensive Plan adopted by City Council, which is currently in the process of being updated. The proposed district is located within an Urban Residential Land Use Area which is described as follows: *Urban Residential Land Use areas have densities of 4 to 7 units per acre and often reflect the traditional urban residential layout used in the early development of Pueblo.* The proposed Historic District will preserve one of the original platted areas of the City and help maintain a 100 year-old land development pattern including tree lawns, and the original size and massing of homes. Beyond the original development patterns of the area and keeping with the Urban Residential Land Use category, the Historic District is a valuable planning tool to maintain the original built environment which gives the neighborhood its character and helps maintain stability and property values. From a planning perspective Historic Districts accommodate a mix of household incomes, spur rehabilitation, increase neighborhood pride, and stabilize neighborhoods (*Economics of Historic Preservation: A Community Leader's Guide, National Trust for Historic Preservation, pages 65-72*).

## **PROPERTY VALUES AND BENEFITS**

At the request of a concerned citizen, in 2008 Staff inquired with the Pueblo County Assessor's Office about the potential effect of the proposed designation. The County Assessor's Office stated that they have already noticed a differentiation of housing centered on the larger Victorian Era in the North Side historic area. To avoid those homes improperly raising taxes on smaller homes, they created a special 'neighborhood' for tax assessment purposes. This "Neighborhood 61" takes into account the effect of economics of the properties with respect to the historic housing stock. According to the assessor, a historic district designation will not affect property values by itself. The effect will only be noticeable if there are any changes in home property value sales. In a recent 2011 study funded by a Colorado State Historical Fund, *The Economic Power of Heritage and Place; How Historic Preservation is Building a Sustainable Future in Colorado*, the authors found that while studying four historic districts in Denver, Ft. Collins, and Durango, that "rather than depressing property values, local designation in fact leads to appreciation rates that are consistent with – and often higher than – rates in similar, non designated areas" (Page 22).

The primary benefits for historic designation for residential properties include the state historic tax credit program, which allows a 20% tax credit on materials and labor for approved preservation work to any locally designated or contributing building in an historic district. Currently tax credit reviews are conducted by the State Historic Preservation Office and State Department of Revenue, but the City is considering taking control of that historic review to expedite the process as a benefit to property owners. There are fees (paid to the state) associated with the review and the process takes about 30-60 days to complete. Currently, due to the state's budget shortfall, tax credits are in abeyance and cannot be taken, however tax credit projects can be processed now and taken when the credit is reauthorized by the state. Designation also allows access to State Historical Fund grants for non profits and governmental entities; however staff is unaware of any non profits located in the proposed boundary that could use this program.

## **FINDINGS OF FACT FOR A LOCAL LANDMARK OR HISTORIC DISTRICT AND RECOMMENDATIONS**

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### **FINDINGS OF FACT FOR A LOCAL LANDMARK OR HISTORIC DISTRICT PUEBLO MUNICIPAL CODE, SECTION 4-14-8(A)**

1. Special historic or prehistoric interest or importance.

- Comments:

*Eligible. The North Side Phase II in one of the earliest platted and formal subdivisions in Pueblo with graded streets, sidewalks, tree lawns, raised lawns, and was home to the city's merchants, clerks, and entrepreneurs who became local, state, and nationally known for their contributions to numerous fields. The area is also significant for its development away from the steel mill, the major employer of Pueblo until the 1980s.*

2. Special architectural, engineering, or aesthetic interest or importance.

- Comments:

*Eligible. The homes in the proposed area are good examples of almost every local architectural style ranging from 1872 to 1955. Particularly excellent examples of Edwardian, Queen Ann, Denver Four Square, Classic Cottage, Shingle, Craftsman Bungalow, and Tudor Revival Homes are found in the district (See attached photos).*

3. Special Geographic interest or importance.

- Comments:

*Not eligible.*

## **RECOMMENDATIONS**

Staff recommends Approval of the North Side Historic District, Phase II subject to the following conditions:

Staff recommends APPROVAL of the revised North Side Historic District Boundary as follows:

1. Staff recommends City Council give all property owners 60 days to opt out of the historic district after final passage of the ordinance. No owners can opt out after those 60 days. All owners who do not respond within 60 days will be included in the historic district.
2. Six properties shall be considered non-contributing: 203 W. 19<sup>th</sup> St, 1912-1914 Court Street (a duplex), 1926 Court Street, 1909 Elizabeth Street, 1922 Elizabeth Street, and 1916 West Street.
3. 1919 Greenwood Street shall be considered contributing.
4. Table One, *North Side Historic District Phase II Properties* shall serve as the master list of the all the homes, including their contributing and non contributing status.
5. The Colorado site forms compiled by Historitecture during the *Pueblo North Side, Phase II* serve as the 'existing conditions' documentation for all future Certificates of Appropriateness.
6. A copy of the *Pueblo's North Side Neighborhood, Phase II* report and site forms (completed by Adam Thomas of Historitecture) will be kept on file as a guide for HPC regarding future COA decisions and actions.
7. A tree lawn (or parking strip) is a contributing factor to the district. Removal of old growth trees and grassed tree lawn is considered an adverse impact on the district ~~and will not be permitted without just cause.~~
8. Notwithstanding anything else in the Historic Preservation Code, The Commission shall allow Staff to administratively approve (without a fee) all paint COAs, re-roofs of similar material, fences, and satellite dish installation on non-primary facades in accordance with the Standards of Appropriateness, for the North Side Historic District only. Any applicant who disagrees with staff's decision can follow the normal process for a COA.
9. Brick and flagstone pavers should be preserved to the extent possible.

## **PUBLIC TESTIMONY**

Yolanda Butler testified on behalf of the board of OHNO. Van Truan testified in favor of the district as long as his paint COA appeal to City Council was upheld. Julie Isald asked questions about the district and if she could modify her addition she would be in favor of the nomination. No one testified in opposition.

## **COMMISSION ACTION**

Motion by Richard Cherry, seconded by Deborah Espinosa to make a amendment to condition #7.

**Motion passed 5-0.**

Motion by Richard Cherry, seconded by Deborah Espinosa to **APPROVE** with the amendments and staff recommendations.

**Motion passed 5-0.**

## **II. OLD / NEW BUSINESS**

Webb re-joined the meeting.

### **A. Update on CLG Grant Projects for 2013-2014**

Broadhead informed HPC that the Eiler's and BHS National Landmark grants were progressing.

### **B. Award Announcement**

Staff informed HPC staff had been notified that the City and HPI have won a Stephan J. Hart Award for the Neighborhood Heritage Enhancement project and will be honored at the Saving Places Conference February 6, 2013.

### **C. ADA Lift at Bessemer Historical Society**

Broadhead and Julie Ann were informed that BHS needed approval for their ADA lift through their front door on the CF and I Administration Building by mid November to keep CDBG funding. Proof was provided that the State Historical Fund and Colorado Historical Foundation, the easement holder, approved the ADA lift and Staff would approve the lift as it was approved by a higher preservation review agency.

## **ADJOURN**

There being no further business, the meeting was adjourned at 1:16 p.m.