

MEMORANDUM
March 6, 2019

TO: Landmarks Board

FROM: Jim Robertson, Comprehensive Planning Manager
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Holly Opansky, Landmarks Board Secretary

SUBJECT: Study Session to Review Draft Revisions to the Historic Preservation Plan

PURPOSE:

The [City of Boulder's Historic Preservation Plan](#) was accepted in 2013 and has guided the Historic Preservation program over the last five years by helping to establish priorities and informing the annual work plan.

The scope of the five-year update of the Historic Preservation Plan will include confirmation of the goals and objectives, documenting progress toward the goals in the first five years and updating the recommendations and associated timeline and roles. The five-year update will not revisit the current program description or assessment. It is anticipated that an in-depth update of the Historic Preservation Plan would be undertaken in 2023 as part of a 10-year update.

The purpose of this second Study Session is to review is to gather feedback on the Draft Revisions (Attachment A).

QUESTIONS

- I. Does the Landmarks Board have comments on the draft revisions?

COMMUNITY ENGAGEMENT/FEEDBACK TO DATE

To date, there have been two Community Working Group meetings, one Staff Working Group meeting, an Open House (Nov. 7) and three Landmarks Board discussions (Sept. 5, Nov. 7, Dec. 5). Remaining engagement opportunities include another Community Working Group meeting, Staff Working Group meeting and Open House before the revised Plan is reviewed by the Landmarks Board and City Council for adoption.

DRAFT REVISIONS

Key points from the Jan. 19, 2019 Working Group Meeting:

- Support for a proactive approach to preservation; establish a community-wide vision, identify significant buildings and sites
- Lack of support for establishing neighborhood liaisons; neighbors should be directed to staff for guidance and technical information.

- Caution around the proposed additions to recommendation (archaeology); should not become a burdensome layer for homeowners working on a project.
- Support for initiating new incentives, such as a grant program to help offset the cost to rehabilitate historic properties.
- Acknowledge modifications for historic buildings in recently adopted ADU regulation as a way to incentivize the preservation of small, historic buildings.

Summary of Revisions (Attachment B)

- Add “cultural” to references to historic, architectural and environmental significant resources (throughout document)
- Add language about Accessory Dwelling Units and subdivision of large lots (1.3)
- Add recommendation to establish a grant fund to purchase significant buildings threatened with demolition and expanding the permit fee waiver (1.6)
- Add language about leading by example with City-Owned buildings (1.7)
- Add detail to recommendation to establish an archaeology program (1.9)
- Add language about preservation of the work of Boulder’s Mid-Century Modern architects (1.11)
- Add a recommendation to recognize underrepresented community histories (1.12)
- Remove recommendation to establish neighborhood liaisons, add alternative ways to increase outreach (2.2)
- Widely distribute research compiled in memos; Remove recommendation to staff a booth at the Farmers’ Market; add recommendations to leverage social media to share stories of Boulder’s history (2.4)
- Add information on the website including examples of past projects and an online map that is easy to navigate (2.6)
- Increase board and staff training (3.1)
- Add specific issues identified to pursue collaborative approaches with other city operations (3.11)

SCHEDULE AND PROCESS

Staff proposes the following process and timeline for the update of the Historic Preservation Plan:

Phase I: Draft Assessment of 2013-2018 Progress Toward Goals; Confirm Goals and Objectives (September - December)

Confirm goals and objectives and gather feedback on the progress to date and proposed process.

- Landmarks Board Study Session (Sept. 5)
- City Council Information Packet Item (TBD)
- Working Group Meeting #1 (Oct. 19, 2018)

Phase II: Draft Revised Recommendations (January-March)

Review draft revisions to prioritization chart (recommendations, time frame and roles)

- Community Open House #1 (Nov. 7)
- Landmarks Board Meeting (Nov. 7, continued to Dec. 5)

- Working Group Meeting #2 (Jan. 17)
- Landmarks Board Meeting (March 6)

Phase III: Final Recommendations (March-April)

Finalize revisions to prioritization chart (recommendations, time frame and roles)

- Working Group Meeting #3 (TBD)
- Landmarks Board Meeting (TBD)

Phase IV: Adoption (May)

- Community Open House #2 (May 1)
- Landmarks Board Meeting (May 1)
- City Council Meeting (TBD)

ATTACHMENTS:

Attachment A: [Historic Preservation Plan](#) (link)

Attachment B: Draft Revisions to the Historic Preservation Plan Recommendations
Attachment C: Meeting Notes from the Jan. 17, 2019 Working Group Meeting

Attachment D: [Nov. 7, 2018 Landmarks Board Memo](#) (link)

Attachment B: Draft Revisions for the Landmarks Board Review March 7, 2019

Five-Year Update to the Historic Preservation Plan

Draft Revisions based on feedback from the Landmarks Board (Sept. 5, Nov. 7 and Dec. 5),
Coordination Team (Oct. 18) and Working Group Meetings (Oct. 19 and Jan. 17)

Last Updated March 1, 2019

GOALS AND OBJECTIVES (p29)

ENSURE THE PROTECTION OF BOULDER'S SIGNIFICANT CULTURAL, HISTORIC, ARCHITECTURAL, AND ENVIRONMENTAL RESOURCES

- Create a shared community vision for the identification, evaluation and protection of **culturally**, historically, architecturally, and/or environmentally significant resources by developing priorities **and proactive strategies** consistent with local, state and federal historic preservation practices;
- **Strengthen the recognition, understanding, and protection of places of significance to Boulder's indigenous people of the past and present.**
- Ensure the City of Boulder remains a leader in historic preservation through the careful stewardship of its own **cultural and** historic resources and encouragement of innovative and collaborative approaches to **historic** preservation;
- **Strengthen community understanding of the contribution of under-represented groups in Boulder's history.**
- Ensure consistency of historic preservation goals with other city plans, policies and priorities and enhance internal coordination;
- Improve and increase community understanding of the inherent connection between historic preservation and environmental sustainability;
- Establish a clear process for the protection and management of **cultural and** historic resources in the event of natural disaster;
- Explore innovative and alternative strategies to recognize and protect important resources from the recent past.

ACTIVELY ENGAGE THE COMMUNITY IN HISTORIC PRESERVATION EFFORTS

- Encourage collaboration and open dialogue among the community, Landmarks Board, other boards, City Council, city staff and historic preservation organizations to advance historic preservation goals and enhance community support;

- **Engage the community in creating and implementing a shared vision for the community’s cultural and historic resources;**
- Interpret Boulder’s **cultural**, historic, architectural and environmental resources for residents and visitors;
- Celebrate, promote, and raise awareness about historic preservation successes in Boulder;
- **Enhance** on-going outreach initiatives that engage the community and promote the benefits of historic preservation;
- Cultivate and maintain collaborative relationships with owners of properties that are individually landmarked and/or located within a historic district.

MAKE REVIEW PROCESSES CLEAR, PREDICTABLE, AND OBJECTIVE

- Provide **timely and accessible** customer service;
- **Make the demolition review process more predictable and proactive by identifying and setting priorities for which resources are most important to preserve, implementing the shared community vision plan for cultural and historic resources;**
- Provide training opportunities for board and staff to ensure objective and consistent decision-making;
- Provide clear, accurate and easily-accessible information to the public;
- Ensure regulations and design guidelines are current, relevant, and effective in balancing the protection of historic buildings with other community priorities and policies;
- Protect **cultural and historic** resources through effective, consistent and transparent review and enforcement policies and practices;
- Recognize and communicate that historic designation allows for change that is sensitive to the character of the building, landmark, or district.

CONTINUE LEADERSHIP IN HISTORIC PRESERVATION AND ENVIRONMENTAL SUSTAINABILITY

- **Continue to** integrate historic preservation and environmental sustainability policies, to **sustainably** maintain shared community resources for future generations;
- Recognize innovative scholarship and projects that successfully balance historic preservation and environmental sustainability;
- Continue to address common energy efficiency issues as technology evolves, to address window rehabilitation and replacement, solar panel installation, and the use of alternative materials.

ENCOURAGE PRESERVATION OF HISTORIC RESOURCES

- Better publicize and promote existing incentives, such as eligibility for tax credits, **accessory dwelling units**, and relief from building and zoning codes;
- Explore creative and innovative initiatives to encourage historic preservation, improve public perception and defray the cost of rehabilitation and restoration projects;
- Improve public perception of the Historic Preservation program through enhanced communication, meaningful collaboration, and involvement between the city and the community at large;
- Recognize and honor owners for exemplary stewardship of **historic properties**.

RECOMMENDATIONS (pg30-39)

1. HISTORIC RESOURCE PROTECTION

The purpose of the Boulder's Historic Preservation program is to identify, evaluate, and protect Boulder's significant **cultural and historic** resources. To this end, it is important for the city's Historic Preservation program to reflect the diversity and development patterns of the city and establish a shared community vision for resource protection. The identification of significant sites and encouragement of their protection would enable the program to further engage the community in historic preservation and balance proactive and reactive activities.

1.1 Develop a Plan to Identify and Prioritize Cultural Historic Resources and Implement Strategies for their Protection

A critical component of this plan is the development a long-term vision for future historic resource protection. The goal of this vision would make the city's historic preservation activities more proactive by focusing on implementing the vision, which would be achieved through community engagement and the development of strategies to protect significant buildings and areas. It would also help make the preservation program more predictable for applicants by clarifying which buildings, **sites** and areas are important to preserve.

This resource plan should include:

- An assessment of designated and potential cultural and historic resources in the community to identify which types of properties and areas are currently protected, and which are underrepresented;
- Development of an overall historic context for the city that describes the important eras, events, persons, architectural styles, etc. that are important to Boulder's history; to be used as a basis for prioritizing the resource types that are important to protect.
- **Development of a plan for the future of significant cultural and historic resources within the city. This should include analysis of what has been preserved to date and what aspects of the city's past these designated resources represent while identifying which resources are most important to preserve in the future to tell the more complete story of Boulder's history.**
- **A prioritized implementation plan identifying non-designated resources most worthy of protection with strategies to preserve them.**

As part of the implementation plan, identify strategies to continue to encourage the designation of significant resources and areas found eligible for listing. Key action steps include:

- Maintaining survey records to ensure information is current and accurate;
- Reassessment of the map of potential historic **districts that ties to the vision plan and recognizes newly agreed upon priorities for protection.**
- Developing strategies to provide financial and/or technical support and incentives for owners of historic properties (see Recommendations 1.5 and 1.6);
- Continuing to mail letters to owners of eligible properties encouraging designation;
- Hosting informational **sessions for property owners in potential historic districts and potentially affected properties as part of the vision planning process;** and
- Fostering a network of owners of landmark properties.

1.2 Develop Additional Historic Context Reports

The 14 existing documents, developed through the historic context project, should continue to be utilized and additional historic context reports should be developed and made available electronically. A broad historic context of the development of Boulder should be undertaken to help identify significant themes of the city's history. This broad context report should inform subsequent, thematic-based studies. Other possible topics for new historic contexts include **underrepresented or omitted community pre-histories and histories such as Boulder's indigenous heritage, Hispanic**

community (see 1.12), its agricultural past, the community's significant relationship with the University of Colorado, the city's vernacular buildings, and the architectural commissions of Charles Haertling. These may be developed through partnership with a graduate program or by hiring consultants. The documents may be utilized to assess the eligibility of thematic districts. All historic context reports should be easily accessible and posted on the Historic Preservation website.

1.3 Explore Ways to Preserve Smaller Buildings that are Eligible for Landmark Designation

Many of Boulder's working-, and middle-class houses and those associated with Boulder's early history are modest in both size and architectural detailing. Nationwide, the average square footage of single-family houses has grown in recent decades. The desire for larger houses makes smaller buildings vulnerable **to demolition or the construction of** additions that overwhelm the historic character of the building. To maintain the character of small, vernacular buildings in Boulder, the city should **continue to** explore strategies that preserve **smaller historically important houses, as occurred with modifications for historic buildings in the Accessory Dwelling Unit Ordinance in 2019.**

Possible action steps include forming a working group to focus on this issue, studying how other similar communities have dealt with threats to **historic**, smaller buildings and vernacular architecture, promoting specialized design solutions (such as excavation to add more square footage) to make small buildings more suitable for contemporary use, and establishing **incentives to preserve smaller buildings, which may include subdivision of large lots.**

1.4 Ensure Continued Integration of Local, State and Federal Policies

The Landmarks Board has adopted the Secretary of the Interior's Standards for the Treatment of Historic Properties as the basis for guidance in the review Landmark Alteration Certificate review and the National Register Criteria for the Evaluation of Historic Properties for determining eligibility of landmark designation. **The City of Boulder is a Certified Local Government, meaning it demonstrates consistency with national historic preservation practice.** Boulder's adopted design guidelines are consistent with these standards and evaluation for landmark designation is generally based upon the National Register's criteria. While developing a community vision has been identified as a critical component to ensure historic preservation remains relevant in Boulder, it is important that such a vision is consistent with national historic preservation standards, whether for historic designation, design review, demolition, or tax credit review. Likewise, the City of Boulder is committed to universal access to

people with disabilities and life safety consideration through the building code. To this end, the Historic Preservation program should continue to explore innovative ways to make sure that all designated historic properties meet the Americans with Disabilities Act and provide a high level of life safety without compromising important historic character defining features.

1.5 Publicize Existing Incentives

Public feedback indicates many owners of historic properties are not aware of the available historic preservation incentives for which they may be eligible. The city should publicize these existing incentives more broadly to increase usage and to benefit historic buildings. Suggested action steps include posting information prominently on the Historic Preservation website and developing and distributing a specialized brochure about existing incentives, **possibly through the design review process.**

1.6 Initiate New Incentives

Non-monetary incentives recognize building owners for their community contributions and reward stewardship. New honorary incentives might include recognizing responsible owners of historic buildings with City Council proclamations or providing owners with framed historic images of their property. Such items could be distributed at existing award ceremonies held during Historic Preservation Month in May, on the anniversary of designation, or at a special time of the year devoted to honoring **stewards** of landmarks or properties located within Boulder's historic districts.

Financial incentives assist property owners to make appropriate alterations or changes to their historic buildings. Possible options for new historic preservation incentives in Boulder include increases to existing fee waivers, **such as expanding the waiver to building permit fees**, or specialized funding for both maintaining small and accessory buildings and making historic properties more energy efficient. **The City of Boulder should also consider establishing a grant fund to purchase culturally or historically significant properties when they are threatened with demolition to provide time to find a buyer who is sympathetic to preservation of the building and/or funding to assist in the preservation of already designated resources.** Introducing new financial incentives will require a great deal of planning.

Key steps in that planning process should include discussing desirable funding options with owners of historic properties, exploring how other communities manage and finance historic preservation incentives (i.e., in Louisville, proceeds from a specialized tax may be used to restore or rehabilitate resources within the downtown historic district); securing both initial and long-range funding sources; launching a small pilot

incentive program; and adapting the pilot program (based upon results and public feedback) to assure it is both effective and self-supporting.

1.7 Designate Eligible City-Owned Buildings and Lead by Example

Boulder aspires to lead by example, modeling excellent stewardship for **all** city-owned historic buildings, **including those in parks and open space**. Additionally, city-owned buildings can be used to effectively illustrate successful integration of historic preservation and environmental sustainability. Many of the actions below aim to achieve goals included in the Boulder Valley Comprehensive Plan.

The city's willingness to actively participate in its own Historic Preservation program instills a sense of unity with owners of landmarked properties and buildings within historic districts. Key actions include continuing to maintain **and publicize** the Facilities Asset Management list of city-owned buildings 50 years or older, assuring the survey (or resurvey) of city-owned properties to determine eligibility for landmark designation, discussing the importance of **preservation and** designation at City Staff Working Group meetings, **coordinating efforts with Cultural Resource Managers in other departments**, and designating eligible buildings.

Model stewardship of city **properties demonstrates** how to successfully integrate historic preservation and environmental sustainability and **appropriate preservation** techniques for older buildings.

Key actions include continuing **work with city departments on historic resource planning and where appropriate** designate eligible buildings; choosing city-owned **historic** buildings for energy upgrades; documenting technologies and materials and comparing pre- and post-project energy efficiency; and hosting open houses, either actual or virtual, to share results.

1.8 Increase Coordination between the City and County Regarding Landmark Designation

The BVCP fosters collaboration on wide range of preservation issues not just in the city, but throughout Boulder County. Consistent with the BVCP, the city and county should coordinate to designate significant publicly-owned buildings outside of Boulder's municipal limits that reflect the region's significant history and architecture. For example, county-owned commissions attributed to prominent Boulder architect Charles Haertling should be designated. Key actions for achieving such coordinated designations might include developing a list of eligible county-owned resources, assuring the survey (or

resurvey) of such properties, and discussing the importance of designation at meetings of the existing Boulder County Heritage Roundtable.

1.9 Explore Establishment of an Archaeological Program

The BVCP recommends development of an archaeology program for the city. Historic Preservation staff and Landmarks Board should consult with local archaeologists/**cultural anthropologists and indigenous peoples** to determine how to **integrate existing state programs to better support an archeological initiative within the city's current preservation ordinance and program**. It seems most feasible to model a new archaeology program after provisions within the existing Historic Preservation ordinance, detailing procedures for identification, designation, **protection, data recover and excavation** of both prehistoric and historic archaeological resources and specifying how the Landmark Alteration Certificate process **might** apply to archaeological **sites and potential traditional cultural properties**. The composition of the Landmarks Board could also be changed to include a non-voting member with archaeological expertise. The second step should be to modify the ordinance as necessary and raise awareness of a new archaeology program.

- **Consult with local indigenous peoples and Indian Tribes that have cultural associations with the Boulder Valley to identify areas and issues of sensitivity and potential Traditional Cultural Properties.**
- **Advocate the Office of Archeology and Historic Preservation "Program for Avocational and Archeological Certification (PAAC) program to internal staff and external stakeholders, with a goal of broadening experience in this field by securing staff and members of the public with this certification.**
- **Establish relationships with the Colorado Archeological Society (CAP) and the Indian Peaks Chapter of the CAP to increase the network for shared information and education.**
- **Create an independently-guided volunteer group of community members interested in archeology, those with current PAAC or archeological certifications and members of the CAC or Indian Peaks chapter that can help guide staff and community members when questions related to procedures for identification designation and protection of our historical assets intertwine with archeological resources.**

- **Revised the Landmark Alteration Certificate application to include language that pertains to surface excavation and provide resources to guide owners on the process in the case where human remains or archeological artifacts are discovered during construction.**

1.10 Continue Dialogue About Postwar Architecture

Boulder, like many cities in the western United States, flourished in the postwar period. Organizations such as the National Center for Atmospheric Research, Ball Aerospace and the National Institute of Standards and Technology attracted thousands of people to Boulder, greatly impacting the built environment. Given the importance of this period's history and the high proportion of extant buildings constructed after 1945, addressing postwar resources is crucial if Boulder's Historic Preservation program is to reflect the community's overall development patterns.

Public feedback revealed a generally low-level of awareness of postwar resources. Yet, in many communities, a growing number of artists, empty nesters, and first-time homebuyers have found houses from this era affordable and adaptable. Actions for increased knowledge about postwar housing in Boulder include showcasing articles from national publications; preparing stories about Boulder's postwar development, houses, and current neighborhoods for editors of local and national media; and working with neighborhood associations to host tours of "recent past" properties; **and working with property owners to create a non-contiguous historic district of buildings designed by Boulder's Mid-Century Modern architects or those associated with Boulder's scientific history.**

1.11 Explore Creation of Conservation Districts

Given the sheer size of postwar neighborhoods and the city's recent efforts to promote smaller, more manageably sized historic districts, investigating the use of conservation areas to protect the scale, house size, and setback within postwar neighborhoods may be appropriate. Such efforts should be coordinated with the development of other community goals, such as walkable neighborhoods.

Action steps include studying how other communities have integrated conservation areas into existing historic preservation programs, developing a working group to discuss the desirability and implications of conservation areas, revising the ordinance to include suitable language for conservation area designation, and working with neighbors to designate eligible postwar neighborhoods or subdivisions as conservation

areas. Pattern books, such as those developed in Arvada, may be an appropriate tool to illustrate design solutions that adapt common housing types to meet contemporary desires while maintaining a cohesive neighborhood scale.

1.12 Recognize Underrepresented Community Histories

Almost all of Boulder's 1,400 designated landmarks are properties associated with figures of European descent. Boulder's history also includes people and groups that have been excluded from the narrative., The Historic Preservation program will aspire to more fully recognize communities that have traditionally been underrepresented in Boulder. Initiatives in developing historic contexts, designating landmarks/districts and exploring other ways to acknowledge and celebrate underrepresented histories and cultures will be undertaken.

Action steps include assessing currently designated landmarks and historic districts to better understand which aspects of Boulder's history are represented. National initiatives, such as the National Park Service's Underrepresented Communities grant program, which seeks to increase the number of listings associated with communities that are underrepresented on the National Register of Historic Places, may be used as guidance. Staff and the Landmarks Board should identify scholars and leaders from underrepresented communities to lead in developing scholarship and identifying potential sites, exploring traditional and alternative types of recognition. Lectures and films that focus on underrepresented groups and sites may be used to raise awareness of Boulder's history.

2. COMMUNITY ENGAGEMENT AND COLLABORATION

The plan suggests responsibility for actions to a wide variety of individuals and groups. Participation in the action steps provides an opportunity to continue the discussions among the community, Landmarks Board, City staff, and historic preservation organizations initiated as part of the public input process for the Historic Preservation Plan.

2.1 Strengthen Partnerships with Historic Preservation Organizations

The partnership between the city and Historic Boulder, Inc. has been beneficial in raising awareness of historic preservation, fostering community engagement, and designating significant resources. Key action steps include the nonprofit continuing to

initiate and facilitate designations, coordinating with Historic Preservation staff and the Landmarks Board to identify significant resources and develop educational offerings, and advocating for historic preservation. In addition, the Landmarks Board and Historic Boulder Board should consider holding

regular joint retreats to discuss other ways to offer mutual support for historic preservation initiatives in Boulder.

2.2 Collaborate with Owners of Existing Landmarks and Properties in Designated Historic Districts; ~~Establish Neighborhood Liaisons~~

Historic property ownership involves both benefits and responsibilities. This situation is not unique to Boulder, with historic buildings everywhere offering the opportunity for individuals to possess a tangible link to history but also requiring higher levels of investment for compatible materials and specialized trades people or design professionals. Given this situation, it is important both to support owners of historic buildings and provide incentives to offset the higher costs associated with alterations and maintenance.

Owners of existing landmark properties and buildings within Boulder's historic districts are important preservation partners, and support of these individuals is critical. Fostering an open dialogue about the benefits and responsibilities of landmark designation, collaborating on streamlining the design review process, **including transition to electronic and over-the-counter reviews for some case types**, and implementing improvements to the program to promote collaboration would be most useful. **Conducting an annual survey of owners and applicants would provide feedback** on the design review process and would aid in ongoing program improvements. Events such as window rehabilitation workshops would provide hands-on opportunities for property owners to learn from professional trades people how to best maintain and repair historic windows. This initiative may be a strong candidate for grant funding.

2.3 Foster Greater Understanding of Historic Preservation

Public feedback indicates some individuals have developed ideas about how the Historic Preservation staff and Landmarks Board operate based upon second-hand accounts rather than personal experience. These anecdotes can negatively impact the program's reputation and efforts to distribute accurate information and foster a collaborative relationship among the Landmarks Board, staff and residents should be undertaken.

Action steps include **fostering open and accessible communication between community members and historic preservation staff. Staff should provide clear and accurate information on the website with examples of past projects and be available to meet with** residents to engage in an open dialogue about common issues and concerns within historic districts. **Additional engagement efforts could be tailored to reach new residents of Boulder, renters, students to increase understanding of local history and the purpose and intent of the historic preservation program among these groups.**

2.4 Share Stories of Boulder’s Historic Places

Historic preservation, at its most engaging, is about stories. These accounts help identify the past and value of the city’s history. Key recommendations for sharing the stories of Boulder’s historic places include erecting more interpretive signage throughout the city, presenting “then and now” slideshows, encouraging local media to focus on the stories of Boulder’s historic sites, developing mobile apps (like Denver Story Trek) which provide access to personal recollections and allow for the collections of new site-specific memories, and utilizing more oral history accounts in nominations for landmark and historic district designation. **The research compiled for demolition and landmark designation memorandums should be condensed and shared on the website and in the Planning Newsletter to raise interest in historic preservation.** Current and future historic context reports should be used as a basis for this information.

The city should **launch historic preservation outreach initiatives in the community**, potentially at historic sites and in historic neighborhoods throughout city. Steps may include sponsoring “open house” events with neighborhood associations within historic districts, offering how-to workshops for increasing energy efficiency in historic properties, creating brochures that illustrate examples of alterations adhering to design guidelines. **Leveraging social media through interactive StoryMaps** and hosting tours highlighting projects that made effective use of historic preservation incentives are other possible ideas. Planning for **such events will need to** consider logistics, funding, volunteer recruitment, promotion, curriculum, potential instructors, effectiveness assessment **and will have an impact the board and staff time.**

2.5 Revitalize the Structure of Merit Program

The Structure of Merit program is an effective way to promote historic preservation, increase the inventory of recognized buildings that can be highlighted in the local media, and expand public outreach and education efforts. Key actions in revitalizing this

program include **soliciting nominations each year**, developing promotional materials to increase public awareness of its existence, compiling an updated list of eligible buildings and sites for listing, refining the process for selection, and launching a publicity campaign to increase awareness about the **cultural**, historic, architectural and **environmental** significance of both existing and new listings. The Landmarks Board should consider creating a Structure of Merit subcommittee to oversee the reinitiated program.

2.6 Improve the City’s Historic Preservation Website

Clear, accurate, and easily-accessible information is crucial for the public to participate more fully in the city’s Historic Preservation program.

The existing Historic Preservation program website is adequate, but should be improved in terms of content, format, and ease of navigation. The review processes should be clearly outlined to reduce confusion. Design guidelines for each of the historic districts should be prominently featured and easily accessible, **with a slideshow of projects will to illustrate how the guidelines have been implemented. The online map should be updated to include individual landmarks and Structures of Merit.**

Possible additions to the website include: an annual “State of Historic Preservation” report, citing relevant statistics, highlighting program successes, and soliciting public input on future initiatives; links to useful information available from preservation partners (National Park Service, National Alliance of Preservation Commissions, Historic Boulder, Inc. and others); and details about existing historic preservation incentives, including eligibility and requirements. The website should also include a single link offering access to all relevant sustainability and historic preservation information available online and a section devoted to tracking progress on this plan. Finally, the website should be used as a tool to engage the community and provide information on currently designated resources for community members and visitors alike. Materials focused toward kids and teens would help encourage families to tour designated historic districts and learn about Boulder’s history through the built environment. Key actions include adding new content and establishing a schedule for assessment and routine updates.

2.7 Distribute Historic District Design Guidelines

Public feedback indicated a need for greater publicity regarding the existence and importance of the city’s historic district design guidelines, particularly to realtors and potential homebuyers. Key actions for distributing the design guidelines include updating and maintaining links of district-specific design guidelines on the city’s website, developing and maintaining a list of individuals (architects, contractors, realtors, owners

of landmarked properties and buildings in historic districts) who should be familiar with them, emailing links to the guidelines, and informing these same individuals when the guidelines are revised or changed.

2.8 Publicize Current Scholarship

Historic buildings are inherently “green” through the retention of existing materials, which additionally enhances the community’s sense of place and represents responsible stewardship for increasingly finite resources. It is important to Boulder’s cultural and environmental legacy to preserve historic resources.

There are many misconceptions regarding historic window rehabilitation vs. window replacement and energy efficiency. The City of Boulder’s Historic Preservation and Environmental Sustainability Integration Project (2006) and the Center for Resource Conservation’s Effects of Energy Efficiency Treatments on Historic Windows (2011), both accessible through the city’s historic preservation website, offer scientific evidence about which window treatments are most effective, a major issue for owners of historic properties. These studies should be more widely publicized, and similar studies to evaluate metal casement window treatments should be undertaken. The city should also pursue opportunities to conduct similar studies regarding the use of solar power, wind power, other energy efficiency advances, and new materials in historic buildings. Key actions include posting the windows study and providing links to other research projects on the Historic Preservation website, delivering educational sessions based upon the window study results, and applying for grants to complete additional studies.

2.9 Recognize Projects that Successfully Integrate Historic Preservation and Sustainability

Honoring projects that combine historic preservation and environmental sustainability is a way to bring greater exposure to such efforts and offer examples for other property owners to emulate. Key actions include **showcasing examples of successful projects by creating** a new award (possibly given as part of the Historic Preservation Month ceremony) to recognize property owners, architects, contractors, and other professionals involved with a successful project; developing a specialized plaque initiative to mark building projects that have balanced historic preservation and energy efficiency; and creating a mobile application to highlight these same projects.

2.10 Engage the Community in Historic Preservation Activities

Boulder’s Historic Preservation program has enjoyed many successes over the course of its history. It is crucial that the program celebrate, promote, and raise awareness about historic preservation successes in Boulder.

An informed public is more likely to engage in the Historic Preservation program. Key action steps for providing more information about historic preservation in Boulder include making an annual presentation to City Council highlighting preservation activities and successes, improving the Historic Preservation website, holding more community events and educational sessions, and providing stories about historic preservation to the local media.

2.11 Honor Property Owners for Careful Stewardship of Historic Properties

The owners of landmark properties and buildings within historic districts have the honor and responsibility of safeguarding historic structures. It is crucial to recognize the important role these owners play for historic preservation in the city by honoring them for exemplary stewardship of historic buildings. Key actions include recognizing successfully completed projects, perhaps with a ribbon cutting, yard sign, congratulatory letter, **or slideshow on the historic preservation webpage.**

3. PROGRAM OPERATION IMPROVEMENTS

Historic Preservation staff and the Landmarks Board strive to make objective and consistent decisions regarding designation, design review, and demolition permits. Specialized training and continuing education can enhance skill levels and offer increased knowledge about the range of techniques currently employed in the historic preservation field.

3.1 Enhance Training Opportunities for Staff and the Landmarks Board

Training for Landmarks Board members is important to ensure continuity, consistency, and capacity. New board members need a detailed orientation and all members require ongoing opportunities that provide core knowledge, institutional background, and practical skills regarding operations and relevant historic preservation issues. Historic Preservation staff training should also emphasize time management, stress reduction, networking, and problem solving. **Training should also be offered to staff in other city departments to increase cross-departmental coordination and understanding of policies.** Key action steps include improving current in-house training **and initiating new cross-departmental training**, encouraging Board members and staff to take advantage of available CLG-sponsored workshops, and seeking appropriate training based upon staff and Board assessment of needs and competence.

3.2 Analyze Existing Historic District Design Guidelines

Design guidelines offer advice on how to allow changes to historic properties and areas while still protecting sense of place. The Landmarks Board needs current and relevant guidelines to provide effective protection of Boulder's landmarks and historic districts.

Guidelines must be complete, current and clear to facilitate consistent design review decisions. Public feedback also indicated a need for more examples of how design guidelines should be implemented and increasing the understanding of the relationship between Boulder's guidelines and the Secretary of Interior's Standards, which provide a philosophic framework for all the city's guidelines. Key actions include instituting a schedule for review and revision of existing documents, maintaining a list of new topics to be addressed during scheduled updates, creating a standard template to make content and format of guidelines consistent, crafting a handbook with case studies illustrating the appropriate application of frequently-referenced design guideline provisions to assist both the Landmarks Board and property owners, and promoting the Secretary's Standards.

3.3 Develop Design Guidelines for New Historic Districts in Collaboration with Property Owners

Design guidelines for new historic districts should continue to be developed collaboratively, with participation from both Historic Preservation staff and district residents. Key actions include identifying the character-defining features of the historic district and the appropriate design approaches for retaining them, recruiting members for the design guideline committee, preparing guidelines, and offering opportunities for community input.

3.4 Establish Follow-Up Processes for Landmark Alteration Certificates

Review of Landmark Alteration Certificates (LAC) represents a large portion of the Historic Preservation staff and Landmarks Board workload. To ensure compliance, the city should follow-up with property owners to assure projects are completed in accordance with LAC approval. Other communities require certified contractors to work on historic properties and levy fines for non-compliance on property owners and design professionals. Public input indicated some support for similar enforcement in Boulder.

Key actions for improving overall compliance include providing additional enforcement training to city inspectors (focusing on appropriate preservation treatments, applicable design guidelines, and issues associated with the design review process in Boulder) and coordinating with contractors and building professionals to discuss ways to increase

understanding of the responsibilities of working on landmark properties or buildings within historic districts.

3.5 Explore Ways to Make Design Review More Consistent and Predictable

Effective, consistent, and transparent design review processes, enforcement policies, and historic preservation practices are necessary to make the city's program predictable and user friendly. Issues of consistency occasionally arise due to the rotating nature of the Landmarks Design Review Committee and the unique conditions of each site.

Design review is one of the most important and time-consuming duties for the Historic Preservation staff and Landmarks Board. An efficient design review process is necessary to allow the program to engage in more outreach activities. The staff and board should **explore the possibility of** increasing the administrative (staff) review of minor alterations to lessen time spent on less significant projects. To ensure consistency throughout a project's review, staff should continue the practice of taking detailed notes at each meeting as a record for subsequent meetings. LDRC members should ensure that their decisions are based upon adopted design guidelines and established national historic preservation practices. Since historic properties are nearly always unique, decisions may differ from project to project. However, staff and board members should be aware of past rulings to ensure that ongoing decisions are made with as much relevant information as possible. For instance, a study undertaken of approved fences in the Mapleton Hill Historic District has been very useful in making decisions. Such a study showing appropriate and inappropriate additions to historic buildings and examples of new construction in historic districts would assist the public, staff, and the Landmarks Board in the future.

3.6 Analyze Effectiveness of the Existing Demolition Ordinance

Since 1994, the demolition ordinance has resulted in the preservation of historic resources in Boulder. **It is also one of the most misunderstood and controversial aspects of the city's historic preservation program.** There is an opportunity to analyze the overall effectiveness of this provision and consider further efforts to better protect eligible buildings 50 years or older.

Key action steps include continuing to gather statistics on demolition reviews (i.e., numbers of applications, approvals, and locations) to better understand overall development patterns; analyzing past difficult demolition reviews and developing options to address key issues; clarifying the demolition process for Boulder residents to increase understanding that it applies to all non-designated buildings 50 years or older; developing a framework for demolition review decision-making based upon identification

of significant and threatened resource types; and considering revisions to the ordinance language to define demolition in a way which allows the Landmarks Board more flexibility in demolition reviews. The proactive identification of significant **cultural and historic resources (1.1)** through **implementation of the shared vision plan should be used as the basis for** making the demolition review process more consistent and predictable.

3.7 Revise Applications and Forms

Recent public input indicated that many individuals and members of the Landmarks Board believe existing historic preservation applications should be simplified to reduce confusion. Key actions for streamlining forms include simplifying formats, clarifying directions, and making greater use of checklists and flowcharts to enhance understanding of review processes.

3.8 Develop a Disaster Response Plan for the Historic Preservation Program

The City of Boulder is at high risk for both wildfire and flash floods. For that reason, it is crucial to consider how best to deal with historic resources in the wake of these or other types of natural and human-made disasters.

The city should have a disaster plan specifically for **cultural and historic resources**. The plan should include pre-disaster mitigation steps, identify post-disaster mitigation efforts, such as accurate survey forms and feature a process for recruiting historic preservation professionals from outside the city who can assist in the post-disaster period, appropriate collaboration procedures with other city departments, and the possibility of fast-tracking design review. Referring to existing disaster plans for similar communities or municipalities also facing the threat of fires and floods is recommended. Key action steps include writing a grant application to cover the cost associated with development of a disaster plan for Boulder's **cultural and historic resources**.

3.9 Coordinate Existing Environmental Sustainability and Historic Preservation Programs

The inherent alignment between historic preservation and environmental sustainability should be better expressed in the city's policies and practices between historic preservation and environmental sustainability.

Various city departments, local boards, and other groups are actively shaping policies that integrate historic preservation and environmental sustainability. The **City of Boulder's Climate Commitment** and energy codes represent areas of greatest overlap. Key action steps to ensure integration between the city's **Climate**

Commitment and historic preservation goals include promoting the reuse of historic buildings city-wide, reviewing the **city's climate** programs and energy codes to ensure adequate recognition of the impact of retaining an existing building, discussing increased integration of future policies at city working group meetings, and publishing and distributing scholarship on the topics from beyond Boulder.

3.10 Continue to Address Energy Efficiency Concerns as Technology Evolves

Key actions include continuing to encourage window rehabilitation to benefit historic character and conserve scarce natural resources, utilizing lessons learned from demonstration projects at city-owned historic buildings and other projects citywide, investigating new technologies and posting findings of such studies to the Historic Preservation website.

3.11 Pursue Collaborative Approaches to Integrate Historic Preservation with Other City Operations

Lack of consistency among city policies is particularly frustrating to applicants and can be counterproductive to historic preservation. Enhanced internal coordination is crucial for making historic preservation practices user friendly. **Identified issues include historic accessory buildings encroaching in the right-of-way or that don't meet current setbacks, fire suppression in wildfire zones, and floodplain regulations as they related to historic properties.**

Internal coordination should continue with discussions focusing on how best to integrate city policies related to historic preservation and environmental sustainability, universal accessibility, and building code regulations. Key action steps include scheduling regular meetings to improve communication and brainstorm methods for enhancing internal coordination to benefit historic preservation goals and objectives and developing a series of checklists of historic preservation-related policies and goals for other city departments to consult when considering any policy or ordinance revisions.

Attachment C: Meeting Notes from the Jan. 17, 2019 Working Group Meeting

HISTORIC PRESERVATION PLAN UPDATE

Working Group Meeting #2

January 17, 2018 from 2:30 to 4 p.m.

Brenton Building, 1136 Alpine Ave.

- Introduction
 - Marcy begins meeting at 2:32 pm
 - Purpose of meeting:
 - Review and discuss feedback
 - Provide revisions
 - Recap of Internal Coordination team:
 - Recap of 1st working group meeting
 - Recap of feedback to date
 - Katherine – shift some of LB work to City staff
 - Kristen – Clarification of archaeology program needed, proactive approach
 - Larry – Regarding the 50 year mark for demolitions, alternative way of review for staff to expedite process
 - Kristen – proactive program, identifying areas that we should watch in 5-10 years
- 1.6 Initiate New Incentives (pg. 5)
 - Louisville sales tax for Historic Preservation
- 1.9 Archaeological Program
 - Spoken about in intro
 - Bob – tie in the CU archaeology/anthropology program
- 2.4 Share Stories of Boulder’s Historic Places
 - Sharing building history from memo’s; expanding social media outlet; Story Maps
- 3.1 Enhance Training Opportunities for Staff and the Landmarks Board
- 2.2 Collaborate with Owners of Existing Landmarks and Properties in Designated Historic Districts; Establish Neighborhood Liaisons
 - Katherine – clearer guidelines for property owners for CLG related grants
 - Carol T. – Looking at outlets like Next Door
 - Kristen L – Difficulty in appointing a volunteer neighborhood liaison for a complex topic, suggests a City Staff person who is the point of contact between residents and the City
 - Jim – Trial run for neighborhood liaison; Different approach for each historic neighborhood
- 1.3 Explore Ways to Preserve Smaller Buildings that are Eligible for Landmark Designation
 - Kristen – proactive approach; ADU’s
- 1.12 Recognize Underrepresented Community Histories

- Using the National Register model as a way of looking at the story of Boulder's past underrepresented communities
 - Carol T – change wording to also reflect omitted histories; modernizing the language to be more politically correct
- 2.3 Foster greater understanding of Historic Preservation
 - Kristen – Make the incentives/benefits known for home owners/buyers
- 3.5 Explore Ways to Make Design Review More Consistent and Predictable
 - Kristen – Same people every week doing Ldrc, at least for the same projects, ensures that opinions are consistent
- Meeting adjourned at 4:10pm