

RESOLUTION NO. 149-19

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF  
COLORADO SPRINGS, COLORADO APPROVING  
HISTORICCOS AS THE CITY'S HISTORIC  
PRESERVATION PLAN

WHEREAS, community stakeholders, citizens, City staff, numerous City volunteer boards and commissions, and the City's consultants have engaged in an iterative, comprehensive, inclusive, transparent and collaborative planning process which has resulted in the "HistoricCOS Plan" (the "Plan"), a new historic preservation plan for the City of Colorado Springs; and

WHEREAS, the City's current Historic Preservation Plan (the "1993 Plan"), adopted in 1993, has outlived its usefulness and no longer provide relevant project and policy guidance for the City's historic preservation program; and

WHEREAS, the Plan is a community-based and action-oriented plan that 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

WHEREAS, the Plan 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; and

WHEREAS, the Plan leverages ongoing economic and community development efforts to actively protect and utilize irreplaceable historic and cultural resources; and

WHEREAS, the Plan embraces that direction and guidance of PlanCOS, the City's current comprehensive plan; and

WHEREAS, City staff will strive to identify funding sources for the Plan's implementation; and

WHEREAS, pursuant to City Code § 7.5.407, at a public hearing the Plan has been reviewed and recommended for approval by the City's Planning Commission.

**NOW THEREFORE BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF COLORADO SPRINGS:**

Section 1. The above and foregoing recitals are incorporated herein by reference and are adopted as findings and determinations of the City Council.

Section 2. City Council finds that the Plan substantially conforms to the review criteria contained in City Code § 7.5.408 and hereby approves the Plan as attached in Exhibit A.

Section 3. City Council supports the utilization of the Plan in conformance with the directives of City Code § 7.5.401 to serve as a refinement of the PlanCOS, to serve as a guide for future land use and transportation patterns of the City, and to serve as an information resource for residents and developers concerning future land use patterns and related development issues.


Section 4. City Council further recommends that upon adoption, this Plan also be used as appropriate to guide and inform the community with respect to City Strategic Plan goals and objectives updates to other planning studies, and for the pursuit of future funding mechanisms.

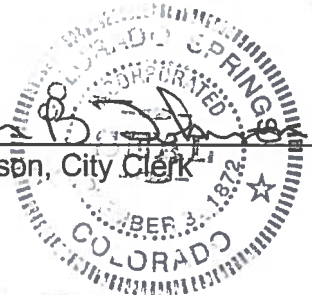
Section 5. This resolution shall be effective upon its approval by City Council.

Dated at Colorado Springs, Colorado, this 10<sup>th</sup> day of December, 2019.

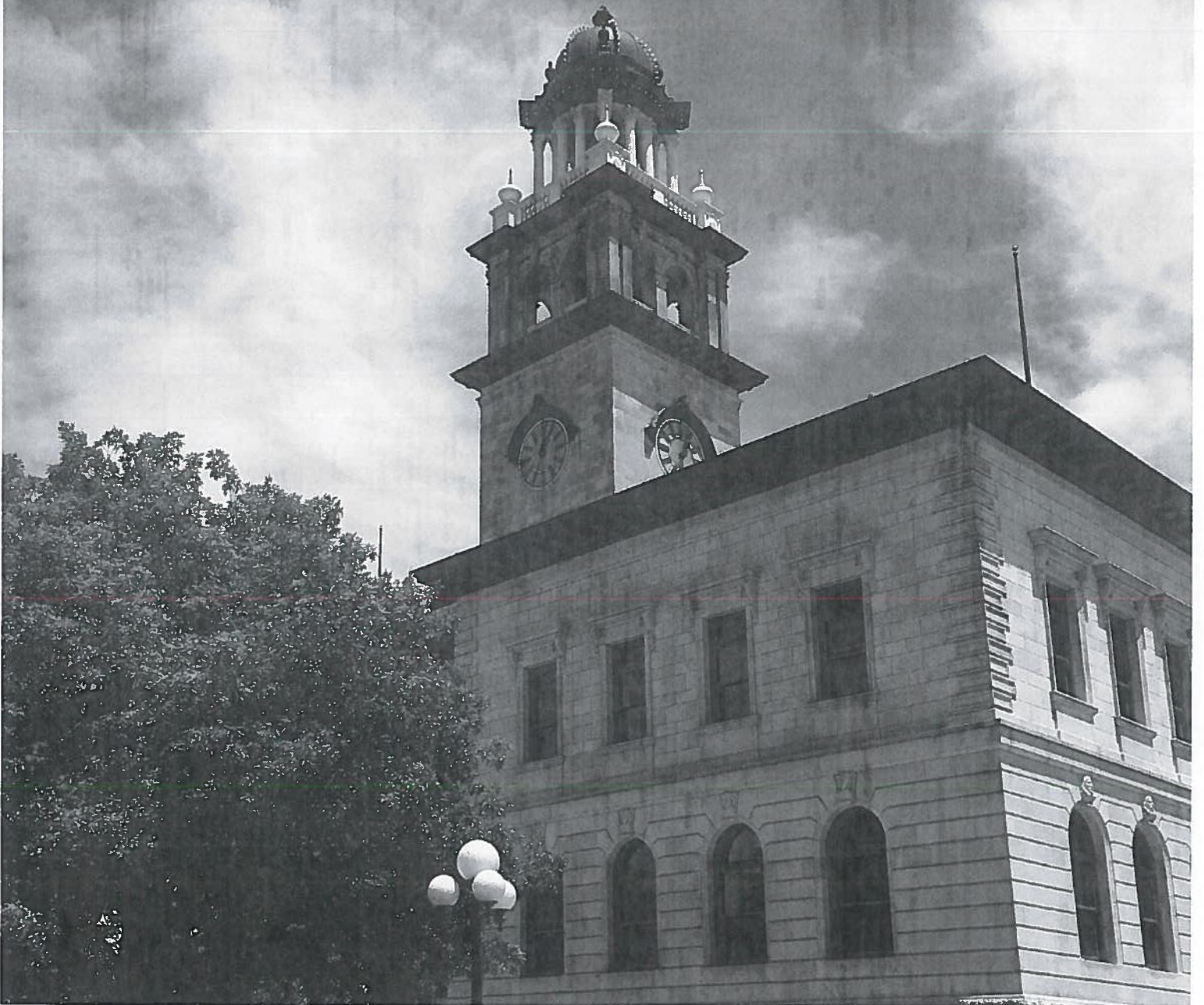
  
\_\_\_\_\_  
Council President

ATTEST:

  
\_\_\_\_\_  
Sarah B. Johnson, City Clerk



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**Historic Preservation Plan  
City of Colorado Springs  
December 2019**

**COLORADO  
SPRINGS**  
OLYMPIC CITY USA

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## A Message

from **MAYOR SUTHERS**

As the Mayor of our fine City, I am proud of the collaborative and inclusive process that was undertaken to create HistoricCOS, the first new Historic Preservation Plan since 1993. This Plan affirms that the City is more than a collection of roads and buildings, it is a "palate of place" where the stories of those who came before us are appreciated and celebrated.

I am appreciative of all the community members who participated and took time to help shape this Plan, as it will enhance and guide preservation efforts in the City for years to come.

The HistoricCOS Preservation Plan celebrates the legacies of our founders and those that have followed; together our City can embrace its past and be ready to share its heritage.

Through HistoricCOS, preservation in the City of Colorado Springs is best understood at the neighborhood level and influenced by willing and active members of the community. The acceptance and incorporation of historic and cultural resources is a central part of the ongoing economic and community development strategy of the City.

Thank you again to all the members of our community who have contributed to the active protection and utilization of our irreplaceable resources.

Sincerely,

  
John Suthers  
Mayor

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**National Trust for  
Historic Preservation**  
*Save the past. Enrich the future.*

*This project has been funded in part by a grant from the Peter Grant Fund for Colorado of the National Trust for Historic Preservation.*



**HISTORY** *Colorado*

*This project is/was paid for in part by a History Colorado – State Historical Fund Grant. The contents and opinions contained herein do not necessarily reflect the views or policies of History Colorado.*



*The activity that is the subject of this material has been financed in part with Federal funds from the National Historic Preservation Act, administered by the National Park Service, U.S. Department of the Interior for History Colorado. However, the contents and opinions do not necessarily reflect the views or policies of the U.S. Department of the Interior or History Colorado, nor does the mention of trade names or commercial products constitute an endorsement or recommendation by the Department of the Interior or History Colorado."*

*This program received Federal funds from the National Park Service. Regulations of the U.S. Department of the Interior strictly prohibit unlawful discrimination in departmental federally-assisted programs on the basis of race, color, national origin, age or handicap. Any person who believes he or she has been discriminated against in any program, activity, or facility operated by a recipient of federal assistance should write to: Director, Equal Opportunity Program, U.S. Department of the Interior, National Park Service, 1849 C Street, N.W., Washington, D.C. 20240.*



*This project has been funded in part by a grant from the Historic Preservation Alliance of Colorado Springs. The mission of the Historic Preservation Alliance of Colorado Springs, founded in 1999, is to provide leadership and inspiration to preserve, protect, and promote Colorado Springs heritage and historic neighborhoods for today and future generations through advocacy, education, events and strategic alliances. Their vision is to be the leading voice for historic preservation in the Pikes Peak region.*



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## Acknowledgements

We would like to thank the members of:

### Steering Committee

- Dave Munger, *CONO*
- Sara Vaas, *CONO*
- Marla Novak, *HBA*
- Steve Scott, *HBA*
- Justin Hutchcraft, *HPA*
- Carol Lopez, *HPB*
- Samantha Klingenber, *ONEN*
- Jim Thompson, *OWN*
- Sarah Humbargar, *Downtown Partnership*
- Chris Coulter, *Colorado College*
- George Eckhardt, *Colorado College*
- Gary Feffer, *COS Parks Board*
- Dave Seigel, *COS Parks Board*
- Chuck Murphy, *COS Resident*
- Chris Jenkins, *COS Resident*
- Richard Skorman, *City Council*
- Jill Gaebler, *City Council*



OLD NORTH END  
NEIGHBORHOOD



COLORADO  
COLLEGE



HOUSING & BUILDING  
ASSOCIATION  
OF COLORADO SPRINGS



colorado  
parks recreation cultural services



COLORADO  
SPRINGS  
OLYMPIC CITY USA



Organization of  
WESTSIDE NEIGHBORS  
*Westside is the Bestside*

### Mayor John Suthers

### Colorado Springs City Council and Staff

- Yolanda Avila, *District 4*
- Jill Gaebler, *District 5*
- David Geislinger, *District 2*
- Don Knight, *District 1*
- Bill Murray, *At-Large*
- Andy Pico, *District 6*
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- Tom Strand, *At-Large, President Pro-tem*
- Wayne Williams, *At-Large*

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landscape architecture.planning.resort design

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### **TATANKA HISTORICAL ASSOCIATES**

HISTORY, ARCHITECTURE & PRESERVATION  
RESEARCH & CONSULTING



Ron Sladek, MA, *Principal*

### **ROXANNE EFLIN CONSULTING**

Roxanne Eflin, MA, *Principal*





## Acronyms

**CLG** – Certified Local Government

**COS** – City of Colorado Springs

**CPI** – Colorado Preservation, Inc.

**CURE** – Colorado Springs Urban Renewal Effort

**HPA** – Historic Preservation Alliance of Colorado Springs

**HPB** – Historic Preservation Board

**HPF** – Historic Preservation Fund

**NHPA** – National Historic Preservation Act

**OAHP** – Office of Archaeology and Historic Preseveration

**ONEN** – Old North End Neighborhood Association

**OWN** – Organization of Westside Neighbors

**SHF** – State Historical Fund

**SHPO** – State Historic Preservation Office

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## Section 1 – Executive Summary: Vision and Process

### 1.1: Vision Statement

The vision statement for the City of Colorado Springs, as set forth in PlanCOS, states:

*We will build a great city that matches our scenery.*

Based on this vision, themes and Big Ideas are further developed. The theme from PlanCOS, *Renowned Culture*, includes a Big Idea entitled “Honor Our History” that 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.*

The vision for this Historic Preservation Plan, which builds upon the PlanCOS guidance, is:

***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, we fundamentally believe the future 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 Colorado Springs that generations to come will embrace and respect. As a community, we will call upon this plan to help guide our decisions wisely as we navigate change.

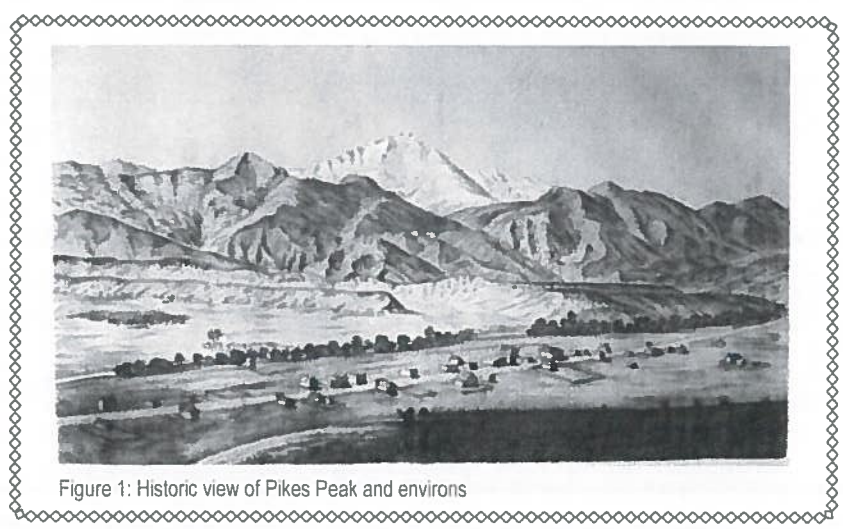


Figure 1: Historic view of Pikes Peak and environs



## 1.2: Purpose of the Historic Plan

Home is a place of belonging, familiarity, a place where a deeper history can be made. As the memory of the front steps of your childhood home may recall a joyful youth, so can the historic buildings, landscapes, and neighborhoods of Colorado Springs recall your belonging to a joyful community. Historic preservation provides this deep sense of place, reminding us to reflect upon where we came from, who we are today, and who we hope to become tomorrow.

Historic preservation enables a community to develop beyond being just a collection of streets, houses, and buildings. It causes a city to become a “palate of place” where the stories of those who came before us can be retold, of how booms and busts unfolded, where the actions of scoundrels and saints played out, and where our life can play out today, enriched by the unique history of Colorado Springs.

Rather than removing the places of the past and locking historic sites away, historic preservation demands that new uses be found and that historic sites become vital and active places, complimenting and directing new development. In this manner, historic preservation plays an important part in the physical organization of the City. Historic sites become centers of activity. Increased activity translates to opportunities for new housing options, economic development, and innovations that support the long-term sustainability of the City.

So, why historic preservation? It helps us celebrate our past through our buildings and neighborhoods, serving as a foundation for our present community and enhancing the lives of future generations.

### Specific Goals for the HistoricCOS update

The specific goals for the update of the 1993 historic preservation plan, an update that is known as HistoricCOS, are:

- *Protect and preserve Colorado Springs' unique historic and cultural heritage*
- *Update the existing historic preservation plan completed in 1993*
  - *Improve accessibility of plan using plain language and making it more illustrative and succinct*
  - *Enhance graphics and user-friendliness*
  - *Make the plan web accessible*
- *Working closely with staff, the Historic Preservation Board, and the community, identify opportunities and issues for historic preservation in Colorado Springs*
  - *Engage in an energetic and fun public outreach process*
  - *Explore areas where historic preservation can assist economic development and environmental sustainability*



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- *Educate the public on the importance of historic preservation*
- *Help neighborhoods determine their own preservation goals*
- *Reach traditionally underserved and underrepresented populations in the City*
- *Integrate historic preservation into the City's comprehensive plan — PlanCOS*

This Plan has been developed by working with the City of Colorado Springs planning staff, the Historic Preservation Board, and the energetic and informed members of the community. Colorado Springs is unique and a community rich in history, economically vibrant, surrounded by beauty, and poised to create another 150 years of history.

This updated plan supports a “carrot, not a stick” approach, encouraging homeowners to pursue preservation through incentives, rather than regulation. This will ensure that historic resources continue to function as useable and dynamic assets, and to “honor history while looking to the future.” Concern that preservation efforts will take away private property rights appears to be an important message voiced by the community. This conclusion is backed up by the frequent comment that historic preservation should be pursued on the neighborhood level with an emphasis on local organizations taking the lead.

While this desire for a grassroots approach remains an important consideration, there is also an overriding theme relating to the importance of saving historical features of the community. This is supported by the belief that City government must take the lead in ensuring historic resources are protected, advocating greater City financial support for preservation activities, and providing for stronger enforcement of zoning and building regulations. This advocacy includes the creation of more comprehensive and transparent regulations governing development and demolition of historic resources, and increased City staffing devoted to historic preservation.

Although there may be a divergence on how preservation should be administered among members of the community, there is a widely held appreciation of the City's history. Broadening the concept of historic preservation to include neighborhood identification and preservation, as well as the preservation of buildings and historic sites, the community has shown its concern that the people and the stories that have characterized the development of the City must be documented and remembered.

For more information, click [here](#) for the Colorado Springs Historic Preservation code.



Figure 2: Former ATSF station repurposed as the Catalyst Campus.



## 1.3: What is Historic Preservation?

In practice, historic preservation is “the act or process of applying measures necessary to sustain the existing form, integrity, and materials of an historic property.” (“*Four Approaches to the Treatment of Historic Properties*” National Park Service, U.S. Department of the Interior, <https://www.nps.gov/tps/standards/four-treatments/treatment-preservation.htm>). But preservation goes beyond this very prescriptive definition. Preservation requires the adaptive reuse of buildings and sites so they are economically viable and can continue to function as a useful part of the community. To accomplish adaptive reuse, historic preservation requires innovation. More than patching holes or stabilizing foundations, historic preservation often requires balancing faithful restoration by upgrading historic buildings with modern technologies so that they can remain attractive, efficient, and functional for continued use. In this manner historic preservation gives us an opportunity to live in and be a part of our history.

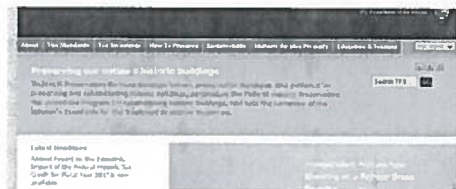
It is the goal of this Plan that in exploring and using this historic preservation plan, the citizens of Colorado Springs will come to understand that historic preservation is not an activity that locks down growth and forward progress. On the contrary, historic preservation can become the catalyst of growth and an important feature of the City’s identity. One member of the Steering Committee helping to guide this project expressed his opinion that Colorado Springs can become the leading mid-sized city in the United States. This is very much a

possibility given its exceptional resources, talented workforce, and dedicated leadership. However, the City cannot achieve this level of recognition without a clear commitment to preserving its past. All great cities have their creation stories and tales of past decades. By preserving Colorado Springs’ historic resources, we are ensuring that the City’s history remains visible and usable today and for future generations.

Reusing and repurposing old buildings reinforces the urban pattern and creates nodes of activity. It has been shown that preserved places act as activity generators bringing increased economic development along with new and different options for housing and commercial space. Historic structures and neighborhoods provide an organically unique character attractive to many demographic groups, particularly the millennial generation. The 2017 publication, *Preservation for a Changing Colorado*, documents how historic preservation “strengthens our economy and our communities” <http://coloradopreservation.org/wp-content/uploads/2016/07/Project-Summary-Presentation-Econ-Study.pdf>.

### Find out more!

Learn more about historic preservation standards and guidance on preserving and rehabilitating historic buildings by visiting [Technical Preservation Services of the National Park Service](#).







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In Colorado Springs, an excellent example is the redevelopment and adapted reuse of [the Ivywild School](#). In addition to providing opportunities for enhancing the built environment, historic preservation, when applied to unique cultural activities such as [heritage tourism](#), becomes an important aspect of the area economy. For Colorado Springs, preservation will support existing tourist attractions while generating greater economic development and new opportunities for visitors to enjoy, ultimately creating a unique and vibrant destination.

Historic preservation supports sustainability. By recycling old buildings, huge inputs of energy can be avoided, and vast amounts of landfill trash withheld. Additionally, reusing and repurposing old buildings supports infill in the urban core as supported by PlanCOS, providing opportunities for revitalizing the downtown and other areas of the City. This can result in an infusion of housing types and opportunities to attract diverse generations to our community.

## Find out more!

Learn more about good adaptive reuse projects in the Springs by checking out [Phantom Canyon Brewing Company](#), [Mining Exchange Hotel](#), [Catalyst Campus](#), and [Lincoln School](#)!



Figure 3: The Mining Exchange, currently a Wyndham Grand Hotel, a prominent historic building in the downtown.

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## Section 2 – Program Values and Policies

### 2.1: Historic Preservation and Economic Development

The economic benefits of historic preservation have been widely proven in Colorado and across the nation for decades. Since the early “Main Street” movement - a role model program in downtown revitalization begun in the 1970s - historic preservation has grown to become a fundamental tool for strengthening communities and an effective method to achieve a wide range of public goals. Small business incubation, affordable housing, sustainable development, neighborhood stabilization, commercial district revitalization, job creation, promotion of the arts and culture, small town renewal, and heritage/cultural tourism are established examples of preservation-enhanced, “place-based” economic development.

A 2017 report by Clarion Associates, *Preservation for a Changing Colorado: The Benefits of Preservation*, provides that:

*...every \$1 million spent on historic preservation in Colorado leads to \$1.03 million in additional spending, 14 new jobs, and \$636,700 in increased household incomes across the state. And preservation will continue playing an important role over the next 50 years, helping local communities adapt to trends that will bring significant changes to Colorado. Larger economic trends also are changing the ways in which Coloradans work, and preservation is providing new spaces for creative communities and co-working.*

Numerous seminal studies over the last 30+ years, including the 2011 PlaceEconomics report, *Measuring Economic Impacts of Historic Preservation: A report to the Advisory Council on Historic Preservation*, supports these findings regarding historic preservation’s role in economic development:

- Historic preservation helps enhance cultural vitality and identity, which in turn works to attract tourists, inspire community-based volunteer-ism and increase tourism employment
- Increases the demand for labor and increases business for local suppliers
- Effectively targets areas appropriate for public intervention
- Creates jobs in short term construction and long-term occupancy
- Increases tax bases and property values
- Reusing buildings and existing infrastructure often reduces overall project and maintenance costs
- Preservation activity can impact and encourage private investment in an area by demonstrating public commitment to a district or neighborhood
- Historic tax credit programs encourage and stimulate historic preservation activity. Tax incentives, which Colorado has embraced with two state historic tax credit programs, attracts businesses and



home buyers to older urban areas and historic districts, encouraging the reuse of old buildings rather than adding to suburban sprawl with new buildings

- Historic preservation is an effective planning policy to combat urban blight, reduce crime, and address affordable housing issues.

A bike ride through the historic Old North End, a downtown stroll along Tejon Street, an adventure with friends for shopping and dining to Old Colorado City, Bonn Shopping Center, Ivywild School and the Lincoln Center are easily accessible ways to experience the successful, sustainable power of preservation in our local economy. However, it is recommended that the City track these economic benefits whenever historic preservation projects are undertaken. Providing a quantifiable database of project benefits will enhance support for historic preservation efforts throughout the City. This recommendation is carried into the Action Item List in Section 3.

## 2.2: Historic Preservation and the Environment

Sustainability has come to mean more than merely being responsive to environmental issues. Historic preservation is at the core of the three pillars of Sustainability— social, economic, and environmental.

Preservation as an exercise in sustainability began with the architect Carl Elefante stating that “the greenest building is the one that already exists.” This is not merely a pronouncement heralded by preservationists and environmentalists alike. The “greenest building” speaks to the value of embodied energy vs. the economic and environmental impacts of material extraction, energy costs of hauling, constructing and deconstructing, and landfill wastelands loaded with unused – and often toxic – building materials. The very nature of retaining, recycling, reusing and repurposing buildings is both environmentally and economically responsible.

Sustainability, within the context of historic preservation, connects current generations to the legacy that historic places leave for the future by encouraging adapted reuse. Beginning in the mid-20th century, historic preservation has been directly aligned with



Figure 4: Lincoln Center, an adaptive reuse of the former elementary school.



neighborhood sustainability and downtown revitalization. The historical fabric creates economically vital, socially equitable, and strong, resilient neighborhoods. Cities, including Colorado Springs, are competitive marketplaces, vying for a talented workforce. Nationwide, cities of unique distinction - who champion healthy living, vibrant neighborhoods and environmental sustainability – most often attract talented workforces and innovative commerce.

Sustainability, as a Colorado Springs city policy, is prominently stated in PlanCOS, underscoring national and statewide research surrounding preservation's contribution to the environment and local economy:

*We do not seek to be a more resilient city to obtain national acclaim. We desire an environmentally sustainable and resilient future for our city because it makes sense. We plan on leading by example in supporting, embracing and celebrating land uses, buildings, systems, and technologies that promote water conservation and efficient energy use. We plan on building and taking advantage of the latest cost-effective technologies that support our economic and environmental competitiveness. - (PlanCOS, Page 14).*

Among the major findings on historic preservation's role in sustainability, reported in the *SavingPlaces* research policy *Older Smaller Better* are:

- All across America, blocks of older, smaller buildings are quietly contributing to robust local economies and distinctive, livable communities. Numerous studies, reports, and research analysis demonstrate the unique and valuable role that these older, smaller buildings play in the development of sustainable cities. Established neighborhoods with a mix of older, smaller buildings perform better than districts with larger, newer structures when tested against a range of economic, social, and environmental outcome measures.
- Buildings are more than their individual components. The design, materials, type of construction, size, shape, site orientation, surrounding landscape, and climate all play a role in how buildings perform. Historic building construction methods and materials often maximize natural sources of heating, lighting, and ventilation to respond to local climatic conditions. The key to a successful rehabilitation project is to identify and understand any lost original and existing energy-efficient aspects of the historic building, as well as to identify and understand its character-defining features to ensure they are preserved. The most sustainable building may be one that already exists. Thus, good preservation practice is often synonymous with sustainability. (Source: <https://forum.savingplaces.org/act/research-policy-lab/older-smaller-better>)

It is recommended that the City establish a robust information program on the rehabilitation and restoration of older structures within the community. This program would include information on the environmental benefits of rehabilitation rather than a scrape-and-replace ethic. In the same way that most people understand the benefits of recycling as much household trash as possible, the environmental benefits of preservation should



be made clear. This recommendation has been carried forward to the Action Item List in Section 3.

## 2.3: Historic Preservation and Community Character

Human memories are grounded in place. How each of us experiences the built environment is shaped in our longstanding awareness that old places have touched our lives and remain close in our memories. People have a deep existential need to be rooted in time. Of the myriad ways we perceive history, the most profound is through the built environment. It's the most readily visual experience about human existence.

Fundamentally, good architecture is not simply how it looks, but how we feel about it and the way it allows us to act, behave, think, and reflect. We are a community fully

present with our geography – with eons of exposed time readily accessible to see, touch, smell, walk on, and witness up close. We value our ancient vistas just as we value our durable, sustainable, and beautiful historic places. These are the places that enrich our quality of life.

Neighborhood leaders have voiced increasing concern about insensitive changes taking place locally. These include demolition, partial demolition, alterations, larger-scale additions, incompatible infill development, neglect, deterioration or abandonment, public works alterations, and re-zonings that often impact the long-standing character or pedestrian scale of a neighborhood. These leaders also recognize that one component of preserving neighborhood character is protecting the open spaces that provide the essential context for historic streetscapes and the necessary reprieve from the built environment. Seeking to protect the aesthetic and overall value of their neighborhoods, they are often reluctant to pursue full historic overlay zoning with comprehensive design review. Rather, they look for ways to balance radical change with updating their properties informed by community education, outreach, incentives, and selective land use review techniques.

Historic preservation policies recognize that not all old buildings in historic neighborhoods are salvageable. Some are functionally, technically and architecturally beyond redemption. Properties need to be used in order to survive. Older buildings may need enlarging and updating to meet today's living standards, involving the incorporation of new materials and environmental systems.



Figure 5. Recently constructed house (2016) on the left designed to blend in with Old Colorado City neighborhood.



It is recommended that the City implement a program to develop Certified Neighborhood Organizations that would include all neighborhoods within the City. While many neighborhoods have developed their own organizations that focus on neighborhood character, the process and resulting representation is by no means uniform. A Certified Neighborhood Organization (CNO) program, similar to one that has been implemented in Denver, would perform uniform training for neighborhood leaders and a mechanism for representation before boards and City Council on matters relating to the neighborhood. This recommendation has been carried into the Action Item List in Section 3.

## 2.4: What are the Resources We Want to Protect?

Colorado Springs is home to thousands of significant historic resources, comprising neighborhoods, business districts, publicly-owned buildings and structures, industrial and civic spaces, parks and open spaces. Many of these historic resources have been previously identified in inventory surveys, yet only a small percentage are protected through historic overlay zoning or come under review by the City's Historic Preservation Board. Most of the Old North End National Register District has local overlay design review, an important distinction because "all preservation is local." It should be noted that National Register listing affords no protection nor triggers design review at the local level. Following is a discussion of recommended actions to support Historic Preservation. These recommended actions also appear as an "Action Item Matrix," found in Section 3 of this document.

## 2.5: How can we achieve protection?

All preservation is local. Listing a property on the Register of Historic Places (see Section 7.4) requires the property owner's consent. The City also has the ability to designate larger geographical areas through the creation of historic overlays and districts. Protection is achieved through a strong, enforced ordinance that is properly administered and understood by the appointed body whose job it is to apply the preservation regulations. A thorough analysis and rewrite of major provisions of Chapter 7 of the Code, which embodies the original historic preservation ordinance, will be necessary for protection

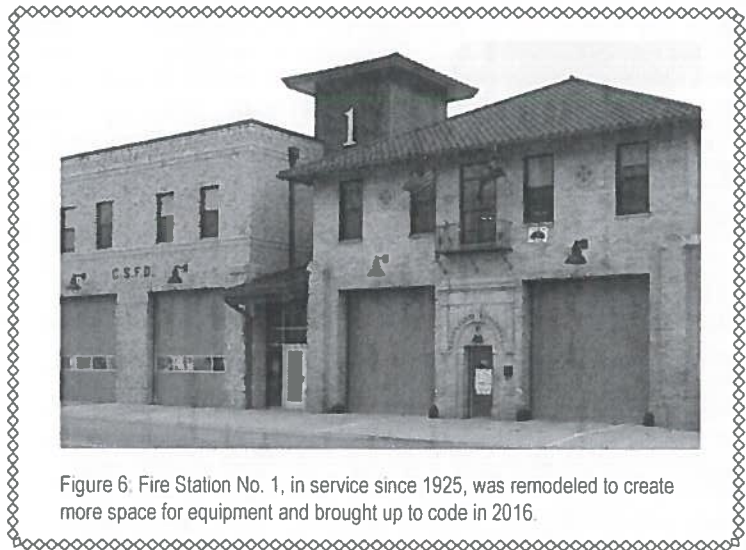


Figure 6. Fire Station No. 1, in service since 1925, was remodeled to create more space for equipment and brought up to code in 2016.



of the significant historic places – as identified by the citizens - in the community. The Action Item Matrix found in Section 3 of this plan provides a proposed roadmap for effective preservation efforts and must be carefully studied and implemented.

All buildings and sites already listed in or eligible for listing in the National Register of Historic Places and/or the Colorado Register of Historic Properties should receive review through the HPB based on criteria in the Land Use Code. A list of these properties should be kept current in the City's Planning Department and also provided to Regional Building with criteria.

The National Park Service administers the National Register of Historic Places. The National Register is the official Federal list of districts, sites, buildings, structures, and objects significant in American history, architecture, archeology, engineering, and culture. National Register properties have significance to the history of their community state, or the nation. Nominations for listing historic properties come from State Historic Preservation Officers, from Federal Preservation Officers for properties owned or controlled by the United States Government, and from Tribal Historic Preservation Officers for properties on Tribal lands. Private individuals and organizations, local governments, and Native American tribes often initiate this



Figure 7: The ca.1922 Colorado Springs City Auditorium was a collaborative effort by three of the city's most prominent and prolific architects: Charles E. Thomas, Thomas MacLaren, and Thompson D. Hetherington. Located downtown across from City Hall, this is the last of the classically-inspired civic buildings constructed in the city.





process and prepare the necessary documentation.

The State Historic Preservation Office (SHPO) administers the national historic preservation program at the State level, reviews National Register of Historic Places nominations, maintains data on historic properties that have been identified but not yet nominated, and consults with Federal agencies during Section 106 review. SHPOs are designated by the governor of their respective State or territory. Federal agencies seek the views of the appropriate SHPO when identifying historic properties and assessing effects of an undertaking on historic properties. Agencies also consult with SHPOs when developing Memoranda of Agreement. In Colorado, the SHPO is housed within Office of Archaeology and Historic Preservation (OAHP) along with the Office of the State Archaeologist.

In addition to honorific recognition, listing in the National Register has the following results for historic properties:

- Consideration in planning for Federal, Federally licensed, and Federally assisted projects: -- Section 106 of the National Historic Preservation Act of 1966 requires that Federal agencies allow the Advisory Council on Historic Preservation an opportunity to comment on all projects affecting historic properties either listed in or determined eligible for listing in the National Register. The Advisory Council oversees and ensures the consideration of historic properties in the Federal Planning process.
- Eligibility for certain tax provisions -- Owners of properties listed in the National Register may be eligible for a 20% investment tax credit for the certified rehabilitation of income-producing certified historic structures such as commercial, industrial, or rental residential buildings. This credit can be combined with a straight-line depreciation period of 27.5 years for residential property and 31.5 years for nonresidential property for the depreciable basis of the rehabilitated building reduced by the amount of the tax credit claimed. Federal tax deductions are also available for charitable contributions for conservation purposes of partial interests in historically important land areas or structures.
- Consideration of historical values in the decision to issue a surface mining permit where coal is located in accordance with the Surface Mining Control Act of 1977; and

## What is the meaning of...

**Historic resources** are districts, sites, buildings, structures, and objects that are significant in American history, architecture, archeology, engineering, and culture

**Preservation** is an activity that seeks to preserve, conserve, and protect buildings, objects, landscapes, or other artifacts of historical significance

**Protection** can include in place legal restrictions or a public review process for the modification or demolition of a historic resource

**Adaptive Reuse** (or Adaptive Use) is process that adapts historic resources for new uses while retaining their historic features, thereby ensuring that they will survive in the future.



- Qualification for Federal grants for historic preservation, when funds are available.

Under Federal Law, the listing of a property in the National Register places no restrictions on what a private owner may do with their property up to and including destruction, unless the property is involved in a project that receives Federal assistance in the form of funding or licensing/permitting. If Federal monies are attached to the property then any changes to the property have to allow the Advisory Council on Historic Preservation to comment on the project.

## 2.6: Protecting City Owned Properties

The City of Colorado Springs is the owner and steward of numerous historic properties and acknowledges its responsibility for the thoughtful management and preservation of the significant resources among them. When HistoricCOS was conceived, the City anticipated that the project would include taking a look at all of its municipally-owned historic properties. While this may seem like a clear task, it was soon discovered that the City owns more than two thousand properties of varying ages, not all of them historic. As an advocate for historic preservation, the City views how it treats its own properties as an example for the rest of the community. The City should continue to set the highest standard by documenting and evaluating publicly-held resources and ensuring that the most significant of these are designated and receive some degree of protection. The preservation program would benefit greatly from a focused effort to identify significant City-

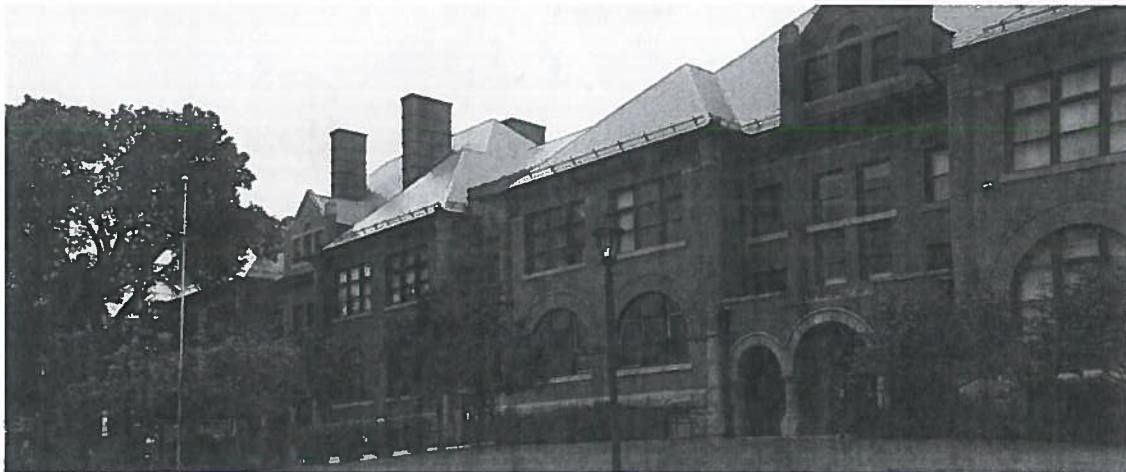


Figure 8. The ca.1981 Romanesque Revival style Lowell School, with its 1902 addition, underwent a significant adaptive reuse rehabilitation in 1988 spearheaded by the Colorado Springs Housing Authority.



owned resources. This would help to integrate historic preservation throughout all departments and into the City's governance culture and serve as a mechanism for educating and encouraging the community. To achieve these goals, several tasks will be necessary. Naturally, the proposed tasks will need to be completed as staff resources and funding allows. These tasks are described at length here and are part of the Action Item Matrix presented in Section 3.

City government should nominate City-owned properties which have been identified as exhibiting historic and/or architectural significance for historic preservation overlay zone designation and, if determined eligible, to the State or National Register of Historic Places.”

**Task One – Initial Database Research:** The first task that needs to be completed is to refine the list of more than two thousand City-owned properties to determine which are historic and which are not. This winnowing of the list based upon the ages of resources will require assistance from the various departments. What will need to be determined at this stage is what resources are present on each site along with some sense of when they were developed. The standard threshold for what constitutes a historic resource is typically fifty years, although that mark is constantly moving forward as time passes. Consequently, it would benefit the City to establish a policy for how newly-acquired properties are reviewed on an ongoing basis. In any case, the initial research process is expected to lower the number of relevant properties well below two thousand as many are found to be much younger.

In addition to working from the current list of City-owned properties, it is realistic to assume that some resources may have been overlooked. Not only does the City own various buildings, but it also owns potentially historic sites, structures and objects such as open space areas, cemeteries, ranching and agricultural sites, archaeological sites, roads and medians, bridges and viaducts, parks and natural areas, public utilities and water resources, and statues and public art. Few if any of these will appear in assessor's office records since they are not taxed, and some may not even be listed in the City-owned properties database. In addition, it is important to capture preservation easements such as the one on the Atchison, Topeka & Santa Fe Railroad depot. This phase will presumably require research through the records of relevant city departments, and some field verification may be necessary.

While the initial research stage will provide the City with a shorter list of historic resources, it is important to understand that a historic property is not necessarily a significant one. In other words, age alone cannot be used as the sole factor in determining whether a historic property is significant or not and whether it merits further attention. This next level of decision-making requires a process of documentation and analysis.

**Task Two – Determining the Integrity of the Resources:** After the list of municipally-owned properties is shortened by determining the ages of the resources, the remaining properties (all presumably over fifty years



old unless they are younger and of exceptional importance) will need to be looked at more closely to find out if they retain an adequate level of architectural or structural integrity. This process should be guided by the same state and federal standards that are used for conducting historic resource surveys and nominating properties to the State and National Registers of Historic Places. Refinement of the list of significant historic City-owned resources can be accomplished by City staff, by a consultant, or by neighborhood volunteers. However, they must be familiar with the standards used to assess integrity. Only those properties that are found to exhibit good to high levels of integrity would remain on the list of potentially significant historic resources.

**Task Three – Determining the List of Significant Resources:** This final stage of analysis will involve taking those properties found to be at least fifty years old and that exhibit a substantial level of integrity and determining which are in fact significant and merit further preservation action. Due to the expertise this will require, determinations will have to be made by experienced City planning staff or a preservation consultant. Analysis at this stage should follow the published guidelines established by History Colorado and the Department of the Interior and should result in a written record about each property. Due to the number of resources involved, this task may have to be completed in more than one phase.

Once the refined list of significant historic City-owned properties is established, several steps need to be taken to ensure that the resources are recognized, protected and preserved. The following items should be considered as policy recommendations.

- The City of Colorado Springs should institute a process for the ongoing documentation of historic properties that the City already owns and for those new ones that are acquired. Because the general list of City-owned properties includes resources that will pass the fifty-year mark as time progresses, it is critical that the City have a standard procedure for their review and analysis.
- As the City disposes of properties, it should place City-held easements on eligible and landmarked City-owned properties before they are transferred to ensure they are preserved.
- The City should move forward with the designation of significant City-owned resources through overlay zoning and by nominating them to the State and/or National Registers if eligible.
- The public should be invited to participate in discussions, whenever possible, regarding how the City will manage and preserve specific City-owned resources. This can be accomplished through the scheduling of open meetings and charrettes.
- The Historic Preservation Board should participate in review of all plans and policies involving eligible and landmarked City-owned properties. The HPB may also have a role to play in the tasks described above as the City begins to identify significant historic resources from the larger list of City-owned properties.



- The City should establish a management plan (perhaps titled a "stewardship plan") for each significant City-owned resource to ensure appropriate uses and to identify maintenance and preservation needs. Each plan will need to be site-specific and should include detailed documentation of the property as well as analysis of its resource management issues, a statement of additional work needed, a plan to address physical needs, a determination of appropriate use, identification of funding sources, a programming plan, and a maintenance plan.
- The City should identify realistic funding mechanisms so that the departments managing historic resources will have access to adequate funds for the maintenance and preservation of the most important City-owned sites. Based upon this information, the City should work to provide adequate funding for maintenance, rehabilitation and restoration efforts. With limited resources available, a prioritized schedule will need to be developed, both for work at specific sites and throughout the city.
- All preservation work done at City-owned historic properties should be completed in accordance with the Secretary of the Interior's Standards for the Treatment of Historic Properties and other relevant guidelines. The departments managing the properties need to be made aware of these standards and guidelines and should make sure that contractors follow them as well.
- The City may want to launch an ongoing program of marking historically significant City-owned properties with interpretive plaques.

A similar process may be used for the identification and designation of privately-owned resources within neighborhoods.

# HistoricCOS

PRESERVING THE CHARACTER OF THE COMMUNITY





## Section 3 – Action Item Matrix: Activities and Timeframes

The following recommended actions are brought forward from Plan sections. Although recommended timeframes are provided here, all actions will be subject to completion as staff availability and funding allows. The longest timeframe shown here is five years to accommodate for changed circumstances that may suggest revisions to this Action Item Matrix. Many items suggested here may become on-going activities, while others can be removed upon completion. While most elements of the HistoricCOS plan will remain valid well into the future, it is suggested that the Action Item Matrix be revised on a five-year cycle.

Timeframes for completion are defined as follows:

Near Term – 1-3 years

Long Term – 3-5 years

Ongoing = Current and Continuing

### Task Area One: Community Survey and Education

- 1.1 City Hosts Public Survey Workshops (Near Term)
- 1.2 City Develops a Citywide Survey Plan (Near Term)
- 1.3 Secure Funding and Launch Surveys (Near Term)
- 1.4 Present and Distribute Survey Results To Public (Near and Long Term)
- 1.5 Expand Partnerships with Local, Regional, and Statewide Preservation Organizations to Provide Education and Outreach in All Aspects of Preservation (Ongoing)
- 1.6 Develop a Program for Identifying and Celebrating Historic Resources Through Interpretive Plaques, Signage and Web-Based Information (Near Term)

### Task Area Two: Identify and Manage City-Owned Historic Resources

- 2.1 Develop Policy for Managing City-Owned Historic Resources (Near Term)
- 2.2 Identify and Prioritize Historically Significant City-Owned Resources (Near Term)
- 2.3 Map City-Owned Historic Resources and Update Regularly (Long Term)
- 2.4 Coordinate Management of Projects with City Departments (Ongoing)

### Task Area Three: Preservation and the Private Sector

- 3.1 Develop and Support Certified Neighborhood Preservation Organizations (Near Term)
- 3.2 Expand Overlay Zoning to Additional Historic Areas in Coordination with Property Owners, Neighborhood Organizations, and Area Preservation Organizations (Ongoing)



- 3.3 Provide Guidance for Private Property Owners Seeking Local Landmark Designation (Ongoing)
- 3.4 Provide Guidance for Private Property Owners Seeking Financial Assistance Through Grants and Tax Credits (Ongoing)
- 3.5 Develop Incentives to Encourage Property Owners to Engage in Preservation (Near Term)

#### Task Area Four: Improvements to the City's Preservation Program

- 4.1 Analyze and Update the City's Preservation Ordinance, City Codes, and Land Use Regulations to Ensure Compliance with the Revised Preservation Plan (Near Term)
- 4.2 Develop a Fully Functional and Supported Preservation Program within the Planning and Community Development Department (Long Term)
- 4.3 Improve Leadership and Skilled Participation in the Historic Preservation Board (Near Term)
- 4.4 Evaluate the Benefits of Elevating the Historic Preservation Board to the Status of a Commission (Near Term)
- 4.5 Follow Certified Local Government Requirements for Maintaining the City's CLG Status (Ongoing)





REVISED ACTION ITEM MATRIX (05-JUN-19)

City of Colorado Springs: Historic Preservation Plan Update		Current:	Near Term:		Long Term:			
		2019	2020	2021	2022	2023	2024	2025
<b>Task Area One - Community Survey and Education</b>								
1.1	City Hosts Public Survey Workshops							
1.2	City Develops a Citywide Survey Plan							
1.3	Secure Funding and Launch Surveys							
1.4	Present and Distribute Survey Results to Public							
1.5	Expand Partnerships with Preservation Organizations for Education and Outreach							
1.6	Program for Identifying and Celebrating Historic Resources; Plaques, Signage, Web							
<b>Task Area Two - Identify and Manage City-Owned Historic Resources</b>								
2.1	Develop Policy for Managing City-Owned Historic Resources							
2.2	Identify and Prioritize Important City-Owned Resources							
2.3	Map City-Owned Historic Resources and Update Regularly							
2.4	Coordinate Management of Projects with City Departments							
<b>Task Area Three - Preservation and the Private Sector</b>								
3.1	Develop and Support Certified Neighborhood Preservation Organizations							
3.2	Expand Overlay Zoning to Additional Historic Areas							
3.3	Provide Guidance for Private Property Owners Seeking Local Landmark Designation							
3.4	Provide Guidance for Private Property Owners Seeking Financial Assistance							
3.5	Develop Incentives to Encourage Property Owners to Engage in Preservation							
<b>Task Area Four - Improvements to the City's Preservation Program</b>								
4.1	Analyze, Update the City's HP Ordinance and Land Use Regs for Plan Compliance							
4.2	Develop Fully Functional HP Preservation Program in Community Development							
4.3	Improve Leadership and Skilled Participation in the Historic Preservation Board							
4.4	Evaluate Benefits of Elevating the HP Board to Commission Status							
4.5	Follow Certified Local Government Requirements for Maintaining CLG Status							

# HistoricCOS

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## Section 4 – Colorado Springs Historical Context

### 4.1: Early Settlement

#### Indigenous Peoples and Early Exploration

The City of Colorado Springs has grown from the confluence of Monument and Fountain Creeks, both tributaries to the Arkansas River. This pre-historic way station, presided over by 14,115-foot Pikes Peak, or in the Ute tongue Tava, meaning “Sun Mountain,” was a traditional destination of the Ute and other indigenous peoples as they passed between the Great Plains and the hunting grounds to the west. The Ute Indians were respected as fierce defenders of their mountain lands and were traditional enemies of the Plains Indians. It was from this confluence and the slopes of the mighty Sun Mountain that the Utes kept a watchful eye on the Arapaho, Cheyenne, Kiowa and other indigenous groups that traveled up and down the Front Range.



Figure 9: Lt. Zebulon Pike

Zebulon Pike’s expedition in 1806 provided the first recorded visit to the region by Euro-American peoples. Sent west by the federal government, Lieutenant Pike was directed to explore the headwaters of the Arkansas River, acquired from the French in the Louisiana Purchase of 1803. Pike’s exploration of the southwestern area of the purchase mirrored the 1803 Lewis and Clark expedition, which was primarily charged with surveying the northwestern portion of the purchase and locating the western extent of the continent. Pike first viewed the mountain which bears his name in November 1806 from the Arkansas River Valley. While he referred to the mountain as Grand Peak, and later U.S. military expeditions posited other names for the massif, the popularity of Pike’s published notes from his expedition and explorer John C. Fremont’s use of the name “Pike’s Peak” in his widely read journals established the mountain’s enduring name.

Quick on the heels of the initial military expeditions, fur trappers and other adventurers passed through the region in search, like their Ute predecessors, for safe passage between the vast bison herds of the plains and the trapping grounds of the high mountains. Most notable of this wave of visitors was Kit Carson, the renowned mountain man from Taos, New Mexico, guide to the Fremont expedition, and namesake of the current military base, Fort Carson.



## The Extractive Economy

The discovery of placer gold at the confluence of Cherry Creek and the South Platte River, the future location of Denver, by the Russell Party in the summer of 1858 triggered a flood of fortune seekers crossing the Great Plains, some with “Pikes Peak or Bust” emblazoned on their wagons. As the prospectors filtered out from the disappointing Cherry Creek and South Platte gold strike in search of other promising reports of gold in Monument and Fountain Creeks, Colorado City was founded in August 1859. By the following March, 240 residences had been established in the first permanent American settlement in the Pikes Peak region. While little gold was found in Colorado City, its location at the base of a pass into the mountains eventually led to more promising gold and silver finds and proved advantageous for supplying hopeful prospectors.

Colorado City was designated in 1861 as the capital of the Colorado Territory. Emboldened by this recognition of their settlement, the town’s founders donated fourteen acres for construction of a state capitol building. Unfortunately, the ramshackle accommodations provided to the territorial legislature caused it to move the assembly first to Golden before finding a permanent home in Denver. Despite this setback, Colorado City built upon the initial wave of development resulting from the gold rush and successfully cemented its place as an important entry point and supply center for the mountains to the west.

The wealth generated by the gold finds laid the foundation for the development of Colorado Springs. Among the many characters of this period, James F. Burns and James Doyle, two plumbers in Colorado Springs, staked a claim in the Cripple Creek District that became known as the Portland Mine. Burns would go on to live in one of the grander residences on Wood Avenue, known as Millionaires Row, built the architecturally significant Burns Theatre (whose demolition in 1973 sparked early preservation interest), and went on to finance the railroads that would eventually contribute to the wealth and status of Colorado Springs. Burns was also instrumental in the construction of Colorado Springs’ City Hall, donating the land for the construction of the building. Another benefactor of the city that started from modest means was a carpenter named Winfield Scott Stratton. His Independence and Washington claims in the

## Find Out More!

Donated by Frederick and Katherine Farrar, visit the [Western Museum of Mining and Industry](#) and see all the exhibits.



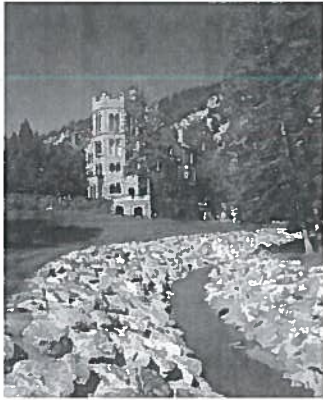


Figure 10: Glen Eyrie, former home of the Palmer family

Cripple Creek District yielded an incredibly rich vein of gold. Rather than fall into a life of ease, Stratton spent his fortune on a number of public improvements for the city. Stratton took over a failing street railway and built “The Interurban” into a 43-mile system that provided affordable transportation for the residents of Colorado Springs, and subsequently spurred the outward expansion of neighborhoods in the city. Stratton also donated the use of his Independence Building to the U.S. Mail Service while the current post office was being built on land that he donated at the southeast corner of Nevada and Pikes Peak Avenue.

In addition to the mining of precious metals, coal mining was an important aspect of the city's economy with 80 coal mines operating in and around the Colorado Springs area. The coal was used to heat buildings and supported electrical generation for streetcars and gold mills in Colorado City. Some of the abandoned coal tunnels still exist, primarily on the north end of town in the Rockrimmon, Cragmor, and Country Club neighborhoods. Other industries that supported mining operations would go on to leave a mark on the architecture of the city. Hassell Ironworks, in addition to supporting the gold field activities, produced decorative iron fencing that today is cherished for its attractive appearance and historical value. Examples of this fencing can be found, among other locations, along Mill Street and throughout the Old North End.

## 4.2: Palmer's Vision for “the most attractive place for homes in the West”

In 1869 William Jackson Palmer, a Civil War general and superintendent of construction for the Kansas Pacific Railroad, which was then attempting to push west along a southern route through present day Pueblo, traveled by stagecoach from Pueblo to Denver. Stopping in Colorado City for breakfast, Palmer recounted:

*At Colorado City—“the Garden of the Gods”—we stopped to breakfast. I freshened up to a preliminary bath in the waters of the Fountain. Near here are the finest springs of soda and the most enticing scenery. I am sure there will be a famous summer resort here soon after the railroad reaches Denver.*



Figure 11: Gen. William Jackson Palmer



Palmer was impressed by the healthy air, blue sky, mountain vistas and rugged canyons. In a letter written to his future wife a few days later, Palmer described his plan to purchase several thousand acres of land near Monument Creek to create a "grand estate" to share and enjoy with his personal friends. This included the creation of numerous parks and public spaces as an organizing principle.

The decision to run the Kansas Pacific railroad through Denver rather than Pueblo forced Palmer to rethink his plans for the Pikes Peak region. Pivoting to an entrepreneurial idea, Palmer sought the creation of his own rail company that would involve his trusted friends and associates, as well as members of his old military regiment with access to financial capital. The Denver & Rio Grande Railway was incorporated in 1871. The railroad was envisioned as an ideal enterprise, incorporating progressive concepts such

as employee stock ownership and mutual interests between the capitalists and laborers. Palmer's vision included the idea of creating a company town with libraries and lecturers for the benefit of the community. In 1871, his dream became a reality and he named it Colorado Springs. As with the Utes, the fur trappers, and the gold seekers before him, Palmer saw in the confluence of Monument and Fountain Creeks an important location to "base your dreams," a sentiment that continues to this day.

Palmer sought to take his Denver & Rio Grande Railroad (D&RG) south through Pueblo and then west into the mountains, eventually seeking the headwaters of the Arkansas River. Construction of the D&RG began in 1871 and, for ease of access through mountainous terrain, it would become the first significant narrow-gauge railroad and the first railroad to be built without federal land grants west of the Mississippi. Within a decade, while Palmer had relinquished control of the D&RG, a rival railroad was formed, the Midland Railroad. A race to the rich silver fields around Aspen was underway! The D&RG beat the Midland to Aspen by a mere six weeks in 1887. Other railroads to reach Colorado Springs included the Atchison, Topeka & Santa Fe arriving in 1887, and the Chicago, Rock Island & Pacific following in 1888.

In 1890, a cowboy and prospector named Bob Womack found gold on the southwestern flank of Pikes Peak. The find led to a new gold rush, and Cripple Creek was soon well on its way to becoming the self-proclaimed "Greatest Gold Camp on Earth." In 1873, when the United States switched from the Silver

## Did You Know?

The Colorado Springs and Interurban Railway (CS & IR), an electric trolley system, operated from 1902-1932. [Learn more about the streetcar.](#)

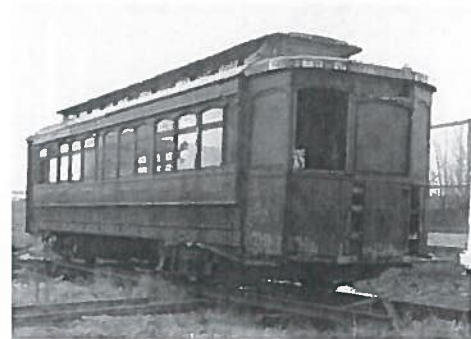


Figure 12. Streetcar 48, listed in the National Register of Historic Places, is the only surviving rolling stock.



## Did You Know?

The Manitou and Pikes Peak Cog Railway, conceived by Zalmon Simmons, was built in 1891 by Italian laborers. It climbs 8.9 miles to the 14,115' summit of Pikes Peak and is the highest railway in North America. Learn more about the [Cog Railway](#).



Figure 13. Early Pikes Peak Cog Railway steam engine.

Standard to the Gold Standard for its monetary basis, the timing of the Cripple Creek strikes was ideal to fuel the wealth on the other side of Pikes Peak in Colorado Springs. Ore extracted from the Cripple Creek district was transported via the Midland Railroad to the west side of Colorado Springs to be milled. However, the exorbitant freight prices charged by the Midland Railroad attracted other rail lines to be established. Most notable was the Colorado Springs & Cripple Creek District Railway, commonly referred to as the Short Line. In addition to hauling ore and other freight, the scenic character of the route caused the Short Line to become a tourist attraction and the railroad instituted a regular schedule of excursion trains. In 1901, then Vice-President Teddy Roosevelt traveled on the Short Line and of his journey he exclaimed, "This is the trip that bankrupts the English language."

Ore from the Cripple Creek District continued to be hauled to the Golden Cycle Mill just south of Colorado City until 1949. The mill smokestack is still visible atop Gold Hill Mesa, which is itself formed by the spent tailings of the Cripple Creek District ore. Together, these silent monuments to an era passed are a reminder of the early trials and successes weathered and enjoyed by the City of Colorado Springs.

### 4.3 : Growth and Change During the late 1800s and early 1900s

The wholesome climate first lauded by General Palmer proved to be the next economic and societal boom for Colorado Springs. The great influx of immigrants to the United States in the late 19th and early 20th centuries, coupled with the industrialization of major cities such as New York, Pittsburgh and Chicago created an overpopulation and public health crisis in those places. Looming large was the spread of tuberculosis. Commonly referred to as consumption, the communicable disease was a leading cause of death during this period in American history.

Prior to the advent of effective antibiotics in the 1940s, tuberculosis was generally seen as a death sentence. The fear of infection drove people to great lengths to seek a cure. Magic elixirs, special diets, and dubious practices were all propagated to those fearing contracting the disease or fighting its effects. Medical science,



however, went further in attempts to provide effective solutions to fight the disease. Sanatoriums, first popularized in Europe, were founded to provide patients with access to a regimen of rest, fresh air, high calorie nutrition, sun exposure (heliotherapy), individual isolation, and carefully regulated activity. Attempts at lung surgeries were also made in the more serious cases, although these rarely worked. Colorado Springs, located far from the tenements, factories, and fouled air of the eastern industrialized cities, at a high and dry elevation, and with abundant opportunities for natural beauty and fresh air, swelled with health seekers. By 1880, Dr. Samuel Edwin Solly, himself a recovered tuberculosis patient and promoter of the healthy climate of Colorado Springs, estimated that at least one third of the region's population was a patient or caregiver. Solly would go on to convince General Palmer to create the first Antlers Hotel to provide lodgings for wealthy health seekers. TB was a driving economic factor in early Colorado Springs development history.

The fame of the climate and beauty of Colorado Springs spread, as many TB patients thrived in the environment. Beyond the wealthy patients who first flocked to the city, poor sufferers rushed to Colorado Springs looking for relief. Like the hopeful prospectors who first erected temporary tent cities, the less fortunate quickly leased all available boarding houses and created tent cities in Colorado Springs. This created conflict with the city's healthy residents. The wealthy would shift to building substantial homes with unheated sleeping porches, to aid in the taking of fresh air, many in the North End. Some of the area's health care facilities were opened to the less fortunate. Glockner Sanatorium, now Penrose Hospital, was constructed in 1890 and others followed, including St. Francis Hospital, Nordach Ranch, and the Modern Woodmen of America Sanatorium, now the home of the Sisters of St. Francis. Cragmor, now the site of the University of Colorado, Colorado Springs campus, was the pinnacle of the sanatoriums with a self-contained community featuring a laundry, dairy, greenhouses, and stables. General Palmer supported Cragmor and provided land and money, ensuring that at least some of the neighboring lands would remain undeveloped, including the area now occupied by Palmer Park. It is worth noting that in 1910 the City Council passed an ordinance requiring that all new TB facilities be located outside of the city limits. This helps to explain why the sanatoriums seem to be located within a certain radius of the historic downtown.

Many of the patients who came seeking a cure would leave an indelible mark on the city. These included

## Did You Know?

The tuberculosis huts were designed by Charles Fox Gardiner. Find out where to currently see some of the [remaining huts around the city](#).



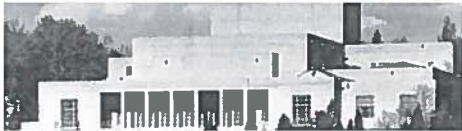
Figure 14: Octagonal-shaped tuberculosis huts, also known as "tent cottages" were designed for ample ventilation.





## Find Out More!

Julie Penrose was the driving force behind the Broadmoor Art Academy, which celebrated its 100th anniversary in 2019. It is now known as the Colorado Springs Fine Arts Center at Colorado College. Find out more about Broadmoor Academy [here](#).



CELEBRATING 100 YEARS  
The 100th Anniversary of the Broadmoor Art Academy

Thomas MacLaren, the city's premier late Victorian architect, Constance Pulitzer, daughter of the famed publisher, and Marshall Sprague, historian of the Pikes Peak region. Julie Villiers Lewis McMillan brought her husband to Colorado Springs for treatment. While he died shortly after arriving, she stayed and would eventually marry Spencer Penrose. The couple would go on to define Colorado Springs high society in the late 19th and early 20th centuries. They founded the Colorado Springs Fine Arts Center, and the El Pomar Foundation, among other civic efforts.

Renowned ceramic artists Artus Van Briggie and his wife came to Colorado Springs to treat Artus' tuberculosis. While Artus died in 1904, his wife Anne carried on her husband's work. The Van Briggie Memorial Pottery Building (a mixture of elements of Arts and Crafts and Flemish Farmhouse)

constructed in honor of Artus, is now owned by Colorado College. Van Briggie-inspired tiles and ceramics adorn many locations in Colorado Springs.

Another aspect of the Colorado Springs health care industry was the Colorado School for the Deaf and the Blind, located on land dedicated by General Palmer. The school was founded in 1873 by John and Mary Kennedy, the maternal grandparents of the "Man of a Thousand Faces," Lon Chaney. While caring for his bedridden and hearing-impaired mother in Colorado Springs, Lon developed the expressiveness that would take him to fame as one of the greats of the silent film era. April is officially "Lon Chaney Month" in Colorado Springs and the theatre attached to the Colorado Springs City Auditorium is named after him.

Colorado Springs also played an important role in modern dentistry. Dr. Frederick McKay moved to Colorado Springs and noted that his new patients' teeth were stained with what he termed the "Colorado brown stain." While the stain was not aesthetically pleasing, Dr. McKay noted that the teeth were less prone to cavities. Through his research, Dr.

## Did You Know?

Nikola Tesla took out the town's main power generator for a week in one of his experiments. Learn more about [Tesla experiments](#).

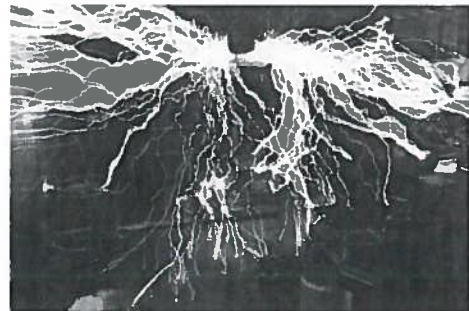


Figure 15. Tesla Coil



McKay identified that Colorado Springs water contained high levels of fluoride and other minerals leaching out of rock formations which caused the unsightly staining. This discovery ultimately led to understanding the therapeutic aspect of fluoridation and the widespread fluoridation of drinking water, a practice that has been heralded as one of the ten greatest health achievements of the 20th century.

The famous inventor and electrical experimenter Nikola Tesla established a laboratory in Colorado Springs in 1899. Tesla moved his work from New York, and later wrote:

*"The conditions in the pure air of the Colorado Mountains proved extremely favorable for my experiments, and the results were most gratifying to me. I found that I could not only accomplish more work, physically and mentally, than I could in New York, but that electrical effects and changes were more readily and distinctly perceived."*

## Tourism

When General Palmer first conceived of his ideal city, he anticipated attracting wealthy easterners and Europeans who were capable of taking extended periods of leave from their daily lives. Colorado Springs, a remote outpost of health and beauty, would first cater to the select few who came to experience the natural environment through activities such as hunting and fishing, all in a very Victorian manner. The incredible heights of Pikes Peak, the mineral waters of Manitou Springs, and the timeless and awe-inspiring character of the Garden of the Gods, Pikes Peak, Cheyenne Mountain, and the canyons intrigued those unaccustomed to such accessible natural beauty.

According to the Public Programs Manager of History Colorado, Michael Vincent, Colorado Springs earned the nickname "Little London" because one in five residents were from Britain in its early days. Colorado Springs still has a minute British influence that it maintains today. The construction of the first hotel, the Colorado Springs Hotel at the southeast corner of Pikes Peak and Cascade Avenues, laid the foundation of Little London. High tea was served daily, and the police of Colorado Springs were dressed as London "bobbies." English associates of General Palmer, such as Dr. William Bell, would return to England, praising the healthful city, which would stimulate investment interest

## Did You Know?

The AdAmAn Club hikes up Barr Pikes Peak using the Barr Trail to set off New Year's Eve fireworks. Learn more about this unique group of [mountaineers](#).

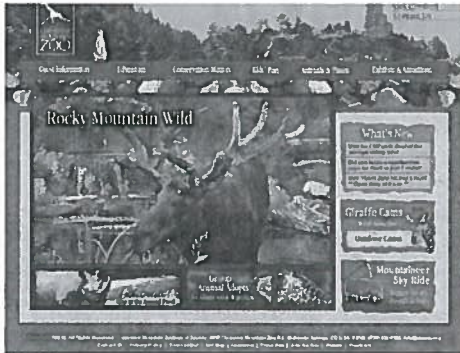


Figure 16: New Year's Eve fireworks set off by AdAmAn Club in a 2 day hike to the top of Pikes Peak



## Find Out More!

Learn more about America's only Mountain Zoo and the fun events held throughout the year.



from the English upper class. The early architectural style of the city was also largely Tudor and Gothic Revival in nature as epitomized by the Glen Eyrie Castle and the Grace and St. Stephen's Episcopal Church on North Tejon.

Dr. Samuel Solly's efforts to establish the first Antlers Hotel signaled the transformation of Colorado Springs as a beautiful but rough destination to world class resort. Built in 1883, the first Antlers inspired the construction of other hotels such as the Spalding, the Alta Vista, the Elk, and the Himebaugh Place. The Himebaugh Place is the only building that remains of these early hotels, now known as the Alamo Hotel building at 128 S. Tejon.

Since Pike's first sighting of the peak that bears his name, summiting the lofty heights has been a popular attraction.

One popular story focuses upon the first woman to summit

Pikes Peak, Julia Archibald Holmes. Famous for wearing bloomers, a modified style of pant made to be worn by women and which became the symbol of the early women's rights movement, Holmes's colorful character transcended her style of dress as she is also credited with being the first to read Ralph Waldo Emerson's essays from the summit. Another luminary, Katharine Lee Bates, a visiting English teacher from Wellesley College in Massachusetts, penned the poem "America the Beautiful" in 1893, inspired from her journey to the summit of Pikes Peak. In 1883, the Pikes Peak Tramway Company had been formed to construct the first cog railway to the summit of the peak. While financial volatility in the nation doomed the first effort to construct the line, Zalmon G. Simmons, of mattress fame, provided the necessary capital and the cog railroad was finished in 1891. The reign of the cog as the only comfortable means to reach the summit was ultimately augmented by automobile travel on Spencer Penrose's Pikes Peak Highway, which became equal to the cog railway in popularity.

Penrose was an early booster of tourism to Colorado Springs. Seeing the wealth flowing out of the Cripple Creek gold fields steadily decline, Penrose used the drive to the summit of Pikes Peak in twelve passenger automobiles to reignite interest in visitation to Colorado Springs. Penrose went on to sponsor the "Race to the Clouds" in 1916. The Pikes Peak International Hill Climb remains a popular and renowned event, still pushing drivers and vehicles to the limit.

As famous as the Race to the Clouds is, Penrose's most important contribution to the tourism industry of



Colorado Springs was his development of the Broadmoor Resort, which opened to great fanfare in 1918. The area was previously acquired and developed by Count James Pourtales in 1888 under the name Cheyenne Lake, Land and Improvement Company. Pourtales dreamed of developing a European style resort, "Broadmoor City," complete with its own casino, hotel, and power plant. Cheyenne Creek was diverted to create a lake in the center of the development. On July 1, 1891, Count Portales' casino opened on the east side of his lake, drawing guests from across the country, and a small hotel was built thereafter. The high rolling times did not last. During the Silver Panic of 1893, Pourtales defaulted on a \$250,000 loan and lost his majority stake in the casino. Just four years later, the casino caught fire and had to be replaced with a less-grand structure. The land and improvements were ripe for redevelopment when Penrose's vision took hold.

The need for the Penrose's Broadmoor Hotel was first questioned by the community as the downtown Antlers Hotel was thriving and seemed to provide all that was needed for fine lodging. Undeterred by criticism, Penrose also sold lots near his resort to affluent buyers for the construction of upscale residences. Today, the Broadmoor continues the tradition of offering high quality accommodations and its surroundings remain one of the most desirable neighborhoods in the city. Many of the houses and churches in the neighborhood reflect the grand architecture envisioned by Penrose. Penrose also spearheaded the construction of the Cheyenne Mountain Highway in 1925. The Cheyenne Mountain Highway provides access to the Cheyenne Mountain Zoo, famous for its blue-tongued giraffes, and the Shrine of the Sun, memorial to the great humorist Will Rogers and final resting place of Spencer and Julie Penrose.

By 1915, tourism was booming, and an estimated 50,000 visitors arrived annually to enjoy the region's natural beauty. The advent of longer-distance auto travel nationally helped further secure Colorado Springs popularity as a major tourism destination. The "Pikes Peak Ocean to Ocean Highway" was begun in 1912 as a boosterism campaign for Colorado Springs. The cross-country route went from New York City to Los Angeles. It was in direct competition with the Lincoln Highway, the Coast-to-Coast Highway, and the National Old Trails Road. Route markers were marked PP-OO. The "Ocean-to-Ocean" started and then depended upon cities and towns along the route to participate with monetary contributions and road improvements. It

## Did You Know?

NORAD Santa Tracker has been going for over six decades and staffed by 1500 military personnel and volunteers. [Find out how it all started.](#)



Figure 17: NORAD Christmas Eve



## Find Out More!

Fannie Mae Duncan's Cotton Club was instrumental in early intergration efforts in Colorado Springs. The club famously displayed a sign stating "Everybody Welcome." While the Cotton Club was torn down in 1975 for urban renewal, her legacy was well established and she is remembered as a pioneer of race relations in Colorado Springs. Find out more about [Fannie](#).



Figure 18: Fannie Mae Duncan

was formalized on March 18, 1914 at a meeting in St. Joseph, Missouri, with state and federal highway officials. The highway was completed in 1924. By 1920, it is estimated that visitations in the Pikes Peak region had quadrupled and this upward trajectory would only continue with the advent and spread of automobiles and air travel. The increasing popularity of air travel led the city to acquire a section of land, then seven miles east of the city. The modest airfield would become Army Airbase, Peterson Field in 1942.

The rapid development of Colorado Springs caused the loss of traditionally African-American and Hispanic neighborhoods, such as Conejos Street and areas in the southern portion of what is now the downtown, which were settled during the post Civil War era.

## 4.4: Colorado Springs Role in Military Preparedness

World War II saw the first major military influence in Colorado Springs. Fort Carson, then Camp Carson, was established in 1942 to train

soldiers for service in the war, including two infantry divisions and the famed 10th Mountain Division. Colorado Springs was also selected as the headquarters of the Second Air Force in 1943. The site selected became Ent Air Force Base, which was housed at the site of the United States Olympic Training Center. Additional military installations have emerged since World War II, including the Air Force Academy, Cheyenne Mountain Air Force Station, Peterson Air Force Base, and Schriever Air Force Base.

Notable is the fact that Colorado Springs hosts the Air Force Space Command, the U.S. Army Space and Missile Defense Command/Army Strategic Command, NORAD (North American Aerospace Defense Command), and USNORTHCOM (United States Northern Command). Few cities in the nation can claim this density of military activity. Post-war growth related to the

## Did You Know?

Charles Perkins died before he could donate the Garden of the Gods to the city but his children made sure his wishes were granted. [Find out more here.](#)



Figure 19: Garden of the Gods



defense industry led population growth, annexation and change in the footprint of the city, and increased diversity of the population.

The roughly 60,000 men and women who are stationed in Colorado Springs account for approximately 40 percent of the city's economy. In addition to enlisted personnel, the facilities employ numerous civilians in the city. Some of the enlisted men and women bring their families to Colorado Springs, increasing the number of children attending schools and spouses working in non-military jobs. Moreover, many retired military personnel decide to stay in Colorado Springs following their active duty due to the same attributes that first attracted General Palmer.

## 4.5: The Growth of Tourism

Following World War II, travel by automobile greatly increased and tourism became popular as families with the freedom of increased leisure time and accessibility to automobiles started traveling to renowned locations throughout the west. Pikes Peak, the Garden of the Gods and Manitou Springs, already well-known and visited attractions, became major destinations. Capitalizing on a nuclear family's wanderlust, roadside attractions meeting a wide variety of interests became very popular. Many of these secondary attractions were family owned and they became an important contributor to the local economy. Today, the Colorado Springs, greater Pikes Peak area boasts more than 55 area attractions including the Air Force Academy, Cave of the Winds, Garden of the Gods Visitor Center, Olympic Training Center, the Manitou Incline Trail, Royal Gorge, and Florissant Fossil Beds National Monument, to name just a few.

## 4.6: Colorado Springs Today

The beauty of Colorado Springs, and the high quality of life offered there, continue to attract people to the slopes of Pikes Peak, along with the pioneering spirit and quest for a better life that pervades the community's culture. The confluence of Monument and Fountain Creeks remains a place of consequence; a driver of commerce and activity for southern Colorado, a critical home of our nation's military, and an incubator of the arts and culture. This activity is reflected in the recently released ranking of Colorado Springs at number two in *U.S. News & World Report's 2018 "Best Places to Live."* This satisfying recognition of Colorado Springs reflects the diverse population who live and work in the city.

### Find Out More!

Rock Ledge Ranch is living history farm and museum. Visit the [Rock Ledge Ranch](#) to find out about the exhibits and events held throughout the year.



Figure 20. Rock Ledge Ranch



# HistoricCOS

PRESERVING THE CHARACTER OF THE COMMUNITY

Taking advantage of the healthful location, numerous recreational activities, and the high altitude of Colorado Springs, the United States Olympic Committee, the U.S. Paralympics, over twenty National Olympic Governing Bodies, fifty National Sport Organizations, the Colorado Springs Olympic Training Center, and the Olympic Museum call Colorado Springs home. In recognition of this great contribution to national athletic endeavors, the City of Colorado Springs identified itself as “Olympic City USA.” From the epicenter of TB treatment in the late 19th and early 20th centuries to becoming the center of athletic achievement in the U.S., Colorado Springs continues to embrace and personify a healthful and active lifestyle.

As in the past, the population continues to swell with newcomers. While many come and go, many others stay and realize, like the Ute, the trapper, the miner, and such looming figures as General Palmer, that Colorado Springs has a bright future just beginning to unfold. It is with this eye to the future and memory of the past that this historic preservation plan is written. Citizens in this community have chosen to cherish their past but guided by the realization that a city cannot cease growing and changing. Based on this, community organizations are working to retain places of historic significance, while encouraging informed respectful changes to occur—change that is necessary for the City to retain its economic vibrancy.



Figure 21: The U.S. Olympic & Paralympic Complex in Colorado Springs is the flagship training center for the U.S. Olympic & Paralympic Committee and the Olympic & Paralympic Training Center programs. The Training Center is able to provide housing, dining, training facilities, recreational facilities and other services for more than 500 athletes and coaches at one time on the complex. Athletes are selected to train at the Colorado Springs OPTC by their respective National Governing Body.

# HistoricCOS

PRESERVING THE CHARACTER OF THE COMMUNITY







## Section 5 – A History of Historic Preservation

### 5.1: Historic Preservation in the United States

Throughout the nineteenth century and into the early twentieth, the documentation of historic resources in the United States focused almost entirely upon a small but slowly growing number of properties that were associated with the prominent and wealthy or were hailed for their association with important events in the nation's history. Individuals and groups often sought to document and protect these places because of their patriotic value. Between the mid-1800s and early 1900s, George Washington's estate at Mount Vernon, the sites of famous Revolutionary and Civil War battles, Paul Revere's House in Boston's North End, Colonial Williamsburg, and Philadelphia's Independence Hall were among the earliest sites to be studied and preserved. Decades passed before preservation regulations, guidelines, organizations and the use of historic resource surveys and landmark nominations as we know them today began to emerge.

In 1906, Congress passed the Antiquities Act, which was signed into law by President Theodore Roosevelt. This was the first piece of federal legislation that addressed the protection of the nation's archaeological, historical and natural heritage, although its purpose was primarily to bring a halt to the looting of archaeological sites in the American Southwest by giving presidents the authority to establish national monuments. Despite the many successes that have flowed from this legislation ever since, it again focused upon the preservation of sites of national importance.

Several factors came into play during the late 1800s and early 1900s that began to shape attitudes about the documentation and preservation of historic sites of local importance, sites associated with the working and middle classes, and sites associated with communities beyond the dominant northern European-based culture. One of these factors was the mass immigration taking place during this era, which altered the nation's demographics and broadened its ethnic diversity. The rise of labor unions raised awareness of working people and issues related to the workplace. Economic changes and migration within the country also led to a shifting of populations from the countryside to the growing urban areas, and from the interior to the coasts. Preservation on the local level began to take shape as the nation moved from its long period of

### Did you know?

David once beat Goliath in New York City? Find out more about how grass roots planning and preservation efforts derailed a formidable politicians designs for modern transportation – [A tale of Two Planners: Jane Jacobs vs. Robert Moses](#)



Figure 22: Robert Moses and Jane Jacobs



founding, early growth, Civil War and westward expansion into the modern age of technology.

One of the greatest agents of change was the automobile, which came into widespread use during the 1910s and 1920s. As the automobile began to impact the rural and urban landscape of America, the country started to experience an increase in the demolition of old buildings and sites to make way for gasoline stations, repair shops, parking spaces and garages, improved roads and highways, and a host of related features. At the same time, the increased mobility offered by automobiles provided Americans with the opportunity to travel farther from home and visit communities that weren't necessarily located along rail routes. In response to this sudden transformation, communities across the nation became increasingly concerned about the loss of local and regional culture, including their historic resources.

Among the first to organize in response to this threat to the nation's built heritage was the Society for the Preservation of New England Antiquities, which was founded in 1910 and is now known as Historic New England. Following in its footsteps were a host of local and regional historical societies and organizations devoted to the preservation of history and historic sites. One example was a local women's group that worked successfully to protect the old city of Charleston, South Carolina. The preservation movement gained momentum when Congress passed the Historic Sites Act of 1935. This legislation placed the preservation and administration of important sites acquired by the federal government with the National Park Service, and created the first federal office staffed with historians, architects and archaeologists dedicated to their protection.

Following World War II, the preservation movement took an important step forward with the establishment of the non-profit [National Trust for Historic Preservation](#). According to its mission statement, the organization was founded to offer "leadership, education and advocacy to save America's diverse historic places and revitalize our communities." The National Trust was well suited to address the substantial changes that were about to impact the nation in the postwar era of explosive economic and population growth. Since its founding, the organization has supported the efforts of communities across the country to preserve their built heritage, and Denver holds one of the organization's regional field offices.

Despite these successes, it was not until the mid-1960s that the preservation movement began to integrate into local

## Find out more!

Learn more about the demolition of Penn Station by visiting [The New York Preservation Archive Project's article](#) on Penn Station, its demolition, and how it supercharged the preservation effort.





planning and development. Urban renewal efforts across the country were causing the loss of thousands of buildings as cities sought to deal with blight and damaging the fabric of cohesive neighborhoods to create room for parking lots and highways. At the same time, suburban sprawl was transforming rural landscapes. These expansions of change made the front pages of newspapers across the nation, hastening the need for the documentation and preservation of those places that mattered to local communities.

Following the 1964 demolition of Pennsylvania Station in New York City, preservation advocates throughout the country were roused to become more creative and forceful in their efforts to save important buildings. In 1965, the City of New York established its Landmarks Preservation Commission with the goal of preventing the loss of the city's architectural heritage. As the first such commission in the nation, it served as an inspiration for other communities to integrate preservation into their land use planning and regulation processes.

The loss of Penn Station in New York gave Congress the will to pass the National Historic Preservation Act (NHPA) in 1966. In addition to reaffirming the government's role in protecting federally owned sites of national interest, this major piece of legislation established a framework for a preservation system that would extend across the country. With the passage of NHPA, Congress created the National Register of Historic Places, Secretary of the Interior's Standards, Advisory Council on Historic Preservation, and provided support for the National Trust for Historic Preservation. It also placed the National Park Service in a leading role in promoting and providing guidance for the survey and documentation of historic resources by local communities. Finally, NHPA required the establishment of a State Historic Preservation Office (SHPO) in each state to provide support for local and statewide efforts.

Under NHPA, whenever a federal agency either funds, licenses or permits any activity with the potential to impact historical or archaeological resources, the agency is required to consult with the appropriate SHPO. This process is known as Section 106 review, referring to the NHPA language that requires consultation to take place. The goal of this process is to ensure that federal agencies consider the potential affect to important historical and archaeological sites through survey, determinations of eligibility, and an assessment of potential effects. Section 106 projects involve the full array of government agencies and a seemingly endless variety of property types. Local agencies, organizations, businesses and even individuals can become parties of interest, also known as consulting parties, to Section 106 studies, providing them with the opportunity to review and comment on the studies that are produced.

During the 1960s and 1970s, social and cultural historians and writers began to explore the history of common people and the various groups that make up American society. Different from the earlier emphasis upon the loyal, influential upper class, the country developed a keen interest in the lives and experiences of average people and underrepresented groups such as women, immigrants, factory and mine workers,



farmers and ranchers, African Americans, Mexican Americans, Native Americans and a host of others. This resulted in an appreciation for the common places that related to their experiences in America. Many began to recognize that what was also worth saving were the houses, stores, public facilities, entertainment venues, roadside attractions, industrial plants, neighborhoods, and downtown commercial districts that surrounded them on a daily basis and constituted the familiar world in which they conducted their lives.

These developments ushered the preservation movement to maturity and into far more direct contact with the built environment of neighborhoods, towns and cities, and rural areas than it had been in previous decades. In response to the rapid changes brought about by the automobile culture and population growth, the grassroots preservation movement emerged in communities across the country and citizens began to organize and partner with their local government agencies to take preservation into account.

Preservation gained a considerable degree of popular support as the nation approached its 1976 bicentennial, which highlighted not only national history but also the history and built environment of local communities. That same year, the federal government amended the tax code to allow for credits for private sector investment in the preservation of historic sites. Since then, federal preservation tax credits have resulted in the creation of more than 2.5 million jobs, the leveraging of \$144.6 billion in private investments, and the use of \$27.5 billion in credits that generated \$32.4 billion in federal tax revenue. The program has also resulted in the preservation of more than 43,000 historic properties nationwide. (Source: [National Trust for Historic Preservation](#), 2018)

In 1980, NHPA was amended to increase local participation in preservation by creating a system for the establishment of Certified Local Governments (CLGs). CLGs are the result of a partnership between local, state and federal agencies that assists communities in their efforts to save important historic resources. The program is administered by the National Park Service in conjunction with the SHPOs. Local communities become CLGs by fulfilling state and federal requirements that they demonstrate commitment to the establishment of a formal preservation program. These requirements include the adoption of a preservation ordinance, establishment of a preservation commission, pursuance of survey work, and facilitation of public

## Did You Know?

Navajo Hogan is one of the Historic Tax Credit Projects. Built in 1935 as a roadhouse, the two large dome roof structure were constructed without a single nail.



Figure 23 Navajo Hogan



participation. Once certified, the community becomes eligible for federal and state benefits including project grants and technical assistance.

## 5.2 Historic Preservation in Colorado

Prior to the mid-1960s, historic preservation in Colorado was scattered and based upon local efforts to save prominent historical and archaeological resources. Most of these places were well known and were either still in use or important enough to spur support. These included sites such as the State Capitol and the Denver City & County Building. During the 1950s and 1960s, the Denver Urban Renewal Authority was promoting the wholesale demolition of numerous historic downtown buildings that had fallen into disrepair. When Larimer Square was threatened, a group of investors led by Dana Crawford began purchasing buildings and restoring them for new uses, setting an example for how preservation could save many of the state's threatened historic urban resources. Historic Denver, a member-driven non-profit organization, was established in 1970 to save the Molly Brown House and promote the preservation of historic places throughout the city. In 1973-74, Larimer Square was designated Denver's first National Register and local landmark district. Similar efforts began to take place in other Colorado cities, typically in response to population growth, increased redevelopment pressures, and the threatened demolition of individual buildings.

Following passage of the National Historic Preservation Act in 1966, the State of Colorado established the Office of Archaeology and Historic Preservation (OAHP), which houses the State Historic Preservation Office. The OAHP assists property owners with their efforts to nominate important buildings, structures and sites for listing in the National Register of Historic Places and the Colorado State Register of Historic Properties. It also provides Section 106 review of federal projects. The Colorado State Historic Preservation Review Board, whose members are appointed by the governor, meets three times each year to discuss and vote upon all State and National Register nominations.

In 1975, the Colorado legislature passed a statute establishing the State Register of Historic Properties. This created a state-level process for the designation of important historic buildings, structures, sites and objects. Subsequent legislation added a component similar to Section 106, requiring that state agencies consult with the SHPO when their activities have the potential to impact important resources that are landmarked or eligible for the State Register of Historic Properties. The process involves the identification and evaluation of the landmark eligibility of cultural resources, determining the potential effects of the proposed work on those properties found to be eligible, and finding alternatives that would avoid, minimize or mitigate the effects of such work.

With federal and state legislation in place to support the development of a broad historic preservation program in Colorado, the survey and designation of historic resources began in earnest in the 1970s and continues



to the present time. Much of the early survey work was spurred by the national bicentennial and Colorado centennial, both of which occurred the same year. Surveys started to be completed across the state in communities large and small, and both rural and urban. Often initiated by neighborhood advocates and local governments, these projects typically focused upon the documentation of early commercial and residential districts, individual properties recognized for their high architectural style or association with important events, and for their relation to prominent owners and architects.

In many cases, the early Colorado surveys were completed by volunteers, planners, architects, and local preservation advocates, resulting in documentation that was useful but often limited in scope. As professional historians working as consultants became involved in the process, the quality of documentation rose dramatically through the 1990s and into the early 2000s.

Although the legislation approving establishment of the State Register of Historic Properties was passed in 1975 (Title 24, Article 80.1), it wasn't until 1991 that the first properties were designated. Since that time, more than 1,700 sites have been placed in the State Register. In addition, all properties listed in the National Register are also automatically added to the State Register, and all listings are honorary.

## Did you know?

Gaming in Colorado contributes \$90.9 million annually to the State of Colorado for tourism, historic preservation, and higher education. [Read more about the relationship of gaming to the State Historical Fund.](#)



Figure 24: Historic Photo of Cripple Creek, an hour west of Colorado Springs

In 1990, the [State Historical Fund \(SHF\)](#) was established through an amendment to the state constitution that legalized limited gaming in the historic mining towns of Cripple Creek, Central City and Black Hawk. Through this legislation, a substantial portion of the gaming tax revenues from the casinos would be allocated to historic preservation needs across the state. Guidelines for the program were developed and since the early 1990s, the SHF has accepted applications twice each year. Grants awarded range in size from small projects of less than \$35,000 up to large projects reaching the \$200,000 per-grant limit. In a relatively small number of cases, some preservation efforts have received multiple grants over a period of years that in total exceed that top number. In 2015 alone, the SHF grant program received \$9.8 million in tax revenues to distribute to applicants and by the end of 2017 a total of almost \$289 million had been distributed statewide. (Source: Preservation for a Changing Colorado and State Historical Fund, 2017)



Also, since 1990, the State of Colorado has administered a state preservation tax credit program that is similar to the federal program. Widely used as an incentive for preservation, the program was enhanced in 2014 with passage of the Colorado Job Creation and Main Street Revitalization Act. The Act was reauthorized in 2018 for another ten years, with its requirements and benefits separated into commercial and residential credits to make the program easier to understand and use. State tax credits have resulted in the completion of numerous commercial and residential preservation projects, with the reinvented tax credit program showing particular success in attracting investment to rural communities. ([https://leg.colorado.gov/sites/default/files/documents/2018A/bills/fn/2018a\\_hb1190\\_00.pdf](https://leg.colorado.gov/sites/default/files/documents/2018A/bills/fn/2018a_hb1190_00.pdf)).

Another important element of the Colorado preservation program has involved the establishment of Certified Local Governments (CLGs). Since the 1970s, Colorado has received funding from the US Department of the Interior's Historic Preservation Fund (HPF), which assists with the costs of operating the state's SHPO. According to National Park Service guidelines, at least ten percent of the HPF funds provided to the State must be sub-granted to its CLGs. In Colorado, these are counties and municipalities that have been approved by the SHPO and National Park Service as eligible to participate in the national preservation program and are therefore eligible to receive CLG grants. As of 2018, Colorado has 123 local governments that have established preservation ordinances and programs. Of these, 61 have taken the next step to become Certified Local Governments. (Source: History Colorado Website, 2018)

Non-profit organizations have also played an important role in Colorado's preservation matrix. Colorado Preservation Inc. (CPI) entered the field in 1984 as a member-supported organization operating on a statewide level. Its primary purpose is the promotion of preservation, providing education, advocacy, support and technical services to local communities, organizations and individuals. Since 1985, CPI has organized the annual Saving Places conference in Denver, the largest event of its kind in the nation. The organization also administers the state's Endangered Places program, which it launched in 1997. On the county and local levels, a number of non-profit organizations have emerged since the 1970s. Countywide organizations include groups such as Historic Routt County and Historic Larimer County. On the local level are organizations such as Historic Denver, Historic Boulder and the Historic Preservation Alliance of Colorado Springs of Colorado

## Find out more!

Learn more about Certified Local Governments in Colorado, resources for GLGs, grants, more! Visit <https://www.historycolorado.org/certified-local-governments>





Springs. A number of local non-profit organizations are also dedicated to the preservation and management of individual historical sites throughout the state.

Finally, the Colorado Legislature has passed a number of bills that impact land use planning and regulation, placing substantial responsibility and control with local levels of government. This enabling legislation offers local control to be exercised at the discretion of the counties and municipalities rather than forcing it upon them. The Local Government Land Use Control and Conservation Enabling Act (Title 29, Article 20, Part 104) grants local governments the authority to plan for and regulate the use of land, including the preservation of areas of historical and archaeological importance. In addition, HB 74-1041, passed in 1974 by the Colorado General Assembly, established what are known as 1041 powers that define the authority of state and local governments in making planning decisions. These powers allow local governments to identify, designate and regulate areas and activities of state interest through permitting, including areas containing, or having a significant impact upon, historical and archaeological resources of statewide importance.

## Find out more!

Learn more about Colorado's Most Endangered Place! Visit [colorado-preservation.org/programs/endangered-places/](http://colorado-preservation.org/programs/endangered-places/) or watch this short video.







## Section 6 – Historic Preservation Initiatives Over the Years

### 6.1: Early Preservation Planning

The earliest stirrings of historic preservation advocacy and planning in Colorado Springs are rooted in the 1955 announcement of plans to build a 14-story hospital building on North Cascade Avenue and Madison Street at the northern edge of the Old North End. This would have been the tallest building constructed in Colorado Springs up to that time. Organized opposition from neighbors succeeded in the formation of a homeowner's association, which became the Old North End Neighborhood (ONEN) organization. This group continued to organize around protecting the character of their storied neighborhood. At the request of ONEN, National Register Historic District designation was achieved in 1982 - the North End Historic District became the first residential district of its kind in Colorado Springs.

As happened in many U.S. cities across the country, urban renewal activities in downtown Colorado Springs resulted in the demolition of a number of historic buildings beginning in the 1950s. This included the First National Bank Building, the Antlers Hotel, and the Ute Theater. In 1966, the Board of County Commissioners voted in favor of a plan to raze the 1903 El Paso County Courthouse once all of the offices and operations were relocated to new facilities. This led to citizen outrage and a seven-year effort to overturn the decision. To raise awareness, the courthouse became the first structure in the Pikes Peak region listed on the National Register of Historic Places. Community members raised money and lobbied elected leaders. Ultimately, these efforts were rewarded when the courthouse became the first local building saved strictly for historic preservation purposes. In 1973, the county transferred ownership of the courthouse to the City of Colorado Springs with the intent that it become the new home of the Colorado Springs Pioneers Museum. This high-profile victory for the historic preservation movement was diminished by the demolition that same year of the Burns Opera House, then known as the Chief Theatre.

The demolition of the Chief Theatre in 1973, a venue where Sergei Rachmaninov had performed, really sparked historic preservation efforts, largely in the downtown and its surrounding residential neighborhoods. This was in reaction to the 1970s-era program called the Colorado Springs Urban Renewal Effort (CURE)

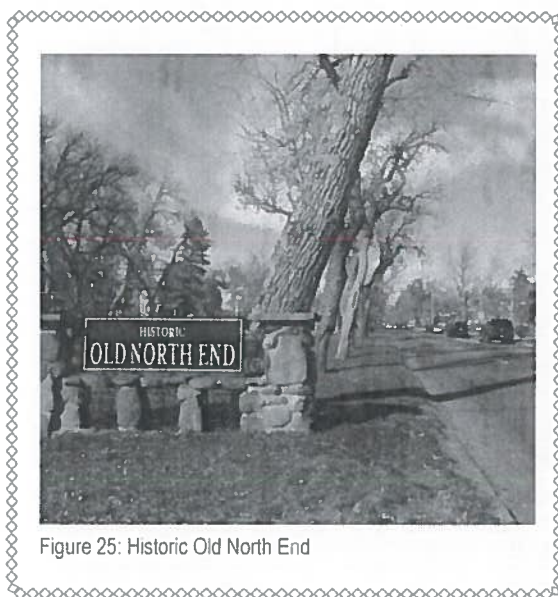


Figure 25: Historic Old North End



which oversaw federal Community Development Block Grant funding for revitalization. It became a controversial program that was eventually disbanded and reorganized.

During the 1970s, significant work was completed by the City and property owners in residential neighborhoods to document and survey historically significant properties and resources. The public-funded report entitled *Community Renewal Program Report*, published in 1973, was the first document to provide a catalog and recommendations for most of the older inner-city areas. This was followed in 1975 by a report titled *The Comprehensive Plan Program*, which dealt with the entire city in addition to providing information concerning infilling versus urban sprawl.

Also, in 1975, a report titled *Urban Preservation and Redevelopment Plan* was published by the City. This spurred in 1977, a partnership between the City and citizens representing the Organization of Westside Neighbors (OWN) and the West Colorado Springs Commercial Club, to initiate a concentrated redevelopment plan for the Westside. The plan, which is entitled *Colorado City Historic Inventory*, was developed and refined over the next two years and by 1979 was presented to the City for adoption. Core elements of the plan focused on the historic built environment and physical characteristics of the area, and the recognition of design criteria necessary to preserve the area's unique character. This plan also urged the need for "innovation and flexibility" in City zoning to encourage revitalization.

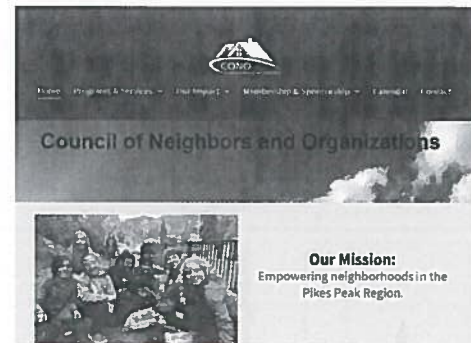
That effort was followed by the *Design Guidelines for West Colorado Avenue Report*, created in 1980 through the College of Environmental Design and Center for Community Development & Design, University of Colorado at Denver. The *Colorado Springs Cultural Resources Survey of 1980-1981*, funded through a Community Development Block Grant, propelled two follow-on documents: *The Westside Intensive Survey* and *The Westside: An Introduction to its History and Architecture*.

*The Downtown Intensive Survey and Inventory of 1983-1985*, was the first focused effort involving historic preservation in downtown Colorado Springs up to the time. It was also during the mid-1980s that a city-wide preservation advocacy nonprofit organization was launched – [The Historic Preservation Alliance](#).

In November 1988, the Colorado Springs City Council adopted the first historic preservation ordinance establishing a program comprised of three elements: a Historic Preservation Board, a Historic Preservation

## Find Out More!

Council of Neighbors and Organizations preserves and protects neighborhoods. [Learn about CONO.](#)





Overlay zone district, and a permitting structure to review changes and modifications to historic buildings and resources covered by the Historic Preservation Overlay zone district. Although the city had made great progress by adopting the historic preservation ordinance, it wouldn't be until 1994 that the City obtained Certified Local Government (CLG) status.

Two sets of design guidelines were published in rapid succession following the adoption of the preservation ordinance: *North End Historic District Design Guidelines* and *North Weber Street/Wahsatch Avenue Historic District*.

In 1990, the City Council appointed a Downtown Action Plan Advisory Committee. The Committee was tasked with evaluating the downtown and developing a strategy for revitalizing the City's core. The result of their efforts, *The Downtown Action Plan*, published in 1992, utilized a strategy of economic development within the context of historic preservation.

As acknowledged above by the different initiatives and undertakings, and many others not discussed, the City and citizen advocates have embraced historic preservation and recognized the importance of historic resources in Colorado Springs for many years. While these efforts establish a good baseline for the City's historic preservation program, the



Figure 26: A wide variety of Victorian-era and early 20th century architectural styles define the neighborhood character of the Old North End.

are steps and efforts that can be pursued to strengthen historic preservation efforts city-wide and breakdown false perceptions of cost, time, and negative impacts on private property. The following subsections will discuss in greater detail different aspects and functions of the City's historic preservation program and their effectiveness today.

## 6.2: Past Surveys and Studies

The City's Planning & Community Development Department presently stores all the historic resource inventories and surveys that have been completed, both publicly and privately, within the City of Colorado Springs since the 1970s. These documents range from site and district specific architectural inventory form, to state and national register nomination forms, interpretive guides, master and neighborhood plans,



design guidelines and standards reports, and much more. Together, these documents establish the basis for design professionals, planners, residents, and decision-makers to understand the historical context of historic resources throughout the community. The following are some general observations of the City's documentation practices as well as detailed survey-specific comments.

- **Documentation and Records Retention:** Review of the City's past survey projects highlighted that the availability and storage approach for these documents is inconsistent and does not afford easy access by staff and the public. Anecdotally, this may explain why it appears certain documents have been misplaced. This has left planning staff and residents without some of the critical tools needed to effectively administer the historic preservation program. This situation underscores the need for the City to prioritize a standardized records retention approach, which includes securing copies of all previous work. City Planning staff should utilize documentation archived with the State Historic Preservation Office in Denver. While a number of records appear to be available online through Compass or the National Register of Historic Places website, archival assistance will be necessary to locate many of them. In some instances, it may turn out that some documents may no longer exist. Some other likely sources for documents include the following archives and collections:
  - Pikes Peak Library District
  - Colorado Springs Pioneers Museum
  - Denver Public Library, Western History Collection
  - History Colorado, Stephen H. Hart Research Center
  - Consultants who were engaged to work on the projects
  - Volunteers who were actively involved with the projects
  - Past city staff members who might have retained copies
  - State and federal agencies that have had Section 106 projects completed

This last category is of particular interest because several Section 106 projects have likely been completed that take into account certain surveyed resources. As a CLG, the City is a registered consulting party for Section 106 projects and may request copies of the documents and supporting evidence used by federal agencies or project consultant in making a determination of effect. This evidence should be retained, as many of the studies will include valuable information about historic resources that can be used as reference material.

In the future, the City should retain all records related to historic preservation surveys and activities, including site forms, project reports, district nominations, Section 106 reports, administrative records, and property



files. No administration or staff members should be allowed to purge these materials from its archives, unless the disposal of these document is in accordance with an established records retention policy. These documents play an important and practical role in management of the City's historic resources and should always be retained.

- **Quality of Surveys:** Review of the City's past survey projects concluded that the quality of work ranged from moderate to excellent. This was largely determined by the credentials of the individual or consultant performing the work and the type of survey organized. As expected, modest results were more likely from volunteers and higher quality came from City staff and preservation consultants. Despite the quality, virtually all the past survey materials continue to be useful resource for research and planning purposes. Some of the documents provide extensive architectural descriptions, site histories and historical contexts, many of which were carefully researched and well written. These documents could also be utilized for a variety of purposes, such as educating the public about its history, historic architecture, and historic neighborhoods. This could be in the form of brochures, walking tours, online materials, and other such efforts. Reusing and re-purposing these materials, rather than just letting them sit on a shelf, will also allow the City to avoid the tendency to have the same topics researched and written over and over again.
- **Future Survey Efforts:** The City should consider a few guiding principles when undertaking future survey work. First, whenever possible the City should primarily enlist experienced consultants to complete survey work. Experienced consultants would be those individuals or firms that are educated and who work regularly in the fields of history, architectural history and public records research. As the City engages consultants in the future, it needs to look carefully at qualifiers such as education, years of experience, and success with past projects of a similar nature. Volunteers can be used for certain tasks, such as photography, where education and experience with history and architecture are not critical skills. When volunteers are asked to take on more complex tasks associated with surveys, they should do so only with extensive training and oversight provided by professional consultants.

### 6.3: The 1993 Historic Preservation Plan

The City's *Historic Preservation Plan*, adopted in 1993, was the first historic preservation plan for Colorado Springs and is used to guide activities and work projects undertaking with respect to the historic preservation program. This plan also contained an extensive section on the history and early development of the City, and included a five-year action plan as well as recommendations for further activities beyond the life of the plan. This plan was among the most ambitious and was successful in initiating a wide-range of preservation activities throughout the City.

This document became the guideline for action, "with projects in subsequent years building upon the



information and programs developed in earlier years.” It was intended to be flexible, to enable the program to take advantage of unexpected opportunities. The “Strategic Plan” section of the 1993 Plan articulated a Mission Statement to inform the eight enumerated goals as well as specific projects for each goal. The following are select examples of documents and plans prepared as a result of the Plan:

- Obtained Certified Local Government Designation (1994)
- Downtown Intensive Survey and Inventory updates (2002-2004)
- Countless public and private historic sites were listed on the state and national registers of historic places

In addition, countless other preservation planning efforts and projects have occurred under the guise of the Plan, including the following select examples:

- Historic Building Survey of Downtown Colorado Springs (2003-2004)
- Walking Tour Booklets
  - Central Downtown Historic Resources (2004)
  - North Downtown Historic Resources (2006)
  - South Downtown Historic Resources (2006)



Figure 27: Defining streetscapes characteristic of the Weber-Wasatch National Historic District.



- Exploring the Old North End Neighborhood of Colorado Springs: A Guide to Its History and Architecture (2010)
- Old North End Neighborhood Interpretive Guide (2016)

While the Plan has afforded a solid basis and approach for historic preservation in Colorado Springs for 25 years, the Plan's effectiveness and relevant guidance have diminished. The City's historic preservation focus and motivations significantly changed. This change is the result of many factors, but is most importantly due to the City's transformations of leadership structure, funding cuts, and a national economic recession. As a result, impacts to the historic preservation program included reduced activities for education and outreach, survey projects, register nominations and overlay zone district designations, and annual Certified Local Government (CLG) reporting and compliance.

In order for the City's historic preservation program to effectively protect and preserve historic resources, HistoricCOS will need to:

- Account for the updated guidance and direction afforded through PlanCOS
- Establish an updated historical context
- Refine preservation planning efforts to promote and protect historic resources
- Adapt to the ever aging and expanding built environment
- Strive to provide the necessary resources and educational programming to support and emphasize the importance of historic preservation.

## 6.4: Current Regulatory Environment

### Historic Preservation Regulations and Process for the City of Colorado Springs

The City's History Preservation Ordinance, established in 1988, set forth the regulatory basis and process for the protection and preservation of historic resources in the City, most notably those resources covered by the Historic Preservation Overlay zone district. More specifically, the Ordinance established the charge and regulatory authority of the City's Historic Preservation Board. The Ordinance outlines the process for establishing new Historic Preservation Overlay zone district and creating new State and National historic districts. Also, a regulatory process for the administration of historic resources is provided in the Ordinance. Revisions to the Ordinance have been made over time, including changes following the City's designation as a CLG. The following subsections provide a more detailed analysis of the five key elements of the Ordinance.

#### Historic Preservation Board

The Ordinance set forth the establishment of the Historic Preservation Board (HPB), which is comprised of seven



members. This all-volunteer Board is appointed by City Council, based on the goal of maintaining a balance of interests and skills, and providing individually qualified candidates. In accordance with the City's CLG designation, the Ordinance states that the composition of the HPB must consist of members with preservation related knowledge and skills, such as archaeology, architecture, history, landscape architecture, urban design, and planning. The HPB's administration of the Ordinance and historic preservation program functions both in an advisory and quasi-judicial capacity. The HPB also promotes historic preservation to ensure the built environment of Colorado Springs is preserved. The HPB is held to a high degree of professionalism in administering their duties to uphold the Ordinance and overall intent of the City's historic preservation program.

The HPB's specific purpose, as stated in City Code Section 7.5.1601(B), is to:

1. Survey, inventory, and identify historical and architecturally significant structures and areas within the City;
2. Recommend to Council designation of structures and areas for historic preservation zoning;
3. Review and act on applications for rehabilitation, alteration, or demolition of historic buildings or new buildings and other structures in historic preservation zones;
4. Make recommendations regarding zoning amendment and comment on the Comprehensive Plan;
5. Undertake educational programs and activities;
6. Make recommendations regarding City Code provisions pertaining to historic preservation;
7. Develop and possibly adopt design guidelines to identify characteristics of resources worthy of preservation and identify policies which will assist in the preservation and enhancement of those resources;
8. Prepare a historic preservation plan;
9. Make recommendations to the Planning Commission on relief to preserve historic resources as set out in section 7.3.505 of this chapter.
10. Develop and recommend for Council adoption design standards to establish criteria for use by the Board in the consideration of an application for a report of acceptability for properties with historic preservation overlay zoning.

## Overlay Zoning

Properties in Colorado Springs all have a base zone district which regulates the types of uses and development within a given area. Some properties also have a zoning overlay, which means they are subject not only to the standards of their base zone, but also to the standards of the overlay zone. With respect to historic preservation, the Ordinance established the Historic Preservation Overlay zone district. This overlay zone is presently applied to areas within the City that have been identified as historically significant and within this context is used to designate, preserve and protect areas which reflect the City's historic heritage. Any building within the Historic Preservation



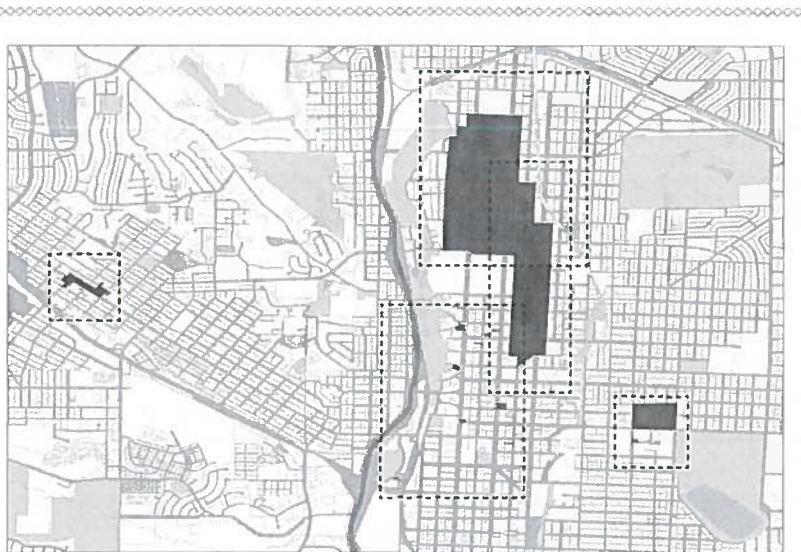


Figure 28. Historic Preservation Overlay and Historic Districts

Overlay zone is subject to additional review by the City's HPB. Property owners apply for a permit with the City and specify the changes they wish to make. This application is reviewed and decided by City Planning staff (in the case of administrative applications) or the HPB (any minor or major work activities). If the application is approved, a Report of Acceptability is issued for the project and the property owner is then free to obtain a building permit. The City may adopt design guidelines to inform and support the heightened level of review for properties in neighborhoods that are within a Historic Preservation Overlay zone, which can establish additional review criteria.

### **Nomination Applications, and Surveys and Inventories**

Presently, the Ordinance only discusses a notification process that must be undertaken when the City is considering nominations for State or National historic places designations. The City does not at the moment have a local Historic Places register or landmarking designation. To strengthen the basis for any designation, the City recommends that survey and inventory work be completed to accurately locate and describe historic structures and areas and compile information about the historic resources. The City's Historic Preservation Ordinance and program do not establish criteria or a process for these documentation efforts. It is, however, important to acknowledge that the City and citizen advocates have prepared countless survey documents that are critical when understanding the significance of a historic resource and its importance to the community. This historic preservation plan maintains that the property owner of a potential historic resource must first consent to these activities.



## Construction, Alteration, Demolition or Relocation of Designated Resources

In accordance with City Code, for properties located within a Historic Preservation Overlay zone, or properties protected through a preservation or conservation easement, any work requiring a building, demolition, moving, or sign permit is deferred by the Pikes Peak Regional Building Department until the permit application is accompanied by a Report of Acceptability issued by the City. Reports of Acceptability may be requested for minor or major work: Minor work is any work that will not alter distinctive features or any improvement of the historic structure. Major work is any work which will alter any distinctive feature or any improvement of the historic structure. The Ordinance sets forth guidance for City Planning staff and the HPB to determine whether the proposed work necessitates a Report of Acceptability.

## Certified Local Government Designation

The City's participation in the Certified Local Government (CLG) program requires that certain goals, standards and requirements are met. A couple of the more notable requirements for certification involve the adoption of a preservation ordinance to guide the preservation planning process and the establishment of a local historic preservation board or commission. CLG designation makes communities official partners in the federal historic preservation program, which engages local, state, and federal governments to promote historic preservation at the grassroots level. These communities gain access to expert technical historic preservation advice from the National Park Service and their respective State Historic Preservation Offices, as well as Historic Preservation Fund grants exclusively for CLGs. As a CLG, the City must meet the following minimum goals:

- Establish a qualified historic preservation commission.
- Enforce appropriate State or local legislation for the designation and protection of historic properties. In most cases this is done in the form of a local ordinance.
- Maintain a system for the survey and inventory of local historic resources.
- Facilitate public participation in the local preservation, including participation in the National Register listing process.

Follow additional requirements outlined in the State's CLG Procedures. Each state may establish additional requirements for CLGs, including a performance evaluation at least once every four years. The Colorado SHPO published a [CLG Handbook](#) in April 2016 providing essential guidance, training, state and federal criteria and checklists



Figure 29: CGL Handbook cover



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for compliance.

As discussed above, the City has taken many steps to develop a sense of importance within the community regarding historic preservation, which further promotes our unique history and heritage. The City's success has been made possible by the clear and concise regulatory process and an equally strong impetus to advocate and educate. While past efforts have provided a baseline for historic preservation in the community, the City's historic preservation focus and motivations are constantly changing. To this end, it is paramount that HistoricCOS provide guidance that adapts to our changing direction. Making small and large adjustments to the regulatory process will be critical. Establishing greater coordination and lines of communication between the City and SHPO should be pursued to maintain our CLG designation. More survey and inventory work should be folded into the neighborhood planning efforts envisioned under PlanCOS. The HPB should be supported in its desires to advocate and educate the community, and to take a more active role in historic preservation locally and at the state.

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## Section 7 – Appendices

### 7.1: Public Participation Review Process

As part of the public outreach process for HistoricCOS, the following groups have been engaged to provide feedback, present their vision, and offer a general understanding of historic preservation as COS prepares to celebrate its sesquicentennial (150th anniversary!):

- Historic Preservation Alliance of Colorado Springs
- Downtown Partnership
- Council of Neighbors and Organizations
- Colorado Springs Historic Preservation Board
- Ivywild Improvement Society
- Old North End Neighborhood
- Old Broadmoor Neighborhood Association
- Home Builders Association
- Colorado College
- El Pomar Foundation Advisory Councils
- Members of the Southern Ute and Ute Mountain Tribes
- Attendees at various public outreach meetings

Based on our public engagement activities, including stakeholder interviews, meetings with the Historic Preservation Board, public comments, and survey results, two overriding themes relating to historic preservation have emerged. The primary theme embraces historic preservation in support of neighborhood conservation, tourism development, and overall community character. A secondary, but equally important theme is a concern that historic preservation should not inhibit reasonable growth and change within the community or increase bureaucratic requirements for land use and development activities.

The updated plan supports a “carrot, not a stick” approach, to ensure that historic resources continue to function as useable and dynamic resources, and to “honor history while looking to the future.” Concern that preservation efforts will take away private property rights appears to be an important message.

### Did you know?

A number of neighborhoods have produced guides to significant buildings and neighborhood history. See available guides at the Pioneer Museum Store.

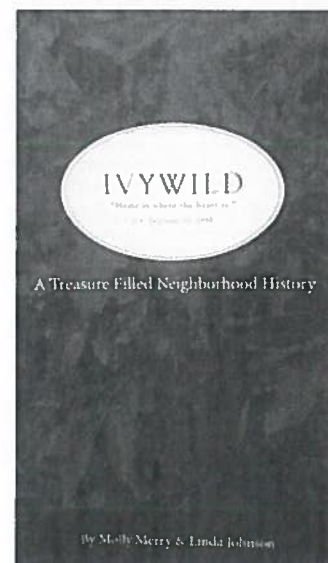


Figure 30: Ivywild Bookcover

# HistoricCOS

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This conclusion is backed up by the frequent comment that historic preservation should be pursued on the neighborhood level with an emphasis on neighborhood identification signage and history.

While this desire for a grassroots approach remains an important consideration, there is also an overriding theme relating to the importance of saving historical features of the community. This is supported by the belief that City government must take the lead in ensuring historic resources are protected, advocating greater City financial support for preservation activities, and providing for stronger enforcement of zoning and building regulations. This advocacy includes the creation of more comprehensive and transparent regulations governing development, demolition of historic resources, and increased levels of City staffing devoted to historic preservation.



Figure 31: Small group discussion at February 2018 HistoricCOS Public Meeting held at the City Auditorium.



## 7.2: Section 106 of the National Historic Preservation Act

### What is Section 106?

Each year, the federal government is involved with many projects that affect historic properties. For example, the Federal Highway Administration works with states on road improvements, the Department of Housing and Urban Development grants funds to cities to rebuild communities, and the General Services Administration builds and leases federal office space. Agencies like the Forest Service, the National Park Service, the Bureau of Land Management, the Department of Veterans Affairs, and the Department of Defense make decisions daily about the management of federal buildings, parks, forests, and lands. These decisions may affect historic properties, including those that are of traditional religious and cultural significance to federally recognized Indian tribes.

In the National Historic Preservation Act of 1966 (NHPA), Congress established a comprehensive program to preserve the historical and cultural foundations of the nation as a living part of community life. Section 106 of the NHPA is crucial to that program because it requires consideration of historic preservation in the multitude of projects with federal involvement that take place across the nation every day. Section 106 requires federal agencies to consider the effects of projects they carry out, approve, or fund on historic properties. Essentially, Section 106 reviews ensure federal agencies fully consider historic preservation issues and the views of the public during project planning. Additionally, federal agencies must provide the Advisory Council on Historic Preservation (ACHP) an opportunity to comment on such projects prior to the agency's decision on them. Section 106 reviews do not mandate the approval or denial of projects.

The mission of the Advisory Council on Historic Preservation (ACHP) is to promote the preservation, enhancement, and productive use of the nation's historic resources and advise the President and Congress on national historic preservation policy. The ACHP, an independent federal agency, also provides a forum for influencing federal activities, programs, and policies that affect historic properties. In addition, the ACHP has a key role in carrying out the Preserve America program. The 23-member council is supported by a professional staff in Washington, D.C. The ACHP's "Citizens Guide to Section 106" provides essential training and is found online:

<https://www.achp.gov/sites/default/files/documents/2017-01/CitizenGuide.pdf>

### Delegation of Authority

A federal agency is allowed, in some circumstances, to delegate to its applicants the responsibility to initiate consultation pursuant to the regulations that implement Section 106 of the National Historic Preservation Act (NHPA), "Protection of Historic Properties" (36 CFR Part 800). The provision in Section 800.2(c)(4) of the



regulations has been used frequently by federal agencies such as the Federal Communications Commission, the Surface Transportation Board, and the Department of Health and Human Services. Although federal agencies can delegate this responsibility without the involvement of the Advisory Council on Historic Preservation (ACHP), inquiries are often made about the applicability of this authority regarding consultation with Indian tribes. This guidance clarifies the restrictions on the use of this provision regarding Section 106 consultation with Indian tribes.

<https://www.achp.gov/digital-library-section-106-landing/limitations-delegation-authority-federal-agencies-initiate>

## **Section 106 Training**

The ACHP provides comprehensive training for all levels of citizen and public sector involvement to learn how to effectively participate in Section 106 reviews of undertakings with the potential to affect historic properties. Choose from classroom, webinar, and e-learning options taught by experienced ACHP staff involved in such reviews daily nationwide. These sources teach how to apply current guidance, policy, and best practices straight from the agency with oversight responsibility for Section 106 of the National Historic Preservation Act and nationwide experience in managing the review process. All webinars are taught by ACHP staff instructors with practical experience in Section 106 review and in developing program improvements. The ACHP offers two approaches to meet the Section 106 training needs of federal, state, tribal, and local agencies, and other organizations:

Additionally, the ACHP offers “By-request courses.” Any of the ACHP’s classroom courses can be scheduled at a location and time convenient to the course sponsor. Course content, materials, and classroom experience are the same as the open-enrollment courses with the ease of using a local facility. By-request courses offer cost savings for larger groups (20 or more) and can avoid or reduce travel expenditures. Webinars can also be scheduled by request at a cost savings for 15 or more log-ins.

Tailored courses are also available through the ACHP staff, who develops classroom training ranging from a half day to multiple days based on an organization’s individual needs. They can also develop webinars or e-Learning products by request. Content, exercises, reference materials, and delivery methods can be designed to meet specific goals the organization has for improving federal historic preservation review and compliance programs.

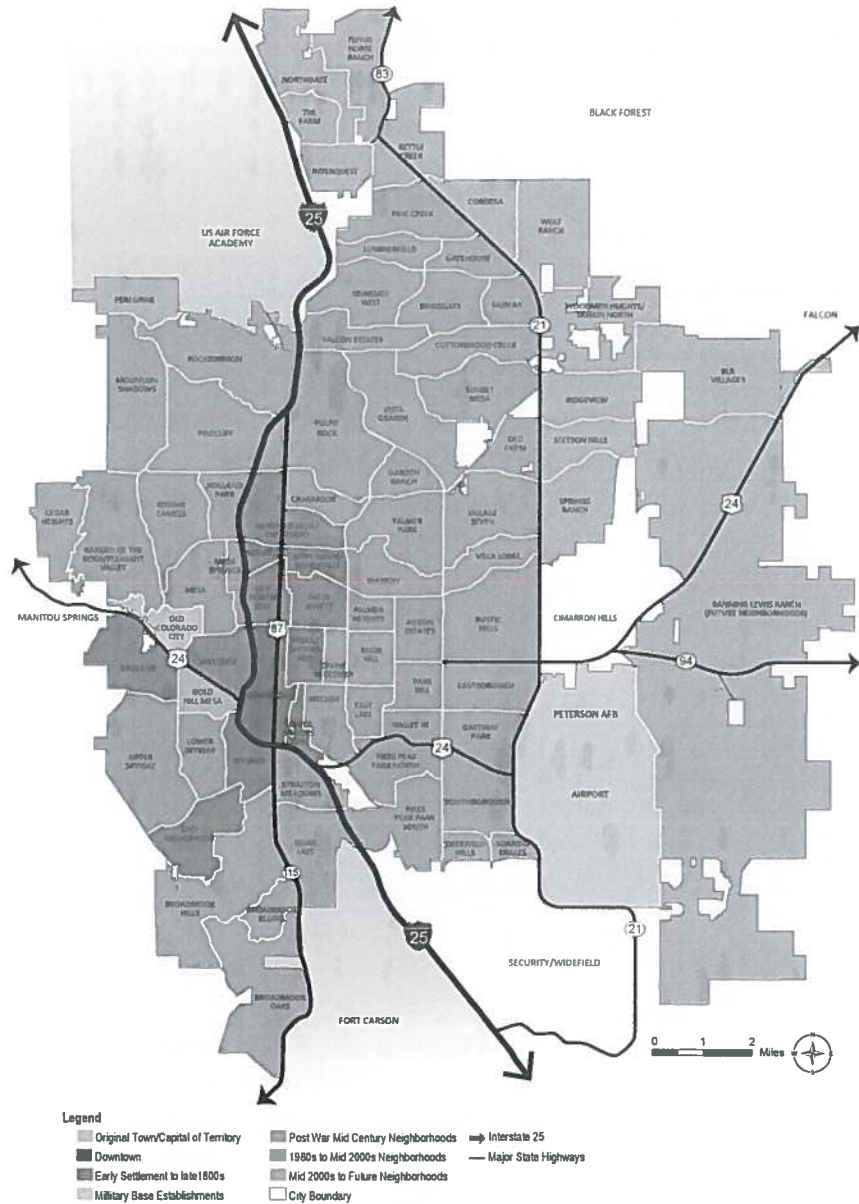
It is recommended that a Planning Department staff person be trained in Section 106 compliance and the hiring of independent contractors to carry out required studies. Contact them at [training@achp.gov](mailto:training@achp.gov) to request assistance in Section 106 training needs and objectives.

<https://www.achp.gov/training>



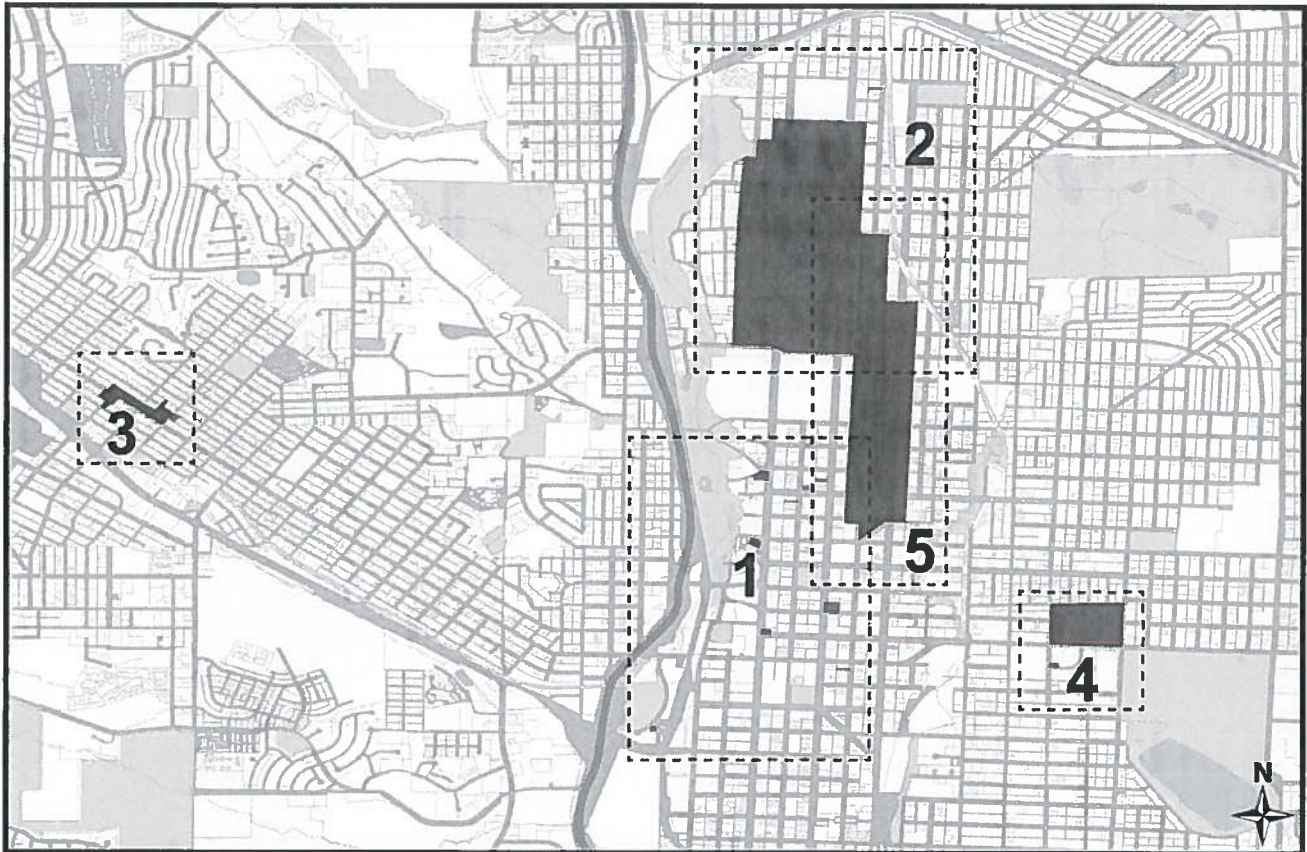


## 7.3: City Neighborhood Maps








## Historic Preservation Overlay Map



### Legend

- 1 Downtown pg 69
- 2 North End pg 70
- 3 Old Colorado City pg 71
- 4 Hillside pg 71
- 5 North Weber/Wasatch pg 72

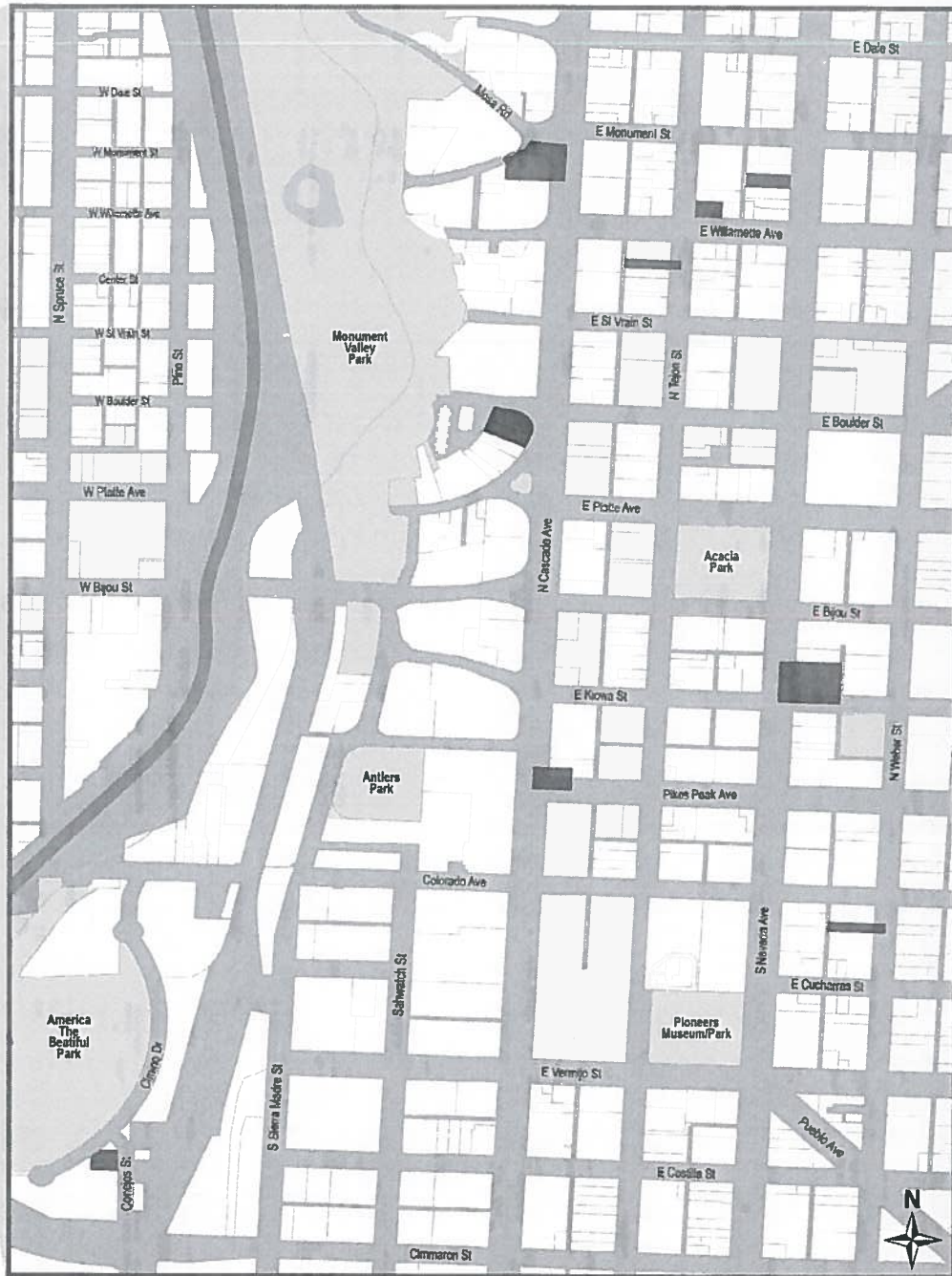
-  National Historic District
-  State Historic District
-  Historic Preservation Overlays






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## Downtown

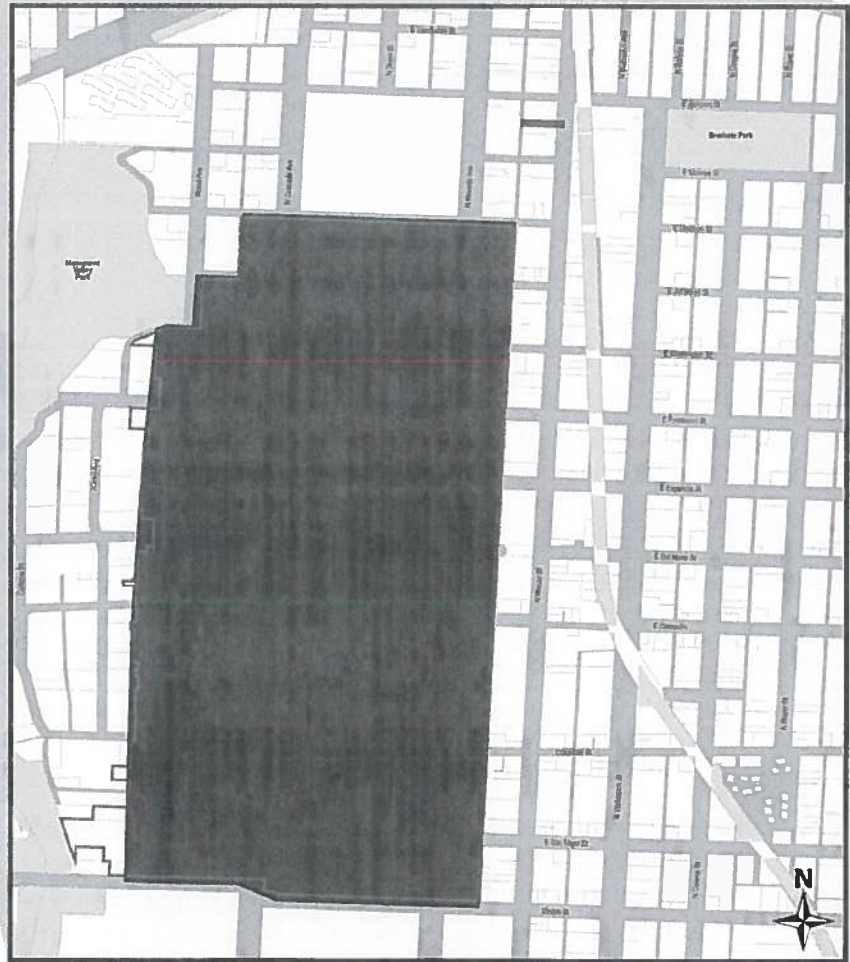
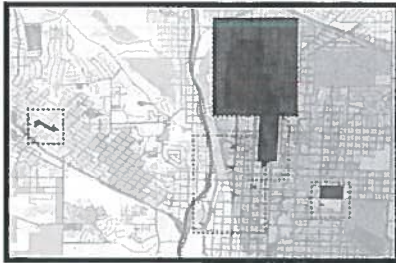




-  National Historic District
-  State Historic District
-  Historic Preservation Overlays

**Boulder Crescent National Historic District**



## North End

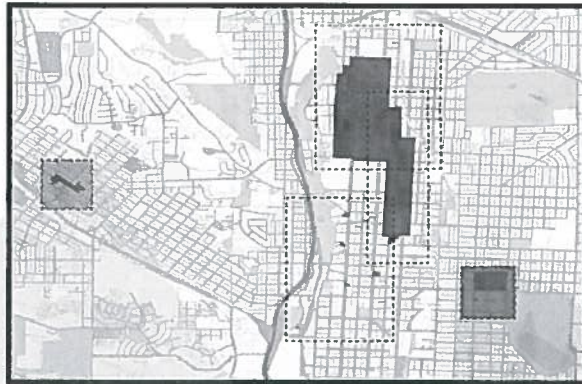


-  National Historic District
-  State Historic District
-  Historic Preservation Overlays

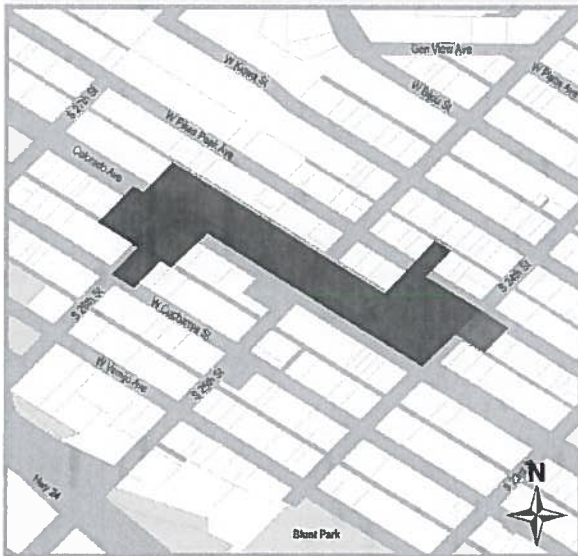
North End National Historic District



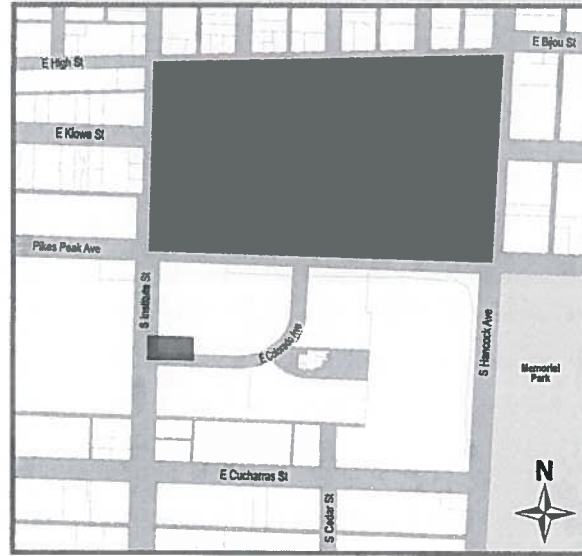
## Old Colorado City and Hillside



- National Historic District
- State Historic District
- Historic Preservation Overlays



**Old Colorado City National Historic District**



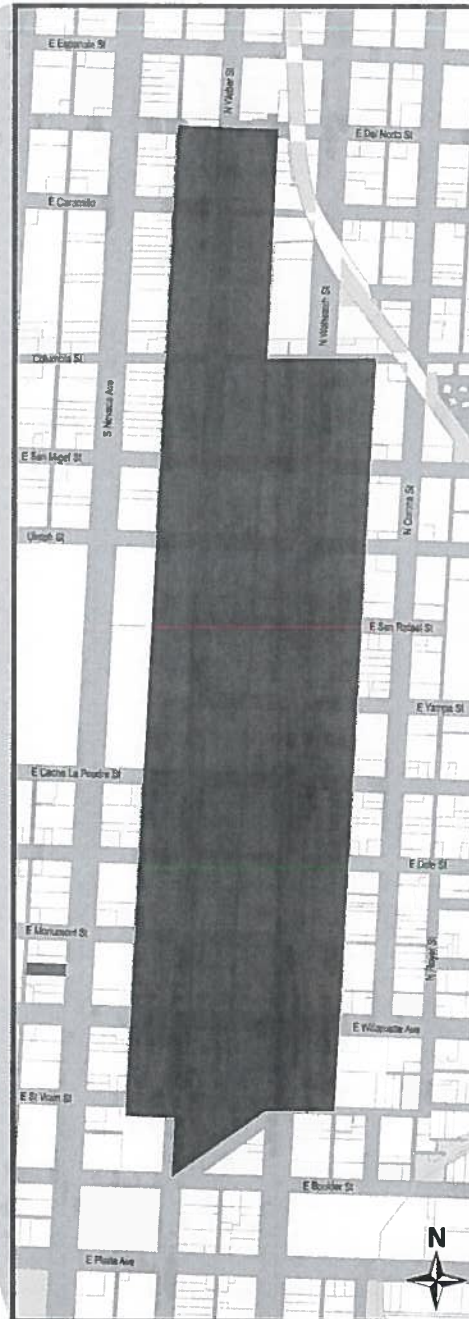
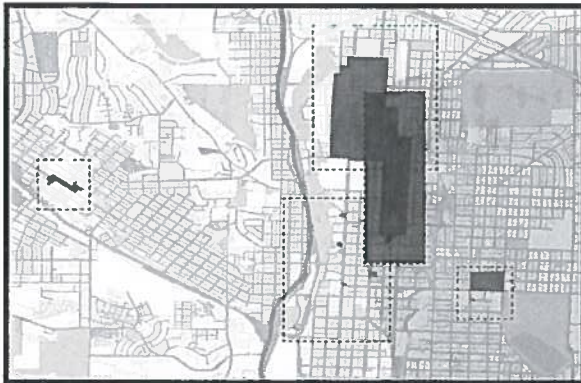
**Colorado School for the Deaf and the Blind State Historic District**




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## North Weber/Wahsatch



-  National Historic District
-  State Historic District
-  Historic Preservation Overlays

North Weber/Wahsatch National Historic District



## Colorado College Area Register of Historic Places



### National Register of Historic Places

1. Van Briggie Pottery Company	1125 Glen Ave /231 W Unintah St	4/2009
2. Ida M. Rice House	1196 N. Cascade Ave	11/2006
3. Dodge-Hamlin House	1147 N. Cascade Ave /1122 Wood Ave	12/2014
4. Lindley-Johnson-Vanderhoof House	1130 N. Cascade Ave	12/2013
5. McGregor Hall	930 N. Cascade Ave	1/2000
6. Bemis Hall	920 N. Cascade Ave	2/1997
7. Ticknor Hall	926 N. Cascade Ave	1/2000
8. Montgomery Hall	1030 N. Cascade Ave	9/1990
9. Cutler Hall	912 N. Cascade Ave	7/1986
10. Cossitt Memorial Hall	906 N. Cascade Ave	2/1997
11. Colorado Spring Fine Art Center	30 W. Dale St	7/1986
12. Monument Valley Park		1/2007
13. Judson Moss Bemis House	506 N. Cascade Ave	9/1979

14. Hagerman Mansion	610 N. Cascade Ave	9/1984
15. Gwynne-Love House	730 N. Cascade Ave	2/1987
16. Plaza Hotel	830 N. Tejon St	9/1983
17. Palmer Hall	118 E. San Rafael St	7/1985
18. Shove Memorial Chapel	1010 N. Nevada Ave	5/2005
19. Edgeplain	1196 N. Nevada Ave	11/2006
20. Lennox House	1101 N. Nevada Ave	8/1999
21. Burgess House	730 N. Nevada Ave	9/1990

### State Register of Historic Properties

22. Jackson House	1029 N. Nevada Ave	2/8/1999
23. All Souls Unitarian Church	730 N. Tejon St	8/30/2007



## 7.4 Identified Historic Properties in Colorado Springs

Central and South  
 1. Cottonwood C  
 2. Cragmore Sar  
 3. Colorado Spri

State Register of I  
 1. Herschell Idez  
 2. Colorado Sch  
 3. Lowell Elemer  
 4. Clark Mellon A  
 5. First Lutheran  
 6. Colorado Spri  
 7. First Baptist C  
 8. F.C. Austin Mf  
 9. Reynold Ranc

National Register of Historic Places	Address	listed (delisted)
<b>Southwest</b>		
1. Pauline Chapel	2 Park Ave.	2/2001
2. Claremont (Colorado Springs School)	21 Broadmoor Ave.	4/1977
3. North Cheyenne Canyon Park	2010 North Cheyenne Canyon Rd.	7/2009
4. Shrine of the Sun (Cheyenne Mt. Zoo)	4250 Cheyenne Mountain Zoo Rd.	12/1994
<b>Downtown</b>		
1. Evergreen Cemetery	1005 S. Hancock Ave.	9/1992
2. Chadbourn Spanish Gospel Mission	402 Conejos St.	7/2009
3. Maytag Aircraft Building	701 S. Cascade	1/2008
4. First Congregational Church	20 E. St. Vrain St.	10/2002
5. Colorado Springs Day Nursery	104 E. Rio Grande St.	2/1990
6. El Paso County Courthouse (Pioneers Museum)	215 S. Tejon St.	9/1972
7. Alamo Hotel	128 S. Tejon St.	9/1997
8. Rio Grande Engine No. 168	9 S. Sierra Madre St.	8/1979
9. Colorado Springs Public Library	21 W. Kiowa St.	11/1995
10. St. Mary's Catholic Church	26 W. Kiowa St.	6/1982
11. Giddings Building	101 N. Tejon St.	4/1983
12. DeGraff Building	116-18 N. Tejon St.	8/1993
13. Colorado Springs City Hall	107 N. Nevada Ave	2/2002
14. YWCA (Northwestern Mutual Life Building)	130 E. Kiowa St.	9/1979
15. United States Post Office	201 E. Pikes Peak Ave.	1/1986
16. Colorado Springs City Auditorium	231 E. Kiowa St.	11/1995
17. Atchison, Topeka and Sante Fe Pasanger Depot	555 E. Pikes Peak Ave.	9/1979
18. McAllister House	423 N. Cascade Ave.	8/1973
19. Grace and St. Stephen's Episcopal Church	601-623 N. Tejon St.	12/2011
20. North Weber St./Wahsatch Historic District		8/1985
21. Navajo Hogan	2817 N. Nevada Ave.	9/1990
22. North End Historic District		12/1982
23. Van Briggie Pottery Works	1125 Glen Ave.	4/2009
24. El Pomar	1661 Mesa Rd.	11/1995
<b>Westside</b>		
1. Midland Terminal Railroad Roundhouse	600 S. 21st St.	7/1979
2. Second Midland School	815 S. 25th St.	9/1980
3. Old Colorado City Historic District		11/1982
4. Stockbridge House (Amarillo Hotel)	2801 W. Colorado Ave.	9/1980
5. Colorado City's First City Hall	2902 W. Colorado Ave.	6/1982
6. Chambers Ranch (Rock Ledge Ranch)	3202 Chambers Way	11/1979
7. Glen Eyrie	3280 N. 30th St.	4/1975
8. Emannuel Presbyterian Church	419 Mesa Rd.	5/1984





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Historic Properties	Address	listed (delisted)
East		
Creek Bridge	Vincent Bridge over Cottonwood Creek	10/2001
atorium (UCCS Main Hall)	1420 Austin Bluffs Pkwy.	5/1998 (9/2002)
ngs Municipal Airport (Peterson AFB)	13205 Peterson Ave.	11/1996
il Two-Abreast Carousel (Zoo)	4250 Cheyenne Mountain Zoo Rd.	9/10/1997
ool for the Deaf & the Blind	33 N Institue St.	3/11/1998
itary School	831 S. Nevada Ave.	3/8/1995
partments	218-232 1/2 E. Fountain Blvd.	8/11/1993
Church	301 E. Platte Ave.	7/13/1994
ngs & Interurban Car No. 59	Rock Island Roundhouse	11/09/1994
urch of Colorado City	1 S. 24th St.	6/14/1995
g. Co Sprinkler Wagon	3202 Chambers Way	3/8/2000
h	225 North Gate Rd.	9/10/1997



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## Online and Web-based Resources

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- History Colorado: <https://www.historycolorado.org/archaeology-history-and-preservation>. Multiple programs links.
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- City of Denver, Community Planning and Development/Landmark Preservation: Comprehensive Plan 2000: <https://www.denvergov.org/content/denvergov/en/community-planning-and-development/>



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Figure 3: Mining Exchange [https://www.tripadvisor.com/Hotel\\_Review-g33364-d2557595-Reviews-The\\_Mining\\_Exchange\\_a\\_Wyndham\\_Grand\\_Hotel\\_Spa-Colorado\\_Springs\\_El\\_Paso\\_County\\_Colorado.html](https://www.tripadvisor.com/Hotel_Review-g33364-d2557595-Reviews-The_Mining_Exchange_a_Wyndham_Grand_Hotel_Spa-Colorado_Springs_El_Paso_County_Colorado.html)

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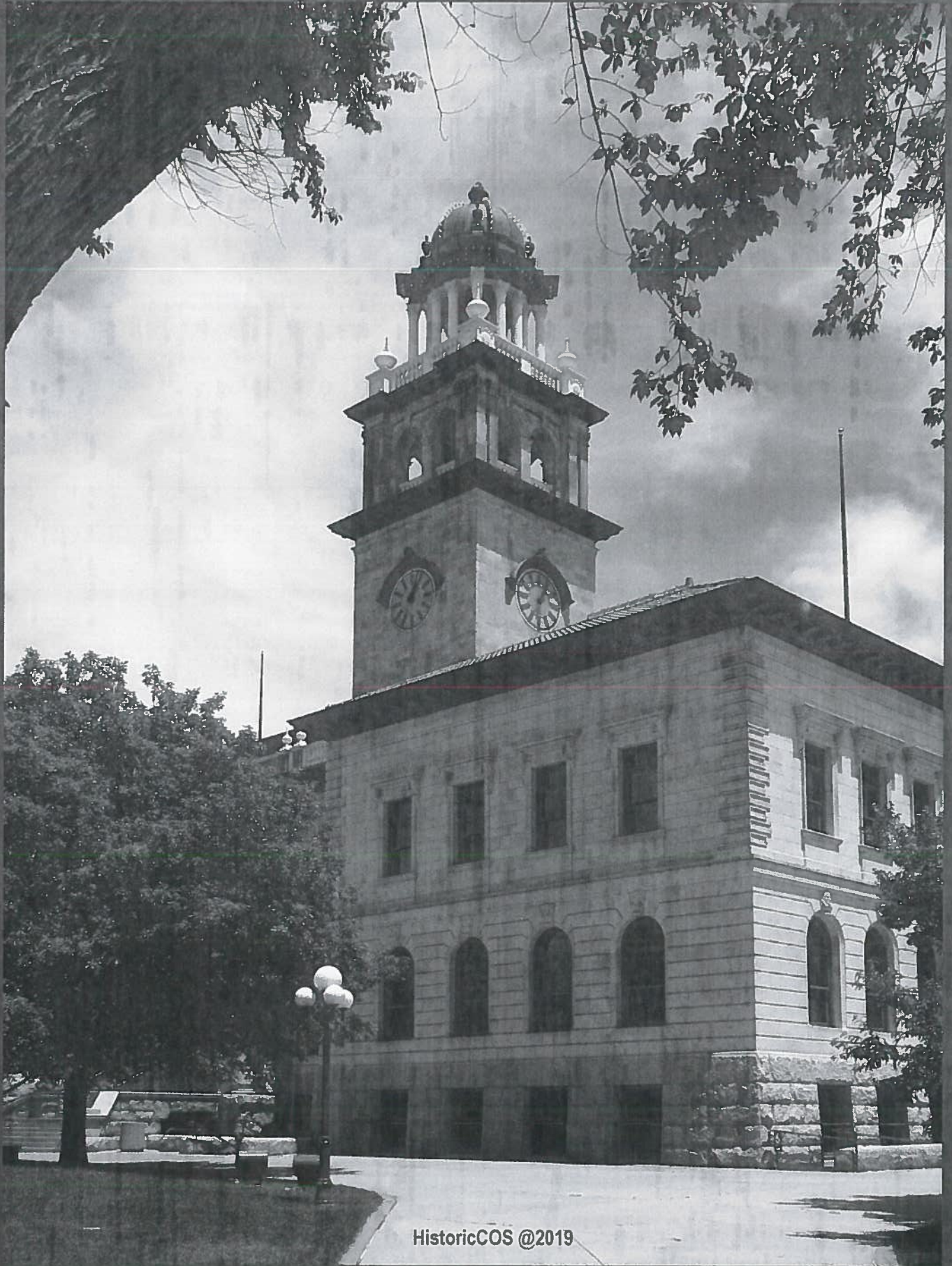
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