

**CITY PLANNING COMMISSION AGENDA**  
**October 17, 2019**

**STAFF: DANIEL SEXTON**

**FILE NO:**  
**CPC MP 92-227-A1MJ17 - LEGISLATIVE**

**PROJECT:            ADOPTION OF HISTORICCOS AS THE CITY OF COLORADO SPRINGS  
                          HISTORIC PRESERVATION PLAN**

**APPLICANT:        CITY OF COLORADO SPRINGS**

**PROJECT SUMMARY:**

If adopted by City Council, HistoricCOS will replace the current City of Colorado Springs Historic Preservation Plan, which has been in place since 1993. This plan, HistoricCOS, was created through a two-year iterative planning process that sought active participation from the community. The Plan is organized around traditional topical headings found in most preservation plans. HistoricCOS takes preservation planning a step further by creating a community-based and action-oriented plan that also examines historic preservation at all levels of government to better educate and inform our community on the importance of historic preservation and cultural heritage, and its usefulness as a neighborhood planning tool. The Plan also documents known historic resources, establishes guidance for the preservation of historic resources citywide, prioritizes the pursuit of preservation projects, and aids in the future development of effective regulatory processes and procedures. The Plan's Action Matrix sets forth a path that looks to leverage ongoing economic and community development efforts to actively protect and utilize irreplaceable historic and cultural resources. As set forth in PlanCOS, HistoricCOS builds upon the guidance surrounding neighborhoods in a way that the community should be proud of its past and be ready to share its heritage story.

A copy of the entire plan with its maps and appendices can be found on the City's website, currently at: <https://coloradosprings.gov/historiccoss>

A copy of the recommended Action Matrix for HistoricCOS, possibly the most critical element of the plan, can be found under **FIGURE 1**.

**BACKGROUND:**

1. Site Address: The City Historic Preservation Plan applies to the entire area within the city limits of Colorado Springs.
2. Existing Zoning/Land Use: N/A
3. Surrounding Zoning/Land Use: N/A
4. PlanCOS Vision: According to PlanCOS, the acceptance and incorporation of historic and cultural resources is a central part of the ongoing economic and community development strategy of the City. HistoricCOS will enhance and guide preservation efforts in the City for years to come.
5. Annexation: N/A
6. Master Plan/Designated Master Plan Land Use: N/A
7. Subdivision: N/A
8. Zoning Enforcement Action: N/A

9. Physical Characteristics: N/A

**STAKEHOLDER PROCESS AND INVOLVEMENT:**

The two-year planning process for HistoricCOS consisted of an inclusive, multi-faceted and innovative community engagement effort.

Steering Committee Recommendation:

This draft of HistoricCOS has been endorsed for the formal adoption process by the Preservation Steering Committee on August 13, 2019. The current plan has taken into account all comments provided to date by participating members in support of this Plan.

Stakeholder Process and Public Engagement:

As discussed in detail within the body of the Plan, HistoricCOS included robust stakeholder involvement. This consisted of dozens of meetings with organizations and stakeholder groups from around the City at various instances throughout the Plan's preparation. One online survey was conducted, which secured over 700 responses, to frame the public interest and support for historic preservation and cultural heritage. There were also two Open House events held, one on February 2, 2018 and another on August 27, 2019, where approximately 100 residents participated. All public events were publicized through various community organizations and stakeholders, on the City's social media feeds, and through press releases.

**ANALYSIS:**

1. Context for HistoricCOS:

In 1988, City Council adopted the first Historic Preservation Ordinance for the City (Ordinance 88-228), which established the City's Historic Preservation Board and parameters for the regulation of land use development activities that affected certain historic resources. This Ordinance has since been amended to clarify and refine the regulatory process, as it relates to certain historic resources, and the City's historic preservation program. On January 12, 1993, City Council adopted the current City of Colorado Springs Historic Preservation Plan (herein referred to as the "1993 Plan"). The 1993 Plan has functioned as an instrumental long-range planning document that has guided historic preservation activities, both publically and privately, throughout the City for the past 26 years. The following are select examples of activities undertaken as a result of the 1993 Plan:

- The City obtained it's Certified Local Government status in 1994
- The Downtown Intensive Survey and Inventory reports were update between 2002-2004
- Countless public and private historic sites were listed on the state and national registers of historic places

As local priorities shifted over the years, the City's focus on historic preservation waned. This raised concerns from History Colorado, the state agency overseeing Colorado's Certified Local Government (CLG) program, and called into question the City's CLG status. City Planning staff, with the support of the City's Historic Preservation Board, worked to address History Colorado's concerns by conducting an internal evaluation of the 1993 Plan to determine whether the provided guidance and policies were relevant knowing the current direct of change occurring in the City. The determination of this evaluation deemed that the 1993 Plan was out of date and irrelevant for providing project or policy guidance.

In the fall of 2016, City Planning staff wrote three successful grant applications, which were through the National Trust for Historic Preservation, Colorado's State Historic Preservation Office (SHPO) Certified Local Government program, and History Colorado State Historical (SHF) Fund. In terms of these funding applications, the City's competitiveness for the CLG and SHF grant programs was increased by the City's CLG certification and lessened the local financial burden for the project. After assembling the funding package for the project, Stan Clauson Associates was procured as the lead project consultant firm to undertake a rewrite of the City's Historic Preservation Plan.

HistoricCOS is proposed to replace the current 1993 Plan as the new Historic Preservation Plan for the City. Since the Plan's preparation was approached as a rewrite of the current 1993 Plan, this Plan is

organized around traditional topical headings found in most preservation plans. HistoricCOS does, however, take preservation planning a step further by creating a community-based and action-oriented plan that also examined historic preservation at all levels of government to better educate and inform our community on the importance of historic preservation and cultural heritage. More importantly, this Plan builds upon the guidance provided in PlanCOS, in that future undertakings are encouraged to occur at the neighborhood level and affirms that the City is more than a collection of roads and buildings, it's a "palate of place" where the stories of those who came before can be understood and appreciated.

HistoricCOS is organized around the following six sections, which represent the major chapters of the Plan:

- Section 1- Executive Summary: Vision and Process (Chapter 1)
- Section 2 - Program Values and Policies (Chapter 2)
- Section 3 - Action Item Matrix: Activity and Timeframe (Chapter 3)
- Section 4 - Colorado Springs Historic Context (Chapter 4)
- Section 5 - A History of Historic Preservation (Chapter 5)
- Section 6 - Colorado Springs Historic Preservation Initiatives of the Years (Chapter 6)

With each chapter of the Plan, the context for the vision statement for this Plan is provided. The vision for HistoricCOS states:

***"Colorado Springs will be a community knowledgeable about preserving its unique history and cultural heritage. We will be a community proud of its past and ready to share its heritage story with residents and visitors. We will actively protect and utilize our irreplaceable historic and cultural resources as part of our ongoing economic and community development strategy."***

From this vision, it is illustrated how the future of the City of Colorado Springs is connected to the natural resources, built environment, systems and human relationships we depend on and appreciate. This envisioned future supports a balanced and wise stewardship of the City that generations to come will embrace and respect. As a community, this Plan will help guide our decisions wisely as we navigate change.

## 2. Process for Creating HistoricCOS:

HistoricCOS has been prepared and endorsed under the direction and oversight of a Preservation Steering Committee, an Administration-selected group comprised of a broad spectrum of community leaders, stakeholders, and residents. The Preservation Steering Committee embodies the community's common understanding that historic preservation is not an activity that locks down growth and forward progress. On the contrary, the Preservation Steering Committee members envision historic preservation and cultural heritage as a catalyst of growth, especially infill, and an important feature of the City's identity. The Preservation Steering Committee consisted of 17-members (**FIGURE 2**), which met four times over the course of the project

In addition to this oversight group, HistoricCOS was undertaken with a public process that strived to engage all segments of the community. To do this, the project consultants and City staff initiated an inclusive, multi-faceted and innovative community engagement effort consisting of a formal survey, public and stakeholder meetings, social media posts, and informal and formal presentations to various decision-making bodies of the City (i.e. Historic Preservation Board, Planning Commission and City Council). Consequently, HistoricCOS has reached thousands of community members both within and outside of the City of Colorado Springs. The Plan was also provided to external and internal agencies and organizations for technical reviews and comment, including History Colorado, members of the Southern Ute and Ute Mountain tribes, Downtown Partnership, the Colorado Springs Home Builders Association, Colorado College, and others.

## 3. Conformance with PlanCOS:

HistoricCOS carries forward many of the values from the 1993 Plan while embracing the direction and guidance of City's new comprehensive plan, PlanCOS. Particularly, HistoricCOS builds upon PlanCOS's theme "*Renowned Cultural*" and its Big Idea entitled "*Honor Our History*", which states:

*“Our heritage is a key foundation of the city’s strong cultural identity. We plan on preserving the best of our existing historic and cultural resources. Through collaboration with local organizations and new developments, we can integrate design features that celebrate aspects of our historic legacy.”*

HistoricCOS does this by not advocating for the locking away of buildings or places, and recommends these resources be integrated into the planning process of the City. Historic and cultural resources should be seen as vital, flexible, and an active participant in the future development of the City. The Plan also recognizes that preservation in Colorado Springs is best understood at the neighborhood level and is pursued by willing and active members of the community in their own neighborhoods.

4. Formal Adoption Process:

HistoricCOS is proposed to be adopted in late 2019. The table below summarizes the latest schedule for adoption. During the adoption phase of the project, there will be three opportunities for the public to provide public comment on HistoricCOS (noted in **bold** below). Community members have also had numerous opportunities to contribute to the Plan’s preparation, as noted above and in the Plan.

On September 12, 2019, the City’s Historic Preservation Board considered and recommended approval of the Plan as presented.

**PUBLIC MEETINGS FOR HISTORICCOS ADOPTION**

<b>City Planning Commission (Formal)</b> 8:30 a.m. at 107 N. Nevada Ave.	Thursday, October 17, 2019
City Council Work Session 1:00 p.m. at 107 N. Nevada Ave. *no public comment	Tuesday, November 12, 2019
<b>City Council (Formal)</b> 1:00 p.m. at 107 N. Nevada Ave.	Tuesday, November 26, 2019

**STAFF RECOMMENDATION:**

CPC MP 92-227-A1MJ17 – MAJOR MASTER PLAN AMENDMENT

Recommend approval to City Council of the HistoricCOS as the new City of Colorado Springs Historic Preservation Plan, based upon the findings that the request is consistent with the purpose for a master plan as set forth in City Code Section 7.5.401 and meets the review criteria for granting a major master plan amendment as set forth in City Code Section 7.5.408.