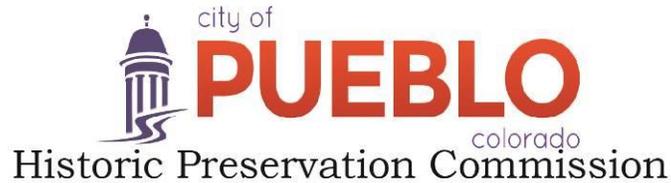


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HPC-18-07a

TO: City of Pueblo Historic Preservation Commission

FROM: Alan Lamberg, Planner

THROUGH: Scott Hobson, Land Use Administrative Official

DATE: October 10, 2018

SUBJECT: **Revision to Certificate of Appropriateness to modify the roof-top by adding screened telecommunication antennas**

LOCATION: 230 South Union Avenue

CULTURAL LISTING: DeReimer Block, 1883, contributing resource to Union Avenue Historic District, nationally designated in 1982; zoned historic business (H-B) in 4/8/1985 by ordinance 5216

APPLICANT: **Herb Quintana for Verizon Wireless, Q3 Consulting, Inc.**
1670 Newport Street, Denver, CO 80220

PROPERTY OWNER: **Bill Schwabe, Union Avenue Palms, LLC**
230 South Union Avenue, Pueblo, CO 81003

ZONE DISTRICT: Historic Business (H-B zone) district

CONCURRENT REQUESTS: None. A zoning application will follow upon approval.

PURPOSE:

This is a revised staff report for an additional request, **highlighted in yellow.**

The applicant requests permission to modify the roof-top by adding screened telecommunication antennas, **and painted steel beams for structural reinforcement.** *Pueblo Standards of Appropriateness*¹ and *National Standards*² were considered for this case.

¹ City of Pueblo Historic Preservation Commission. Adopted by City Council Ordinance 7379, September, 2005. *Standards of Appropriateness & Demolition Standards: For Alteration, New Construction, Reconstruction, Restoration, Rehabilitation and Relocation of Pueblo's Historic Landmarks and Districts.*

² National Parks Service. Revised, 2017. *Secretary of Interior's Standards for the Treatment of Historic Properties.*
<https://www.nps.gov/tps/standards.htm>

LOCATION:

The site is legally described as lot 2, Block 59, in the former Town of South Pueblo, now part of the City of Pueblo, County of Pueblo, State of Colorado; parcel ID: 0536413002 (Attachments A: Location Map and B: Site Map).

BACKGROUND:

The applicant is requesting a Certificate of Appropriateness per the requirements contained in Section 12, Chapter 14 – Historic Preservation Code, Title IV – Building Regulations, of the *Pueblo Municipal Code*. The Historic Preservation Commission may approve this application if it serves the goals of the historic preservation standards and guidelines. The request is discussed in detail below:

1. Install roof-top mechanical and service equipment on the roof.
2. Screen said equipment with a structure that matches the color of the building.
3. Reinforce structure with steel beams bolted to side walls, over roof, and through parapets.

Applicable Standards of Appropriateness (by section):

- 3.1.7 Sidewalls
- 3.1.8 Roof forms
- 3.1.9 Exterior Materials and Colors

Applicable National Standards:

- Rehabilitation, Roofs
- Rehabilitation, Mechanical Systems: Heating, Air Conditioning, Electrical, and Plumbing
- Rehabilitation, Code-Required Work

Previous actions by the HPC:

- Certificates of appropriateness:
 - (HPC-2011-12) approved a temporary banner facing C Street.
 - (HPC-2014-12) approved a repurposing of door transom with signs facing Union Avenue.

Previous action by the Architectural Review Board:

- Approved remodel to elevations in 2003, except for proposed stucco on side wall.

ZONING DISTRICT:

The site and surrounding area was entirely zoned for Historic Business (H-B) (Attachment C) on April 8, 1985 (Ordinance 5216). The standards of this district are intended to preserve existing historic structures and to control and regulate the architectural styles and aesthetic quality of building, constructing, altering, painting, renovating, modifying, repairing, moving or demolishing any building or structure within this zone district.

LAND USE:

Site Character

The existing site, located on an interior lot, is a contributing resource to a local and national historic district. Compatibility of new alterations with the historic district is the primary goal for such buildings. The Union Avenue Historic District was listed in the National Register in 1982 because it was significant in two criteria: Historical Event in development of Pueblo and Southern Colorado; and, Architecture/Engineering.³ In 2002 with the adoption of Pueblo Historic Preservation Code (Ordinance 6888) it was retroactively listed on the Official Pueblo Inventory of Cultural Resources.⁴

Built 1883. The three-story red brick building is distinguished by the style of architecture & number of ornate features, including brick piers with decorative plinths; boxed cornice; decorated frieze; and, decorated pediment. The DeReimer block strongly exemplified the Victorian Second empire style of architecture that made its way into Colorado in the 1880s. It is the work of F.W. Cooper, noted Pueblo architect, and the owner, James R. DeReimer, who became prominent as a civil engineer and real estate investor. The latter contributed to the development of railroads, commerce, and historic buildings in South Pueblo.⁵

Neighborhood Compatibility

The neighborhood is generally composed of a stable, established historic commercial district with occupied storefronts consisting of early Twentieth Century masonry buildings, and the Historic Arkansas Riverwalk of Pueblo.

COMPREHENSIVE PLAN:

The *Pueblo Regional Comprehensive Development Plan* Urban Area Plan Map depicts urban mixed use throughout the entire neighborhood (See Attachment D). The designation of *Urban Mixed Use* identifies land use supported by the retail corridor of Union Avenue and office development found throughout downtown. It emphasizes retail uses on the first floor of all buildings to maintain a high activity level. Office and residential apartments are encouraged on the upper floors in multi-story buildings. High density use encourages pedestrian-oriented development patterns reflective of more historic development within the urban area.⁶

The use of pedestrian-oriented activities in a historic building through retail and mixed-use residential is consistent with the comprehensive plan.

³ National Register of Historic Places reference number 82001021. Survey record number 5PE.612, Historic American Building Survey (HABS). National Parks Service. (Colorado records administered by Colorado Historical Society, Office of Archeology and Historic Preservation [OAH]).

⁴ Pueblo Municipal Code, Title IX – Building Regulations, Chapter 14 – Historic Preservation Code, Section 4-14-8 (l) – Designation of Landmark or Historic District.

⁵ The Official Pueblo Inventory of Cultural Resources, City of Pueblo Historic Preservation Commission. (Cross referenced with National Register nomination.)

⁶ *Pueblo Regional Development Plan*, Land Uses, p. 47.

FINDINGS OF FACT FOR CERTIFICATE OF APPROPRIATENESS REQUIREMENTS:

1. Conform to the intent and purpose of this code.
 - **Comments:**
Affirmative finding for roof-top equipment and equipment screen, because the proposed project considers *Standards of Appropriateness*, particularly criteria for restorations (and alterations).⁷

2. Preserve the special character, interest, and value of the landmark or historic district and its environs.
 - **Comments:**
Affirmative finding for roof-top equipment; it is recommended to install roof-top mechanical or service equipment so that it is inconspicuous or not visible from the ground floor site and adjacent public right-of-way.⁸
Affirmative finding for equipment screen; is it recommended to install roof-top mechanical or service equipment without obscuring historic features.⁹
Affirmative finding for structural beams; related roof-top equipment should be screened with undetailed, blended color.

3. Be an adverse impact on the exterior features of the landmark.
 - **Comments:**
Affirmative finding for roof-top equipment; because it does not physically alter the parapets and flat roof line.¹⁰
Affirmative finding for equipment screen; if the color is harmonious with color scheme and character of brick.¹¹
Affirmative finding for structural beams; intent is to stabilize the structural system for installation of telecommunications antennas and screening materials.¹²

4. Be harmonious with the character of an historic district
 - **Comments:**
Negative finding for roof-top equipment; it is not recommended to install equipment that is overly large or highly visible and negatively impacts the historic character of the building or setting.¹³
Negative finding for equipment screen; it is not recommended to change the configuration or shape of a roof by adding highly visible new features (such as dormer windows, vents,

⁷ *Standards of Appropriateness: Altering Historic Landmarks or Properties in Historic Districts*, section 1 4 (page 7). Also see *Criteria for Restorations*, Section 1.4.1.2 (page 9).
⁸ National Parks Service. Revised, 2017. *Secretary of Interior’s Standards for the Treatment of Historic Properties*. Rehabilitation, Roofs, page 101.
⁹ National Parks Service. *ibid.* Rehabilitation, Roofs, page 101.
¹⁰ *Standards of Appropriateness: Rehabilitation and Alterations to Commercial Buildings, Roof Forms*, Section 3.1.8. (page 21).
¹¹ *Standards of Appropriateness: Rehabilitation and Alterations to Commercial Buildings, Exterior Materials and Colors*, Section 3.1.9. (page 21).
¹² *Standards of Appropriateness: Rehabilitation and Alterations to Commercial Buildings, Sidewalls*, Section 3.1.7. (page 20).
¹³ National Parks Service. *ibid.* Rehabilitation, Mechanical Systems: Heating, Air Conditioning, Electrical, and Plumbing, page 127.

skylights, or a penthouse).¹⁴ While it is not highly visible from the public ways at Union & C Street adjacent to the building, it may be visible at a distance when entering the historic district from the Union Avenue bridge.

Negative finding for structural beams; it is not recommended to conceal original façade materials.¹⁵

5. Be compatible with respect to scale, form, and composition of principal facades and relationship to the street.

- **Comments:**

Negative finding for roof-top equipment; Regarding safety guardrail to side wall ladder to stairs, is it recommended to install roof access that is compatible with the historic character of the building in a minimally-visible location.¹⁶ However, the façade-facing access ladder and residential patios were previously approved by the Architecture Review Board.¹⁷

Affirmative finding for equipment screen; While it may be visible from the upper floors of adjacent properties, it will not be highly visible from the adjacent public ways.

Negative finding for structural beams; Obscuring original façade may be visible from the adjacent public ways.¹⁸ Furthermore,

PLANNING AND COMMUNITY DEVELOPMENT STAFF RECOMMENDATION:

Permitting a screened telecommunications facility with support beams bolted to the exterior would result in significant negative impact on historic features of the building.

If the Board chooses to APPROVE the application, staff recommends compliance with the following staff conditions and standard permit conditions 1 through 13.

STAFF CONDITIONS:

1. Identify existing color scheme (historic palette) and provide specific paint color of equipment screen (vendor color in lieu of “brick dark tones”) **and steel beams** for administrative review.
2. Refer to the Technical Preservation Brief: #4, *Roofing for Historic Buildings*, particularly the section on Precautions, “Thought should be given to the design and placement of any modern roof appurtenances such as [...] antennas.”¹⁹

STANDARD PERMIT CONDITIONS:

Date of issuance of permit: October 10, 2018.

1. **Time Limits:** Certificate of Appropriateness shall become invalid unless work or action authorized by permit is fully executed October 10, 2019.

¹⁴ National Parks Service. *ibid.* Rehabilitation, Roofs, page 98.

¹⁵ *Standards of Appropriateness: Rehabilitation and Alterations to Commercial Buildings, Exterior Materials and Colors*, Section 3.1.9. (page 21).

¹⁶ National Parks Service. *ibid.* Rehabilitation, Code-Required Work, page 149.

¹⁷ The adjacent building, formerly addressed 232 S Union, was condemned and demolished in 2001. Sidewall and roof improvements were permitted in 2004 by Pueblo Regional Building Department.

¹⁸ *Standards of Appropriateness: Rehabilitation and Alterations to Commercial Buildings, Exterior Materials and Colors*, Section 3.1.9. (page 21).

¹⁹ National Parks Service, Technical Preservation Briefs, <https://www.nps.gov/tps/how-to-preserve/briefs.htm>

2. **Required Revisions:** Any revisions or additions to plans required as a result of approval must be submitted and stamped “approved” prior to the sign-off of the building permit routing slip or business license.
3. **Changes:** The project shall be completed as shown on the plans, which have been stamped “approved” and dated by the Department of Planning and Community Development. The project shall not deviate from the approved plans without prior written approval from the Department of Planning and Community Development.
4. **Property Inspection:** By acceptance of this certificate, Certificate holder authorizes City Officials and/or their authorized representatives, access to the subject property for purpose of observing work in progress, inspecting and/or measuring the property or improvements as long as the use authorized by this certificate remains in effect.
5. **Certificate of Occupancy:** A certificate of occupancy must be issued by Regional Building PRIOR to use and/or occupancy of the subject premises. Prior to issuance, the Department of Planning and Community Development must certify that work has been completed in accordance with approved plans and that applicable conditions have been met. The Certificate holder may be required to provide a Letter of Credit to obtain a Certificate of Occupancy prior to completion of all required improvements.
6. **Completion and Maintenance of Improvements and Landscaping:** Certificate holder or successor in interest is responsible for completing all improvements shown on approved plans. By acceptance of this certificate, Certificate holder agrees to maintain all improvements in a satisfactory condition. Any landscaping installed according to the approved plan which becomes diseased or dies shall be replaced by similar species and size no later than the first available planting season.
7. **Building Permit; Other Permits:** Certificate holder is solely responsible for obtaining BUILDING PERMIT and all other applicable local, state and federal permits.
8. **Off-Site Drainage:** Issuance of this certificate does not authorize the discharge of stormwater runoff or other surface drainage from the subject premises onto adjoining property or properties.
9. **Appeals** of a decision of the Historic Preservation Commission can occur up to twenty (20) days following such decision. Any work done in connection with this certificate prior to the expiration of all applicable appeal periods is done SOLELY at the risk of the Certificate holder.
10. **Errors:** Certificate holder is solely responsible for the accuracy of all information contained in the Certificate of Appropriateness form and in accompanying documentation. Any errors contained therein may invalidate the Certificate of Appropriateness and may result in issuance of a code violation citation and prosecution.
11. **Transfer of Ownership:** In the event of a transfer of ownership, partial or whole, of the subject premises, the transferee shall become Certificate holder and subject to compliance with the terms and conditions of this certificate.
12. **Violations/Penalties:** A violation of any of the conditions of this certificate or of any provision of the Pueblo Municipal Code may result in a penalty of up to three hundred dollars (\$300) per day.
13. **Incorporation and Reference of All Plans Presented to the Historic Preservation Commission:** This approval incorporates by reference all plans and drawings presented and all verbal representations by the applicant at Historic Preservation Commission meetings and hearings on the subject application to the extent that they are not in conflict with other stated conditions or regulations.

ATTACHMENTS:

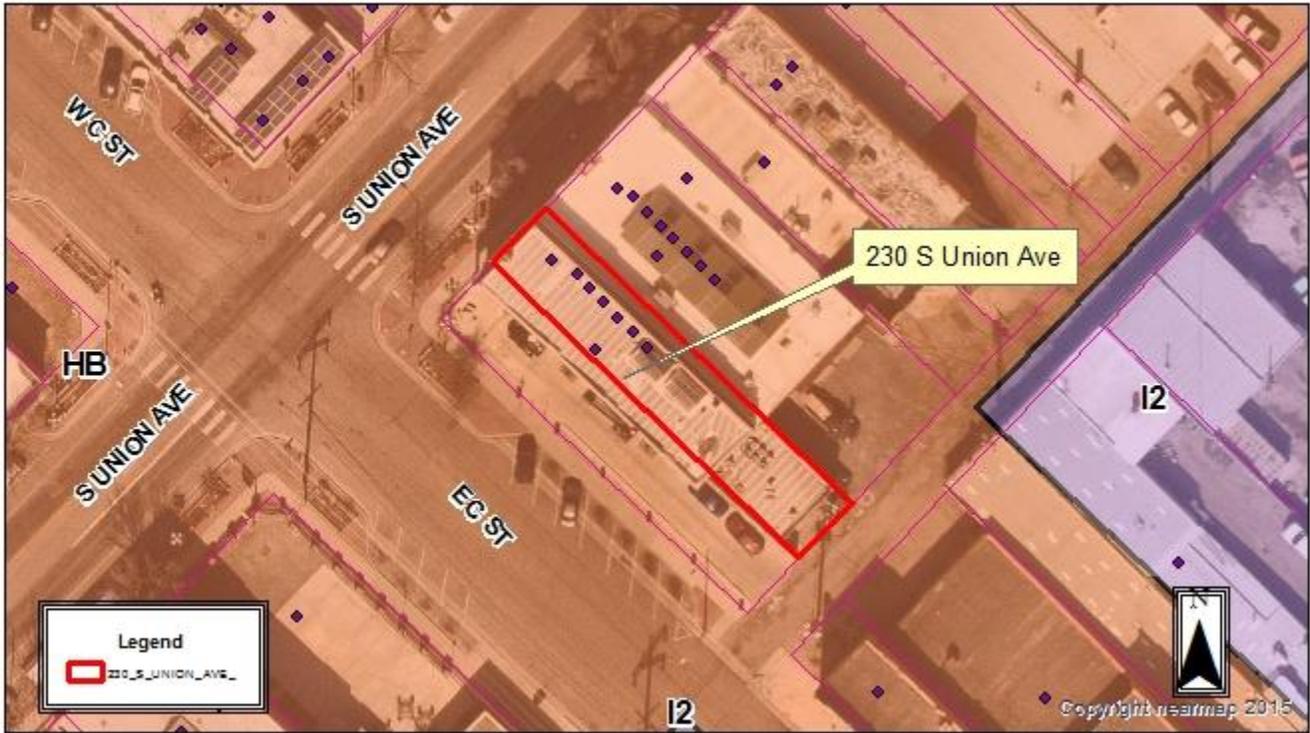
- A. Location Map
- B. Site Map
- C. Zoning Map
- D. Comprehensive Plan Map
- E. Site Photographs
- F. Application



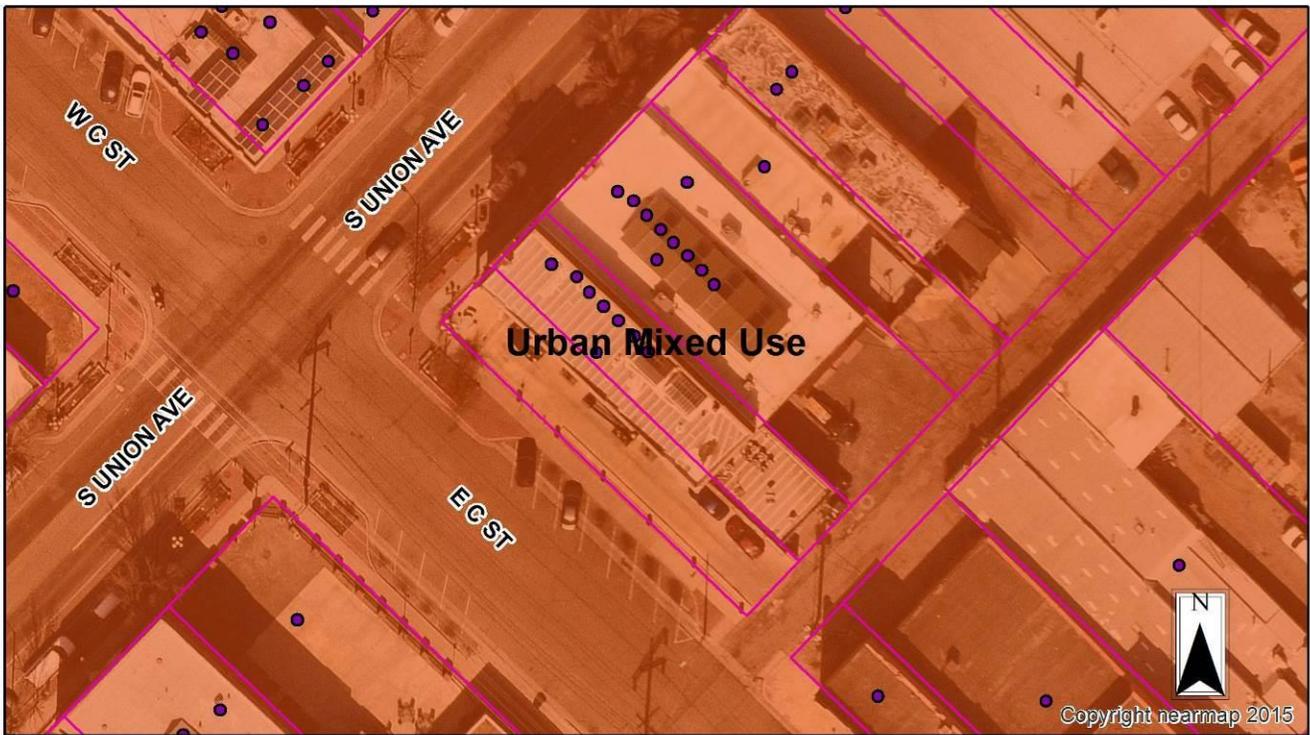
(A) LOCATION



(B) SITE MAP



(C) ZONING MAP

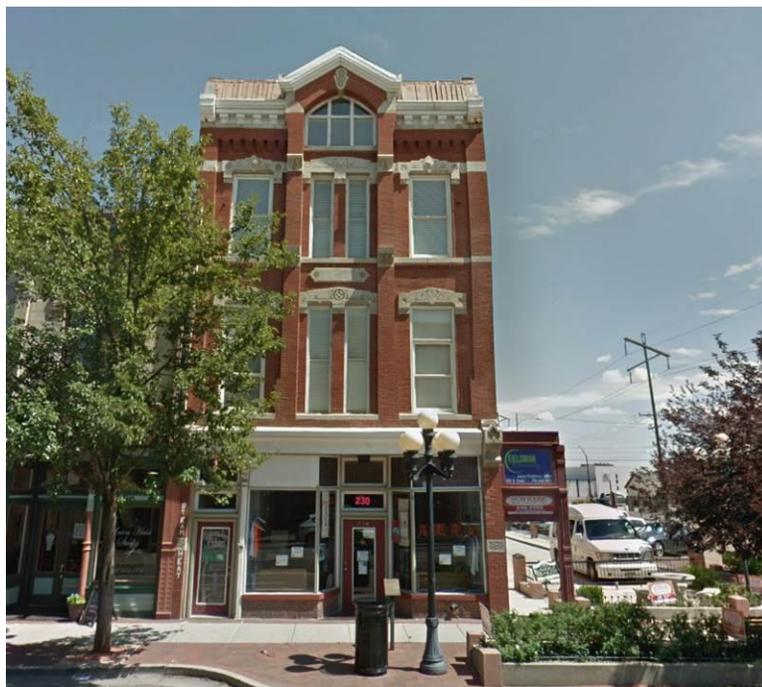


(D) COMPREHENSIVE PLAN MAP

(E) SITE PHOTOGRAPHS



UNION AVENUE, 3D VIEW



230 SOUTH UNION AVENUE



C STREET, EXISTING



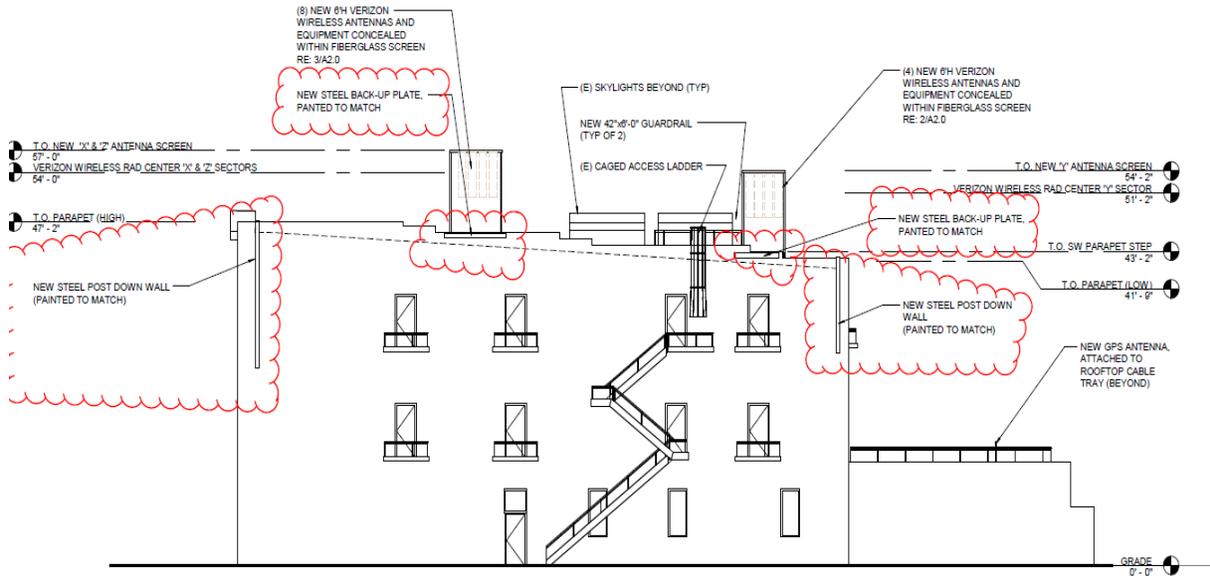
PROPOSED, REVISED



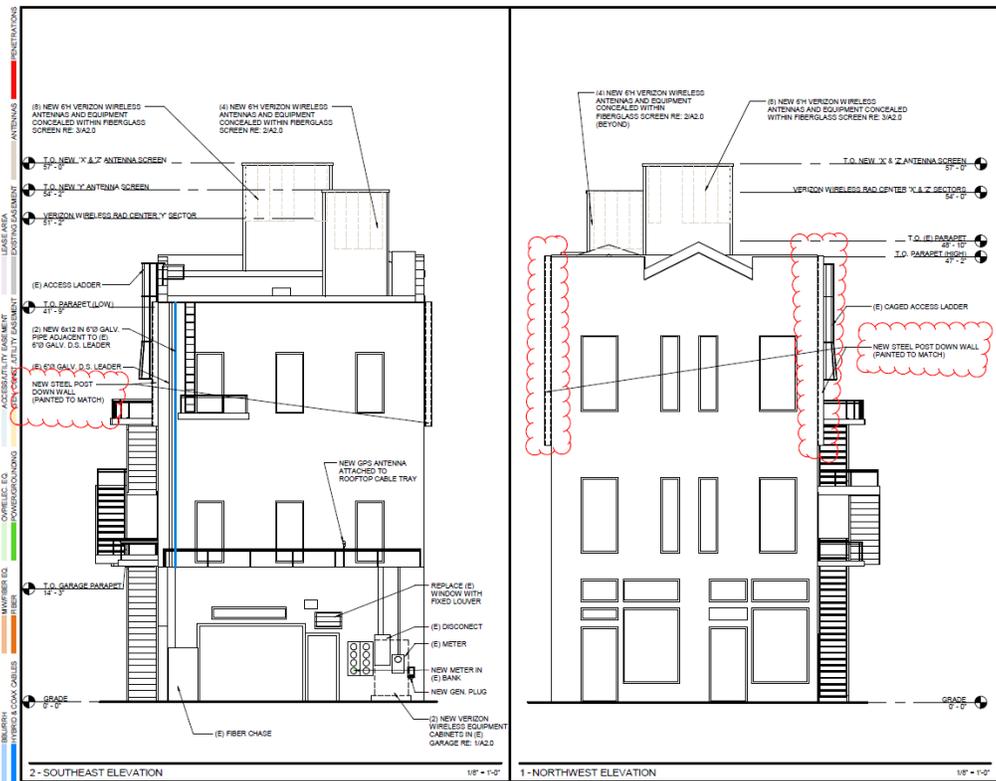
UNION AVENUE, EXISTING



PROPOSED, REVISED



REVISED PLANS





ROOF, EXISTING



HIGHEST DEPTH OF PARAPET (27")