

City Council

Study Session Agenda

**September 8, 2015
Library Conference Room
951 Spruce Street
7:00 PM**

Note: The time frames assigned to agenda items are estimates for guidance only. Agenda items may be heard earlier or later than the listed time slot.

- | | | |
|-----------------------|-------------|---------------------------------------------|
| 7:00 p.m. | I. | Call to Order |
| 7:00 p.m. – 7:30 p.m. | II. | Discussion – Library Board of Trustees |
| 7:30 p.m. – 8:00 p.m. | III. | Discussion – Historical Commission |
| 8:00 p.m. – 9:00 p.m. | IV. | Discussion – Draft Preservation Master Plan |
| 9:00 p.m. – 9:05 p.m. | V. | City Manager’s Report & Advanced Agenda |
| 9:05 p.m. – 9:10 p.m. | VI. | Identification of Future Agenda Items |
| 9:10p.m. | VII. | Adjourn |

SUBJECT: ANNUAL REPORT – LIBRARY BOARD OF TRUSTEES

DATE: SEPTEMBER 8, 2015

PRESENTED BY: LIBRARY BOARD TRUSTEES PAUL KARLZEN, JEANNIE SCHUMAN, ALICIA MAHONEY

LIST HIGHLIGHTS AND SUCESESSES OF THE PAST YEAR:

Strategic Plan goal: *Promote Literacy*—

- Distribution of ‘One Book 4 Colorado’ title to area four-year-olds
- Support for this year’s ‘On The Same Page’ titles, *Being Mortal* and *Benediction*
- Maintenance and stocking of the three Board-sponsored ‘Little Libraries’

Strategic Plan goal: *Build Community*

- Continuously reviewing Library policies and Strategic Plan
- Partnering with the Library Foundation and Zonta International to provide free books to children at Community Food Shares
- Mapping current Library card holders and identifying geographic areas where Library use is low
- Educating community members about Library resources and services through two new flyers included in the City’s *Community Update* and the Town of Superior’s website
- Supporting targeted Library marketing at Balfour and Back to School nights
- Adding content to the Board’s page of the Library’s website
- Collaborating with the Library Foundation Board to share news about projects and to support the Foundation’s efforts to equip the Library’s Makerspace
- Hosting the Board’s annual appreciation luncheon for Library staff

WHAT WORKED WELL FOR YOUR BOARD THIS PAST YEAR?

Library Board members work very well together! As advocates for patrons and helpers to library staff, we know and celebrate the quality of what our Library does and provides to our community, and we look for ways to enhance those offerings.

The Board continuously reviewed Library policy and updated the Library’s Strategic Plan, as it does each year. The Board also monitors the Library’s annual Work Plan.

WHAT DID NOT WORK WELL FOR YOUR BOARD THIS PAST YEAR?

SUBJECT: ANNUAL REPORT – LIBRARY BOARD OF TRUSTEES

DATE: SEPTEMBER 8, 2015

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Delving into the demographic details of users and non-users of the library requires time and diligence. Although there are firms that do sophisticated demographic analysis, there is no funding for this, so the Board has attempted to analyze and draw its own conclusions about use related to where people live and the trends the data represent. The Board is interested in reaching out to non-users by producing door hangers or other introductory pieces and distributing them to neighborhoods with low library participation, but funding those is also an issue.

LIST PLANS/GOALS FOR NEXT YEAR:

1. Continue to look for ways to market the Library to Louisville and Superior residents, especially to non-users
2. Continue to support Library programs and policies
3. Support Library staff with outreach to schools
4. Celebrate the 10-year anniversary of our beautiful Library building!

IN WHAT AREAS DO YOU NEED CITY COUNCIL INPUT/FEEDBACK?

We'd like Council to appreciate the great value our Library provides for the City resources invested in it. Drawing an average of 800 visitors every day, the Library is an anchor that promotes downtown vitality.

KNOWING THAT FUNDING IS LIMITED AND NOT ALL PROGRAMS WILL BE A PRIORITY IN ANY GIVEN BUDGET YEAR, WHAT PROJECTS/ PROGRAMS/POSITIONS ETC. DOES THIS BOARD RECOMMEND THE CITY COUNCIL FUND IN NEXT YEAR'S BUDGET?

Although there are no plans for additional staff at the Library in the 2016 budget, the Board would like to draw attention to the charts included in the presentation (and in the packet) that show the high per capita use of the Library and its low staffing, compared to other libraries in the state serving populations from 25,000 to 100,000. The two 20-hr. per week staff members added at intervals in 2015 will help as programming numbers continue to rise, but staffing levels are still low for the level of service delivered.

The Board is excited at the potential of the Library's new Makerspace to give residents of all ages opportunities for hands-on learning about programming, circuitry, audio and video production, and other science, technology, engineering, and science (STEM) concepts. Fundraising for equipment has so far been done by the Library's Foundation. The Library Board would like to see the City also provide support for this important effort to strengthen STEM learning through informal education.

ARE THERE LEGISLATIVE ISSUES (NEW LAWS, AMENDMENTS, CODES, ETC.) THIS BOARD WOULD ENCOURAGE THE CITY COUNCIL TO CONSIDER?

SUBJECT: ANNUAL REPORT – LIBRARY BOARD OF TRUSTEES

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The Board is very supportive of the funding provided by the State to public libraries in 2013, 2014, and 2015. This year the money provided to Louisville was used by Children’s librarians to replace outdated and worn nonfiction books, many in STEM subject areas.

The Library Board has helped distribute ‘One Book 4 Colorado’ books to four-year-olds living in Superior and Louisville. This State-funded program gives a copy of a chosen title annually to all four-year-olds in Colorado. We urge support for this ongoing program from the State Library.

DO YOU HAVE QUESTIONS FOR THE CITY COUNCIL?

Q&A.

RECOMMENDATION:

Discussion

ATTACHMENT(S):

1. PowerPoint of Council presentation

Louisville Library Board of Trustees *City Council Study Session*

September 2015

The Louisville Public Library's mission is to inform, involve, and inspire
the communities we serve.

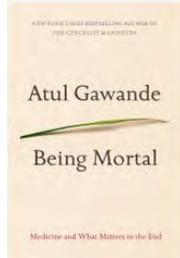


Library Board Accomplishments



Promote Literacy

One Book 4 Colorado



Support for On the Same page

Maintain and Stock Little Libraries



Building Community

Community Food Share

Library Appreciation Event

Policy Work and Revising Our Strategic Plan

Library Foundation Liaison

Photo Page of Trustees



Marketing the Library

Reaching Out to Non-Users

August Newsletter

Analysis of Non-Users



Back to School Nights



Visit to Balfour

Board Plans and Goals

- **2015 Planned Board Activities**
 - Celebrate 10th Anniversary in this building
 - Identify marketing opportunities for library services to Louisville and Superior residents, especially non users.
 - On going support of library programs and policies.
 - Support Library staff outreach to schools.

Library Highlights



Improve Basic City Services

New Library Website



New Library Catalog Display

PIKA



Gale Courses



Markerspace

Stem Programs



Anatomy in Clay



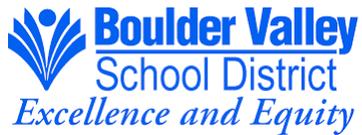
Space Science Institute's National Center Partnership



Electronic Fee Pay

Improve Coordination with BVSD

School visits and Outreach



Staff spoke with 3,000 grade school students and more than 600 teens during school visits in 2014-15.

Improve Efficiency and Effectiveness

Electronic Selection and Acquisition of Library Materials



Maintain Library Services

Summer Reading Program



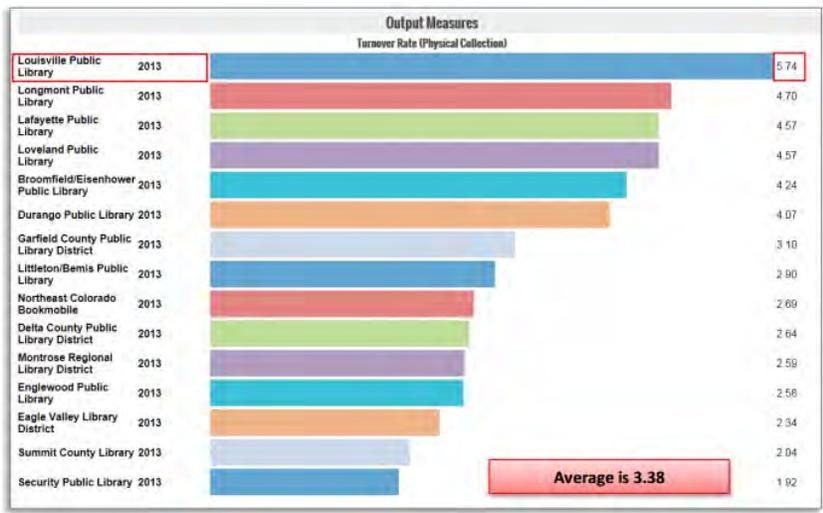
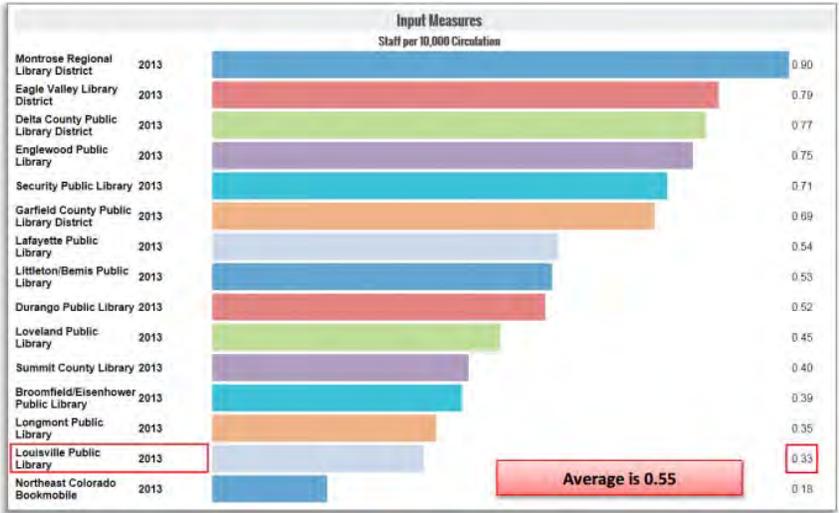
1,350 Children
Over 200 Teens
More than 100 Adults



Increased Program Attendance

COLORADO PUBLIC LIBRARIES SERVING 25,000-100,000





Thank you!!

Sherri Lancton
Paul Karlzen
Leslie Dinauer

President
Vice President
Secretary

Other Board Members

Alicia Mahoney
Helana Lehner
Jeannie Schuman
Hank Dalton
Debra Williams

Louisville City Council
Superior Representative

SUBJECT: ANNUAL REPORT – LOUISVILLE HISTORICAL COMMISSION

DATE: SEPTEMBER 8, 2015

**PRESENTED BY: DAN MELLISH, HISTORICAL COMMISSION CHAIR
MISSY DIEHL, HISTORY FOUNDATION CHAIR**

LIST HIGHLIGHTS AND SUCCESSES OF THE PAST YEAR:

Maintain Small Town Character

- More open hours for the Museum
- Instituted popular “15-minute Museum Talks” for First Friday Art Walks
- The Historical Commission’s Labor Day Parade float featured historic photos of the museum campus buildings
- *The Louisville Historian* is sent to over 800 households quarterly, sharing the story of the City’s past
- Over 400 school children visited the Museum to learn about our history

Promote Economic Sustainability

- Through July 2015, Museum visitorship rose 18% over 2014
- The Museum hosts monthly walking tours in the spring and summer, often with capacity attendance

Protect and Preserve Louisville’s History

- The much anticipated Needs Assessment for the Historical Museum’s campus was completed in November, outlining a plan for safe storage of the collection
- Staff digitized 2,300 items, allowing for online research
- Museum staff continues writing detailed historical property reports for the HPC, adding to the nearly 300 already created.
- Complete bound editions of the Louisville Times from 1942 to 2007 received from the publisher, likely the only existing uninterrupted run
- Recording of oral histories by long-time residents continues
- Dick Del Pizzo, creator of the Louisville replica housed in the Jordinelli House, received the Commission’s Pioneer Award
- The Foundation served as the fiscal sponsor of the Louisville Law Enforcement Memorial at Helburg Park, helping raise over \$40,000

WHAT WORKED WELL FOR YOUR BOARD THIS PAST YEAR?

- Creation of Louisville History Foundation allowed for the Commission to focus on the mission and promotion/development of the Museum

WHAT DID NOT WORK WELL FOR YOUR BOARD THIS PAST YEAR?

- The Commission and Foundation were disappointed that no money was earmarked in the five-year Capital Improvement budget for the redevelopment of the Museum campus

LIST PLANS/GOALS FOR NEXT YEAR:

- Adoption of the Historical Museum Master Plan, including a Business Plan
- Addition of one thousand items to the online database of historical photographs and documents
- Development of a plan to implement recommendations in the 2014 Needs Assessment report
- Development of a capital campaign strategy for the History Foundation, in support of the implementation of the Needs Assessment report recommendations
- Reconsideration of Foundation membership levels and benefits for individuals and businesses

WHAT IS YOUR BOARD’S MISSION STATEMENT AND DO YOU THINK IT NEEDS ANY UPDATING OR CHANGING:

“The mission of the Louisville Historical Commission is to advise City Council in the development and use of the Louisville Historical Museum and to promote public awareness of the history of Louisville, Colorado and its surrounding community, with an emphasis on the coal-mining era, 1877-1955. The Commission establishes and monitors criteria for the collection, preservation, and display of historical artifacts, documents, and structures by the Louisville Historical Museum.”

- The mission statement was revised in May of last year, reflecting changes upon the creation of the Louisville History Foundation

IN WHAT AREAS DO YOU NEED CITY COUNCIL INPUT/FEEDBACK?

Members of the Historical Commission and the History Foundation look forward to the opportunity to discuss with Council how the plan for the Historical Museum’s future will develop. How should the community be involved? How can the plan be funded, and when?

As shared with Council on December 16, 2014, the Museum’s Needs Assessment, done by Metcalfe & Associates, evaluates the current Museum’s facilities and potential. It envisions a revitalized campus that capitalizes on the Museum’s strategic location at the Main Street terminus of the planned South Street Gateway. In addition to redistributing and enlarging display space, the plan calls for providing adequate, safe storage for the Museum’s photos, documents, and artifacts. It also proposes utilizing the landscaped portion of the campus for outdoor events, some of which could be revenue producing. In addition to storage and display space, the proposed new building on the currently vacant Main Street lot contains a City Visitors’ Center, RDA-compliant

restrooms (there are none on campus currently), a community meeting room, and office space.

A grant request for Historic Structure Analysis has been submitted to the State Historical Fund by the Planning Department for three of the Historical Museum's buildings. Staff in the Planning Department has begun to complete the Museum's Improvement Survey Plat, start the Special Review Use process, consider PUD needs, and initiate needed alterations certificates.

There is currently CIP funding in 2017 for design work of the Historical Museum campus. With firm costs developed after the design is completed, the Historical Commission and the History Foundation envision a combination of funding sources to complete the project. These may include grant funding from the Department of Local Affairs, the State's Economic Development Fund, and the State Historical Fund; additional monies may come from the City's Capital Improvement Projects funding, proceeds from the History Foundation's fundraising efforts, and/or HPF contributions.

KNOWING THAT FUNDING IS LIMITED AND NOT ALL PROGRAMS WILL BE A PRIORITY IN ANY GIVEN BUDGET YEAR, WHAT PROJECTS/ PROGRAMS/POSITIONS ETC. DOES THIS BOARD RECOMMEND THE CITY COUNCIL FUND IN NEXT YEAR'S BUDGET?

- Although the Historic Structure Analyses have not been completed and no cost estimates consequently exist, repairs or restoration work may be needed for the Tomeo House and/or the Jacoe Store.
- Inclusion in 2017 of \$227,500 for design of the Museum campus as outlined in the 2014 Needs Assessment is strongly supported by members of the Commission and Foundation.

ARE THERE LEGISLATIVE ISSUES (NEW LAWS, AMENDMENTS, CODES, ETC.) THIS BOARD WOULD ENCOURAGE THE CITY COUNCIL TO CONSIDER?

- Continued legislative support for the State Historical Fund.

DO YOU HAVE QUESTIONS FOR THE CITY COUNCIL?

What do you see as the most viable options for funding a portion of the costs to renovate the Historical Museum's campus as well as expanded operations with additional facilities? The power point presentation focuses on this issue and the Historical Commission looks forward to gaining input/feedback from the City Council.

RECOMMENDATION:

Discussion

ATTACHMENT:

1. Presentation



ANNUAL REPORT: LOUISVILLE HISTORICAL COMMISSION

CITY COUNCIL STUDY SESSION
SEPTEMBER 8, 2015

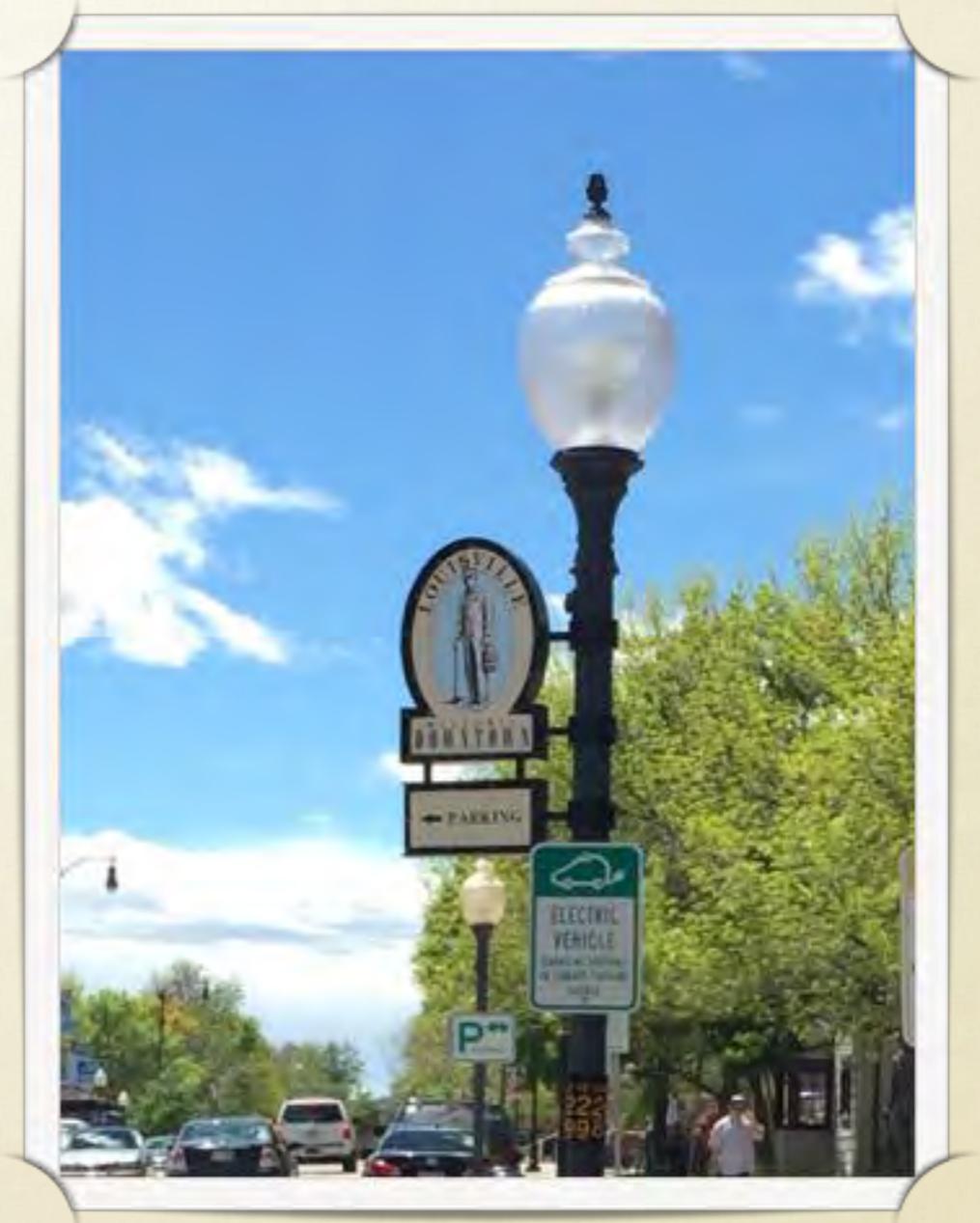


Investing **our past** into **our future**.

MAINTAIN SMALL TOWN CHARACTER

*“Perhaps the biggest benefit of **heritage tourism** is that opportunities increase for diversified economies, ways to prosper economically while **holding on to the characteristics that make communities special.**”*

— National Trust for Historic Preservation



PROTECT AND PRESERVE LOUISVILLE'S HISTORY

*“Heritage tourism is traveling to experience the places and activities that **authentically represent the stories and people of the past.**”*

— National Trust for Historic Preservation



PROMOTE ECONOMIC SUSTAINABILITY

“Preserving historic, cultural, and natural resources combines with the development and marketing of tourism to sustain local economies.”

— National Trust for Historic Preservation



POSSIBLE FUNDING SOURCES

- Department of Local Affairs (DOLA)
- Colorado Historic Development Fund
- State Historic Fund (SHF)
- City Capital Improvement Project Funds
- History Foundation's Capital Campaign
- Historic Preservation Fund (HPF)



WHAT WE DO

HISTORICAL COMMISSION

- Advise City Council in the development and use of the Louisville Historical Museum
- Promote public awareness of the history of Louisville, and its surrounding area
- Establish and monitor criteria for the collection, preservation, and display of historical artifacts, documents, and structures

HISTORY FOUNDATION

- Stimulate broad-based support for local history and the Louisville Historical Museum
- Encourage the development of the Museum through fundraising, advocacy and education

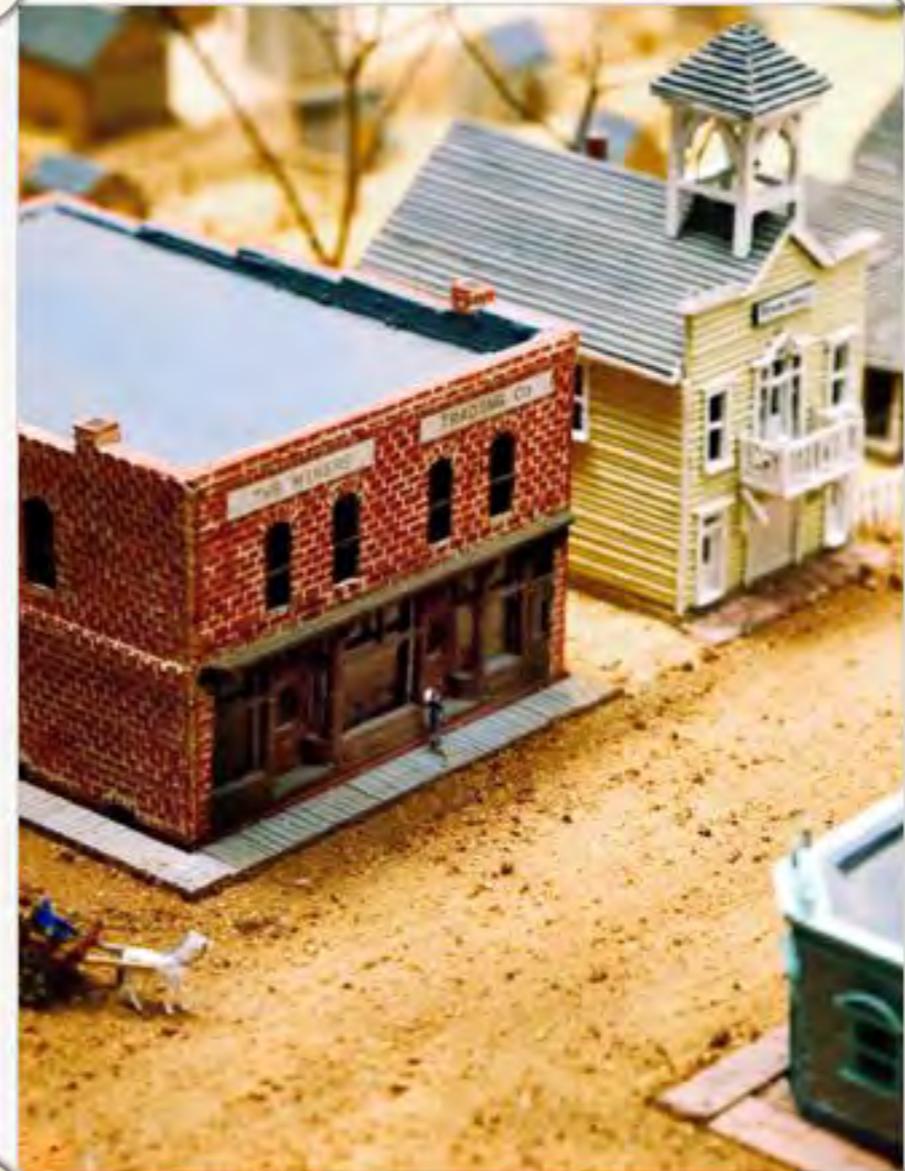
LOUISVILLE HISTORY

FOUNDATION

LET'S DISCUSS

The Visitor Center and revitalized museum campus will be strategically located at the Main Street terminus of the planned South Street gateway.

- How should the community be involved in this effort?
- How can the project be funded, and when?
- What is our strategy to bring this project to fruition?



SUBJECT: DISCUSSION – DRAFT PRESERVATION MASTER PLAN

DATE: SEPTEMBER 8, 2015

**PRESENTED BY: HISTORIC PRESERVATION COMMISSION
LAUREN TRICE, PLANNING AND BUILDING SAFETY**

SUMMARY

The 2013 Comprehensive Plan includes Policy CH-1.1 that states, “The City should create a Preservation Master Plan to define a period of significance and identify resources and guide the City’s Historic Preservation Program and the use of Historic Preservation Funds.” To implement this policy the City’s staff has worked with the Historic Preservation Commission and many others to complete a draft City-wide Preservation Master Plan. The Preservation Master Plan process sought community input to develop a plan that reflects the values of Louisville’s citizens. The completed draft Plan is the result of the collaborative efforts of a wide variety of community stakeholders who participated in this process. The Preservation Master Plan Purpose and Vision are as follows:

Purpose

The purpose of the Plan is to outline Louisville’s City-wide voluntary historic preservation program for the next twenty years.

Vision

The citizens of Louisville retain connections to our past by fostering its stewardship and preserving significant historic places. Preservation will reflect the authenticity of Louisville’s small-town character, its history, and its sense of place, all of which make our community a desirable place to call home and conduct business.

The Plan outlines ways to improve preservation practice, public awareness, resource preservation, partnerships, and preservation incentives. As noted in the plan, “Historic preservation is a powerful movement that benefits not only the owners of landmark properties, but also the community as a whole. Historic Preservation...

- Protects Louisville’s architecture, history and small-town character
- Creates sense of place, differentiating Louisville from other nearby communities
- Fosters community identity, inspiring pride in the places most closely linked to Louisville’s history
- Promotes heritage tourism, encouraging visitors to experience Louisville’s historic places
- Contributes to environmental sustainability
- Encourages public reinvestment, especially through Louisville’s Historic Preservation Fund, and stimulates private spending

The Historic Preservation Commission, Sustainability Advisory Board, Business Retention and Development Committee, and Historical Commission have reviewed the Plan and offered comments. These comments along with those received tonight and at upcoming meetings with the Open Space Advisory Board, Downtown Business Association, Planning Commission and Revitalization Commission will be incorporated into an updated draft of the Plan. The final draft of the Preservation Master Plan will be reviewed by the Historic Preservation Commission on September 23rd and by City Council on October 6th.

FISCAL IMPACT

If approved, the Preservation Master Plan includes several actions items that will impact staff time and workload. One of the action items included in the Plan is to start a Historic Preservation Intern program. Staff submitted a 2016 budget request for \$20,152 to hire an intern for 24 hours/week.

Funding of the action items outlined in the Preservation Master Plan will rely upon a variety of sources. Until its sunset in 2018 the HPF will be employed to fund initiatives. If the sales tax is renewed, the HPF will continue to fund action items. As a Certified Local Government, Louisville is eligible to apply annually for CLG grants through the State preservation office. Eligible CLG grant projects include historic context research, surveys, outreach, training, and innovative projects. In addition, the State Historical Fund has two rounds of competitive grants each year. These grants can be used for education and survey components of the Plan. As a Forum member of the National Trust for Historic Preservation, Louisville also is eligible to apply for grants from this national organization. These grants fund projects related to sustainability, diversity and interpretation. Grants for specific types of preservation projects also are available through the National Park Service Historic Preservation Fund. Staff will pursue grants from all these sources and seek additional funding, as needed, with capital and operating budget requests during the City’s annual budgeting process.

RECOMMENDATION

Staff requests City Council discussion on the Goals, Objectives, and Action Items sections of the draft Preservation Master Plan (beginning on page 35, and specifically the Implementation Chart on pages 42-43) during tonight’s study session.

ATTACHMENT(S):

1. DRAFT Preservation Master Plan
2. Presentation



preservation master plan

“a connection to the city’s heritage”



City Council

Bob Muckle, Mayor
Hank Dalton, Mayor Pro Temp, Ward 3
Jay Keany, Ward 1
Chris Leh, Ward 1
Jeff Lipton, Ward 2
Susan Loo, Ward 2
Ashley Stolzmann, Ward 3

Historic Preservation Commission

Kirk Watson, Chair
Lynda Haley, Vice Chair
Dana Echohawk
Jessica Fasick
Deb Fahey
Mike Koertje
Peter Stewart

City Boards and Commissions

Business Retention & Development Committee
Cultural Council
Historical Commission
Open Space Advisory Board
Revitalization Commission
Sustainability Advisory Board
Youth Advisory Board

Planning & Building Safety Department

Lauren Trice, Preservation Planner
Troy Russ, Planning and Building Safety Director
Ken Swanson, Chief Building Official
Sean McCartney, Principal Planner
Scott Robinson, Planner II
Monica Garland, Senior Administrative Assistant

City Staff

Malcolm Fleming, City Manager
Meredyth Muth, Public Relations Manager
Kevin Watson, Finance Director
Beth Barrett, Library Director
Aaron DeJong, Economic Development Director
Suzanne Janssen, Cultural Arts/Special Events
Bridget Bacon, Museum Coordinator

Consultant

Mary Therese Anstey, HlstoryMatters, LLC

Interviewed Stakeholders

Randy Caranci, Louisville Mill Site, LLC
Andy Johnson, DAJ Design
Mark Zaremba, Zaremba Graphic and Web Solutions
Elizabeth Ryterski, RE/MAX Alliance Louisville

Special Thanks To

Karen Fohrman, Louisville Elementary School
Patrick Eidman, History Colorado

All citizens of Louisville who participated in public meetings throughout the Preservation Master Plan process.





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endorsement letter







Reasons for Creating the Plan

Louisville, Colorado, established as a mining town in 1878, has evolved to become one of the most livable small towns in the United States. Looking forward, as Louisville continues to evolve, historic preservation offers an opportunity for the City to celebrate its past and ensure its heritage continues to be an important component of what makes this community special well into the future. Louisville's unique voluntary preservation program, supported by a dedicated sales tax, recognizes the historical and architectural significance of nearly thirty local landmarks and honors the links to the community's mining, agricultural, railroad, residential and commercial, and employment history these properties represent.

The City's 2013 Comprehensive Plan update recommended adoption of a master plan to define the goals of the Preservation Program and offer strategies for achieving defined objectives. The Comprehensive Plan implementation table calls for the adoption of a Preservation Master Plan within three years of adoption. This preservation plan upholds the fourteen core community values expressed in the Comprehensive Plan, namely Louisville's commitment to:

"A Connection to the City's Heritage...where the City recognizes, values, and encourages the promotion and preservation of our history and cultural heritage, particularly our mining and agricultural past."

- 2013 Comprehensive Plan

The intention of this Preservation Master Plan is to guide the practice of preservation, reinforce its voluntary nature, increase public awareness, preserve resources, develop partnerships, and increase preservation incentives. The Plan looks twenty years into the future of Louisville's Historic Preservation Program. The study area for the project extends beyond Old Town and Downtown Louisville, encompassing preservation practice citywide.

The Preservation Master Plan also shares affinity with other planning documents. The City of Louisville's historic Preservation Program is part of a larger organization, contributing to an integrated federal-state-local preservation system. This participation within the national preservation structure comes with specialized responsibilities for the City's preservation program. For example, Louisville must develop strategies for how to survey and preserve historic resources. These requirements feature prominently throughout the Preservation Master Plan. City staff also consulted the most recent version of the State of Colorado's historic preservation plan, The Power of Heritage and Place, for inspiration. The City of Louisville's Preservation Master Plan addresses several goals and objectives from this Colorado State Preservation Office document, specifically the recommendation that Colorado's cities "Advocate for comprehensive municipal historic preservation."

How to Use the Plan

The Preservation Master Plan is a guide to review and take action on improving and strengthening the Louisville's voluntary based historic preservation initiatives. The Preservation Master Plan is not regulatory, but is instead an advisory document. Since the Preservation Master Plan does not have the force of law, the City must rely on other regulatory measures to implement the recommendations of the Preservation Master Plan. The Louisville Municipal Code (LMC) is the primary regulatory tool available to the City. The Historic Preservation Ordinance, Title 15 Chapter 36 of the Louisville Municipal Code, represents the most relevant text for this Preservation Master Plan.

The Plan is divided into the following sections:

- The Introduction section describes the reasons for developing the Plan and the public process for creating the Plan.
- The Preservation in Louisville section begins with overviews of both Louisville's history and its

historic building stock, two topics directly related to historic preservation. The discussion of preservation in Louisville then transitions to the benefits of preservation, explaining why it is important. A brief review of key dates in Louisville's preservation history traces the development and evolution of this important city activity. The Preservation 101 subsection offers basic information needed to better understand the content of the Plan, especially the two remaining subsections: a description of Louisville's current preservation program and a focus upon achievements and issues currently facing the Preservation Program.

- The Plan section is the "heart" of the document. It outlines the Goals, Objectives, and Action Items, the end result of the public input process and work of everyone involved. This section also includes an implementation table to prioritize the action items and monitor the progress of the Plan.
- The Appendix includes a chart on various historic preservation strategies.



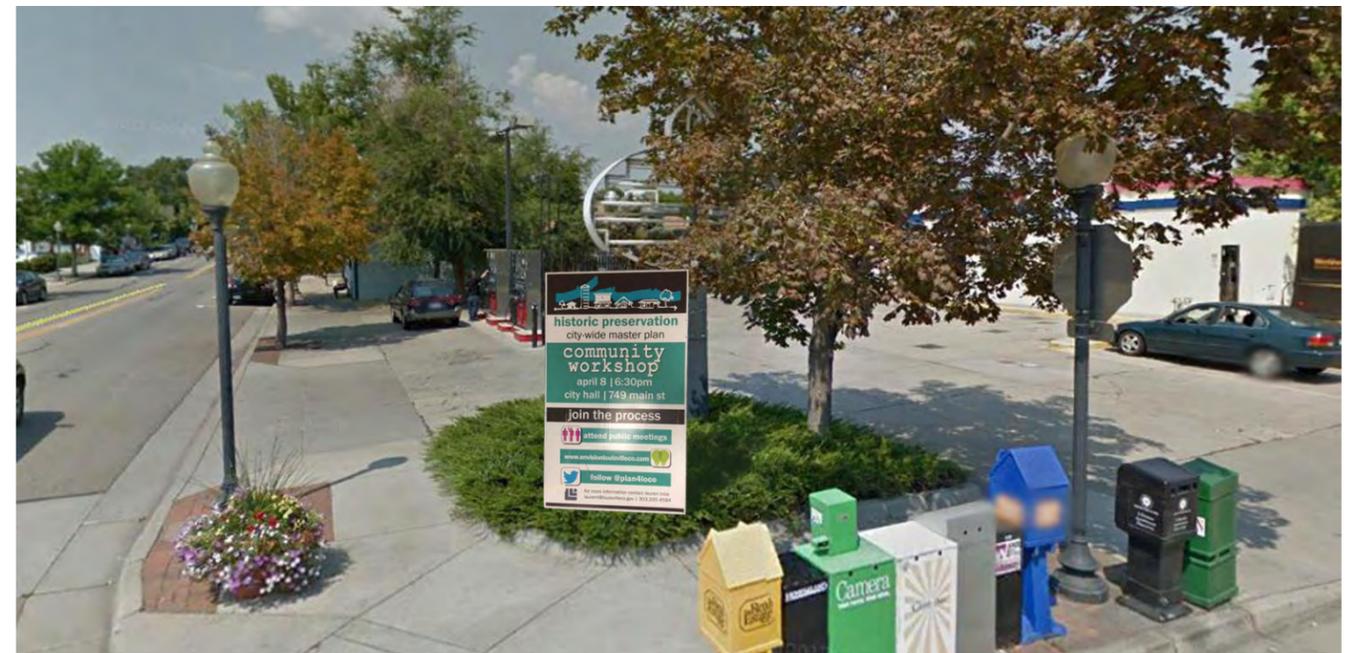
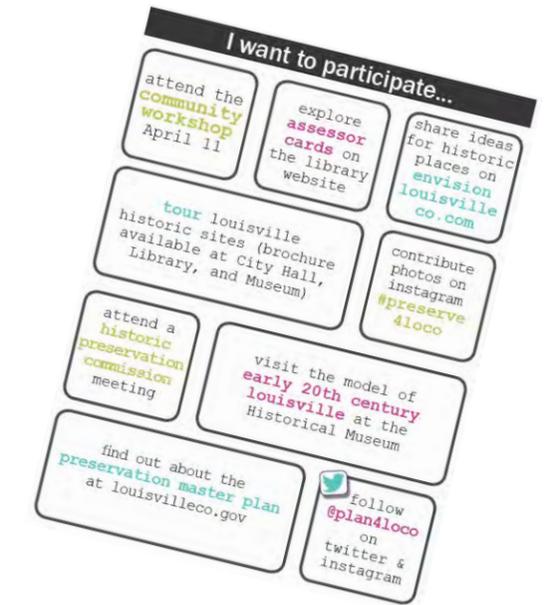
introduction



Creation of the Plan

The Preservation Master Plan process sought community input to develop a plan that reflects the values of Louisville’s citizens. The completed Plan reflects the collaborative efforts of a wide variety of community stakeholders: residents, business owners, the Historic Preservation Commission, City Council, and all of the City’s citizen boards and commissions. To develop this document City Planning staff and HistoryMatters, LLC followed a four-phase process: vision, evaluation, goals, and implementation.

The public had several opportunities for participation during the four phases of the planning process: Kick-Off Meeting, EnvisionLouisvilleCO.com website, Customer Satisfaction Survey, Open House, and Community Workshop. The City encouraged participation in the plan through mailings, flyers, large public hearing signs, Facebook, Twitter, City newsletter, and City website. In addition, Planning staff conducted several stakeholder interviews with representatives from the business, architecture, and real estate communities.



Phase 1: Vision

This phase focused on creating purpose and vision statements for the Preservation Master Plan and the next twenty years of Louisville’s Preservation Program.

On December 3, 2014, the City held a public Kick-Off Meeting for the Preservation Master Plan. A total of 25 adults and 16 children attended this initial session. The adult meeting included a general overview of the Plan purpose and process, as well as four activity stations to stimulate discussion:

- The first station, at the sign-in table, featured several jars labeled with subject areas related to historic preservation. Participants were asked to put a ball in each of the jars labeled with a subject that inspired their attendance at the meeting. Most popular subject areas started the process of narrowing the key areas of focus for the Plan.

History	20
Design	18
Architecture	17
Community Pride	16
Current Preservation Program	16
Property Values	15
Sustainability	15
Outreach/ Education	14
Economic Development	10
Other	4

- The second station showed a series of photos of places in Louisville. Participants determined which places were most important and least important to the City of Louisville. This station helped to focus the Plan on those places Louisville residents value most.

- The third station featured three chalkboards for participants to respond to the open-ended prompts: “Louisville preservation is...,” “The goal for preservation should be...,” and “In twenty years,

preservation will be...” The responses from this station contributed to the vision statement and goals for the Plan.

- The fourth station asked participants to categorize items from a list of current Preservation Program activities, placing the stickers under the headings “This works,” “This needs improvement,” or “I don’t know what this is.” These responses guided the program evaluation, customer survey questions, and Plan action items.

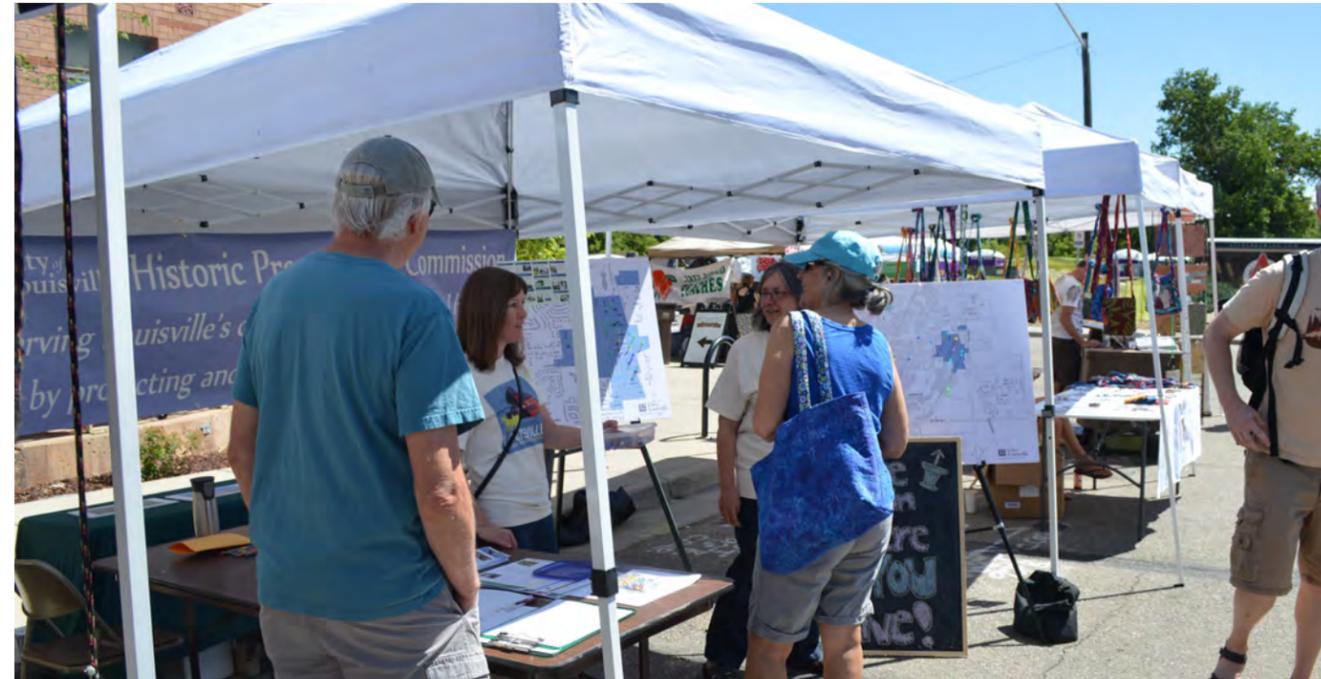
At the Kick-Off Meeting, the children participated in the Junior Preservationist Program. They brainstormed and illustrated new uses for old buildings, added ideas and events to a Louisville architecture timeline, wrote about what makes their home special, and played with an interactive Play-doh map of Downtown.



introduction

Immediately after the Kick-Off Meeting, City staff launched the EnvisionLouisvilleCO -Interactive Website. The City partnered with MindMixer to operate www.EnvisionLouisvilleCO.com, which allowed the public to share and discuss ideas related to historic preservation in Louisville throughout the Preservation Master Plan process. The comments about historic preservation in Louisville were largely positive and showed interest in finding ways to use preservation to maintain Louisville's small-town character. In response to an online question about community engagement, the majority of people supported the Preservation Program sharing information at existing community events. In response to these suggestions, the Historic Preservation Commission initiated and staffed a monthly informational booth at the Farmer's Market.

Input from both the Kick-Off Meeting and EnvisionLouisvilleCO led directly to the Purpose and Vision for the Preservation Master Plan. Both of these statements define the overarching intent of the Preservation Master Plan. The vision and purpose statements also benefitted from language in Louisville's adopted Comprehensive Plan. of the Preservation Master Plan. The vision and purpose statements also benefitted from language in Louisville's adopted Comprehensive Plan.



Vision:

The citizens of Louisville retain connections to our past by fostering its stewardship and preserving significant historic places. Preservation will reflect the authenticity of Louisville's small town character, its history, and its sense of place, all of which make our community a desirable place to call home and conduct business.

Purpose:

The purpose of the Plan is to outline Louisville's city-wide voluntary historic preservation program for the next twenty years.



Phase 2: Evaluation

This phase allowed City staff, HistoryMatters, LLC, and the Historic Preservation Commission to study the existing Preservation Program in Louisville and discuss issues most likely to impact program operations in the future. A customer satisfaction survey allowed members of the public to comment as well. The twelve-question, one-page, confidential questionnaire was designed to gather opinions from individuals with direct experience with the City of Louisville's historic preservation program over the past three years. The questionnaire, distributed to 127 previous customers, received twenty-three responses. Respondents agreed historic preservation adds value to the character of Louisville. Many respondents expressed concern about rapid changes to the historic built environment and suggested improvements to the education and outreach component of the Preservation Program. These responses influenced the draft goals and objectives and indicated possible action items to enhance and improve the existing program over the next twenty years.



introduction

Phase 3: Goals

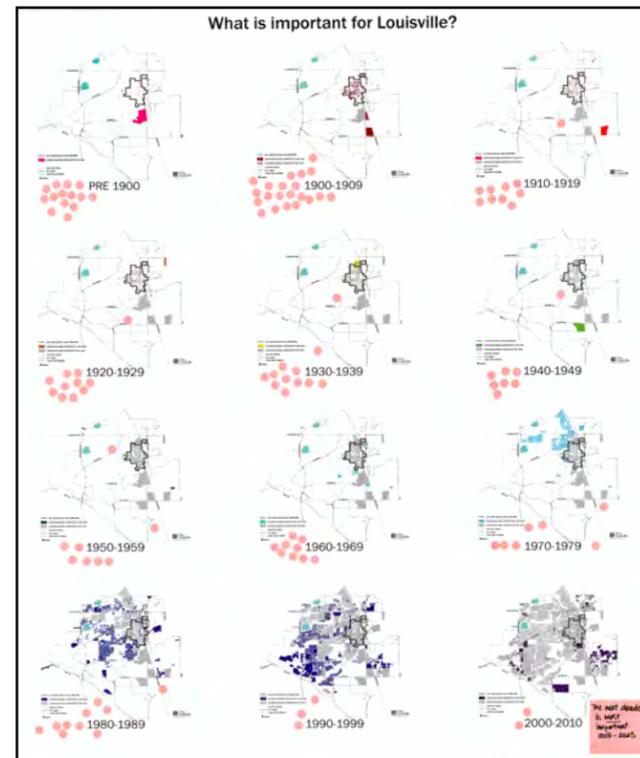
This phase gathered the community to create goals and objectives for the next twenty years of the Preservation Program.

On March 11, 2015, the City hosted a Preservation Master Plan Open House. The fifty community members in attendance explored Louisville's development through maps and timelines. These illustrations of how the community grew and changed, decade by decade, between 1880 and the present culminated in an activity where participants considered the question, "What is important for Louisville?" Attendees placed dots on the decades they thought were important. Every decade, including the "next decade" (a response the public added), received at least one dot.

At the April 8, 2015 Community Workshop thirty-three citizens shared specific ideas related to goals and preservation strategies for the Preservation Master Plan. Working in small groups, each table discussed five draft goals which had been developed by staff and the HPC and prioritized the objectives under each goal with a dot exercise. The attendees expressed greatest support for increasing preservation awareness, developing relationships with other organizations, and promoting the Historic Preservation Fund (HPF).

HistoryMatters, LLC, shared a "Preservation 101" presentation to prepare Community Workshop participants for the next activity. They emphasized how significance (the importance of historic buildings) and integrity (the physical intactness of these resources) represent the foundation for deciding what to preserve. HistoryMatters, LLC also discussed the effect of the "when" of preservation, known as the period of significance, upon preservation decision-making. This presentation also explored a wide variety of preservation strategies.

With that background, Community Workshop participants discussed how to employ preservation strategies to address the challenges presented in four hypothetical preservation scenarios. The participants expressed interest in creative ways to document historic places and facilitate historic preservation through voluntary plan books, design guidelines, and changes to existing regulations.



Phase 4: Implementation

The final phase of the Plan process outlined specific action items, created a timeline for implementation, and will continue as the actual work of executing the recommendations in the Plan occurs.

City staff and the Historic Preservation Commission members presented the draft Preservation Master Plan to and received feedback from the following City Boards & Commissions: Louisville Sustainability Action Board, Cultural Council, Louisville Revitalization Commission, Business Retention Advisory Board, Historical Commission, and Planning Commission. (Add more after meetings happen)

Historic Preservation Commission and City Council participation proved crucial throughout all phases of the Preservation Master Plan process. The Historic Preservation Commission discussed the Preservation Master Plan at both regular monthly and publicized subcommittee meetings. Each phase had a designated Commission subcommittee which met at least once with City staff and HistoryMatters, LLC to work on their phase of the plan. The City Council endorsed each phase of the plan at a regular meeting. In addition to these endorsements, City Council initiated a discussion about the Period of Significance for the Louisville Preservation Program, specifically the date of construction for buildings to qualify for landmark eligibility and demolition review. On September 8, 2015, the City Council held a joint City Council/Historic Preservation Commission study session to discuss the draft Preservation Master Plan and any requested revisions to the document prior to formal adoption. (Add more after meetings happen)





City History

The preservation of Louisville's past has been and will continue to be a key element in sustaining the City's small town character and sense of place now and into the future. The City History section presents Louisville's history to ensure the Preservation Plan's outlines strategies and incentives for its continued voluntary preservation. Note, Louisville's history is not static it will continue to change. Our story will continue to grow. It is the vision of the Preservation Plan to retain connections to our past and foster its stewardship into the future.

Before the 1860s arrival of European settlers, both the Cheyenne and the Arapahoe hunted area grasslands around what today is Louisville. Early homesteaders farmed, with the historic Davidson and Goodhue ditches providing beneficial irrigation in the 1870s. By the time the Colorado Central Railroad arrived in 1873, the area boasted a few hay farms amid prairie grasses.

Louisville's agricultural and mining history overlapped when Charles C. Welch, vice president of the Colorado Central Railroad, acquired the right to mine for coal deposits on settler David Kerr's farm. Louis Nawatny, a manager for Welch's mining operations, laid out a town site near the newly opened coal field on October 24, 1878. He modestly named the new community— an eight-block town plat that encompassed Walnut, Spruce, Pine, Front, and 2nd (now Main) streets— after himself.

The success and increasing industrialization of nearby coal mines prompted Louisville's earliest growth. Mining attracted new settlers, especially immigrants from the United Kingdom, Austria, Germany, Italy, and across Eastern Europe. Louisville had several small ethnic enclaves. The English settled along LaFarge Avenue in the shadow of the Acme Mine's belching smokestacks and massive boiler. A small "Frenchtown" developed to the south of Old Town within the Murphy Place subdivision. The "Little Italy" neighborhood encompassed the

approximately twenty-five homes north of Griffith Street between Main Street and Highway 42. Italians eventually became the largest single ethnic group in Louisville, with bocce courts, numerous popular restaurants and other local businesses, and the continuing prevalence of Italian surnames marking their influence on the community .

In 1880 railroad executive and mining investor Welch platted Jefferson Place, the town's first residential subdivision, just to the west of original Louisville. When incorporated two years later, Louisville boasted a population of about 550. A bustling commercial district developed along 2nd Street (now Main Street), a lively thoroughfare featuring sidewalks, shade trees, and significant business. A town ordinance segregated Louisville's numerous billiard halls and drinking establishments, catering to a rough-and-tumble mining crowd, to 1st Street (now Front Street).

The smell of coal smoke clogged the air and much of the local economy relied upon nearby mining, but Louisville differed from a typical coal camp. Louisville attracted families, not just bachelor miners. Women encouraged more cultured development that included newly-established church congregations, constructed schools, and the community's first newspaper. In addition, social clubs and lodges fulfilled important community functions, not only platting and administering the Louisville Cemetery but also opening their halls for local plays, concerts, and school graduations. Infrastructure improvements also arrived: electricity in 1898, telephone service in 1903, and interurban trolley service between Denver and Boulder in 1908.

Mining promoted transience— when one coal field fizzled, another beckoned and miners moved away— and faced both seasonal and labor-related stoppages. But a diversified economy and sense of community offered Louisville stability. The town was an agricultural service center for nearby farmers and generated capital through railroad exports, chiefly coal and grain. In circa 1905 entrepreneur John

"Growing up in Louisville in the 30s and 40s was an experience in itself. Jobs were hard to come by. Mining was the thing to do. Most of the miners were laid off in the summer months, and worked hard during the winter to pay off the debts created during the summer months. We were all poor growing up, but we didn't know any different because almost everyone else was in the same boat."
 -David W. Ferguson



preservation in louisville

K. Mullen strengthened Louisville's status as an agricultural and railroad hub when he commissioned a grain elevator adjacent to the railroad tracks. Many miners remained in Louisville due to its quality of life. In this ethnically diverse, economically homogenous community most citizens lived modestly. When the mines closed each summer, miners worked on nearby farms or in house construction. Mining families grew gardens at the back of spacious residential lots, made pasta and wine, or raised canaries. And, store owners extended credit until the fall.

By 1911 Louisville included twelve residential subdivisions and a population of roughly 2,000. Louisville was not a "company town." Instead, housing developed organically creating a diverse yet modest architecture based upon popular styles and a well-established pattern of moving buildings onto new lots. Mining subsidence influenced construction materials and most buildings were wood rather than brick.

The late-1910s through the 1940s were a tumultuous period for Louisville. The local economy had suffered through mining strikes before, but the "Long Strike" of 1910 to 1914 dramatically reduced coal production and, ultimately, needed federal troops to restore order. Prohibition, declared in 1916, devastated Louisville's lucrative saloon economy. In the post-World War I period, rising competition from other types of fuel closed coal mines in Louisville and elsewhere across the country. Both coal and railroad revenues declined further in 1928 when a new natural gas pipeline extended from Texas to Denver. The Great Depression affected Louisville's economy, but the community survived this economic downturn in a stronger position than many other places due to the strength of its agricultural and saloon industries, a growing reputation for its Italian restaurants, and the fact several Louisville mines remained open. Bootlegging during Prohibition was widespread, though illegal. When Prohibition was repealed in 1933, Louisville reclaimed its role as

Boulder County's most popular "wet" community. During these difficult decades Louisville grew slowly, adding only one new subdivision toward the end of the Great Depression.

By the end of World War II, coal towns all across the United States died. Coal use had declined and supplied only 34 percent of the nation's energy needs. In addition, the coal industry faced the negative effects of the nation's railroads converting to diesel fuel. Throughout the 1940s and 1950s many national and Colorado coal mines closed. The last coal mine in Louisville, the New Crown, closed in 1955. Despite the end of mining, the Town of Louisville survived due to its economic diversity and social stability.

As the last mines closed, Louisville experienced a critical transition. The end of mining was economically and culturally difficult for many of its citizens, but the end of the coal era prompted Louisville to evolve into a modern city. The

community added its first post-World War II subdivision in 1948. In 1951 voters approved a bond issue to fund a sewage system, bringing an end to the use of outhouses, and the town paved its streets. The 1952 opening of the Boulder Turnpike (US36), connecting Denver and Boulder, represented another modern improvement for Louisville. At the same time, the Department of Energy opened Rocky Flats Nuclear Weapons Plant to the southwest.

Ease of commute and new employment opportunities with Rocky Flat both led to the first significant population increases in Louisville since the 1910s. The Bella Vista and Scenic Heights neighborhoods, with ranch style homes and curvilinear streets, were constructed in the 1960s to meet the need for more housing. This expansion allowed children who had grown up in Louisville to purchase their own homes. Rather than well-known developers, World War II veterans and Louisville natives were responsible for these two subdivisions. In Bella Vista partners Herbert and Glenn Steinbaugh, Joe Madonna, and James



preservation in Louisville

McDaniel named the development's four streets after their wives. Locals Carmen Scarpella and Joe Colacci platted Scenic Heights and Charles Hindman and



Scarpella built most of the homes.

In 1962 Louisville reached the 2,500 population threshold to become a City of Second Class. Since reaching this number, Louisville's population and geographic limits have continued to increase exponentially. Construction of McCaslin Boulevard encouraged further residential and commercial development to the west. StorageTek, a data storage company, became a major employer when it opened in 1969. This operation and other technological businesses attracted well-educated, affluent residents to Louisville and further increased the demand for housing. As a result, the city added a total of thirty-eight subdivisions during the 1970s. In 1976, the City of Boulder adopted a series of growth management policies, known as the "Danish Plan." These measures and the reputation of Louisville as a livable community with small-town character both triggered continuing residential growth. New job centers, like the Colorado Technology Center and Centennial Valley, also attracted new citizens to Louisville. During the 1980s the city added another twenty-six residential subdivisions, expanding the municipal limits even further from its original core.

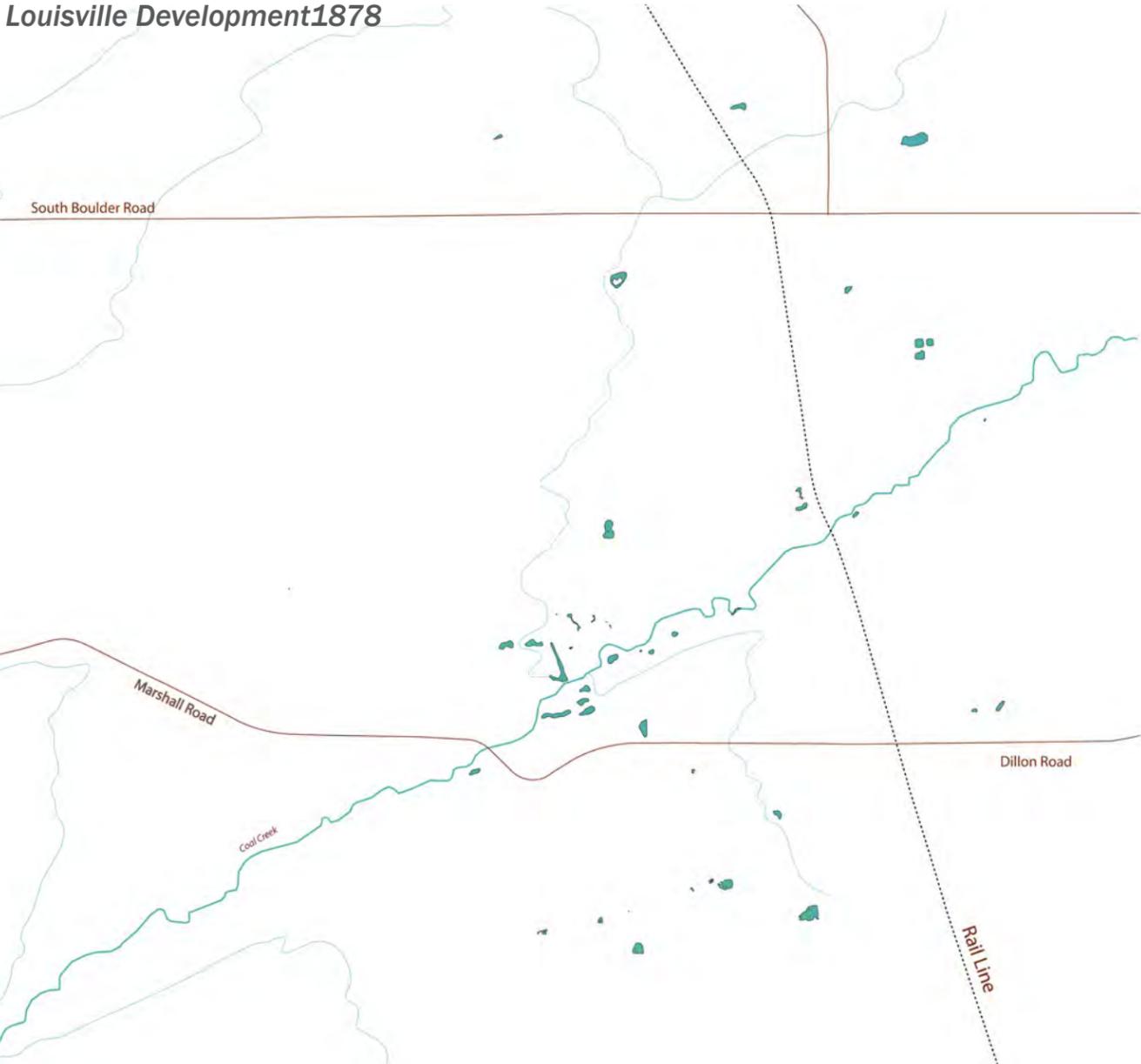
The opening of Sam's Club and Home Depot in the mid-1990s made Louisville a regional retail center, mirroring its early development as an agricultural and railroad hub for surrounding smaller communities. In the face of continued growth, Louisville addressed issues associated with historic preservation and environmental conservation. Emphasis on commercial growth along McCaslin Boulevard and South Boulder Road not only boosted Louisville's economy but also contributed to the preservation of historic buildings within the commercial core of Old Town. In 1993, partially in response to high levels of residential development, Louisville voters endorsed an open space tax. These funds helped retain some original farms, tangible links to the community's agricultural past, and provided vital recreational spaces. In 2008 local voters approved a special sales tax for historic preservation, making Louisville the first (and one of the only American municipalities) to honor its history and architecture monetarily.

In the 2000s Louisville achieved national recognition for being one of the best places to live. Money Magazine, in its biennial listing of the best smaller towns and cities, ranked Louisville as #5 in 2005, #3 in 2007, and #1 in both 2009 and 2011. Bert Sperling's 2006 book, Best Places to Raise Your Family: Experts Choose 100 Top Communities That You Can Afford, listed Louisville as the "best of the best" at #1. In 2012, Family Circle magazine placed Louisville among the top ten "Best Towns for Families." Louisville is a livable community that appreciates its agricultural, railroad, mining, commercial, and more recent history.

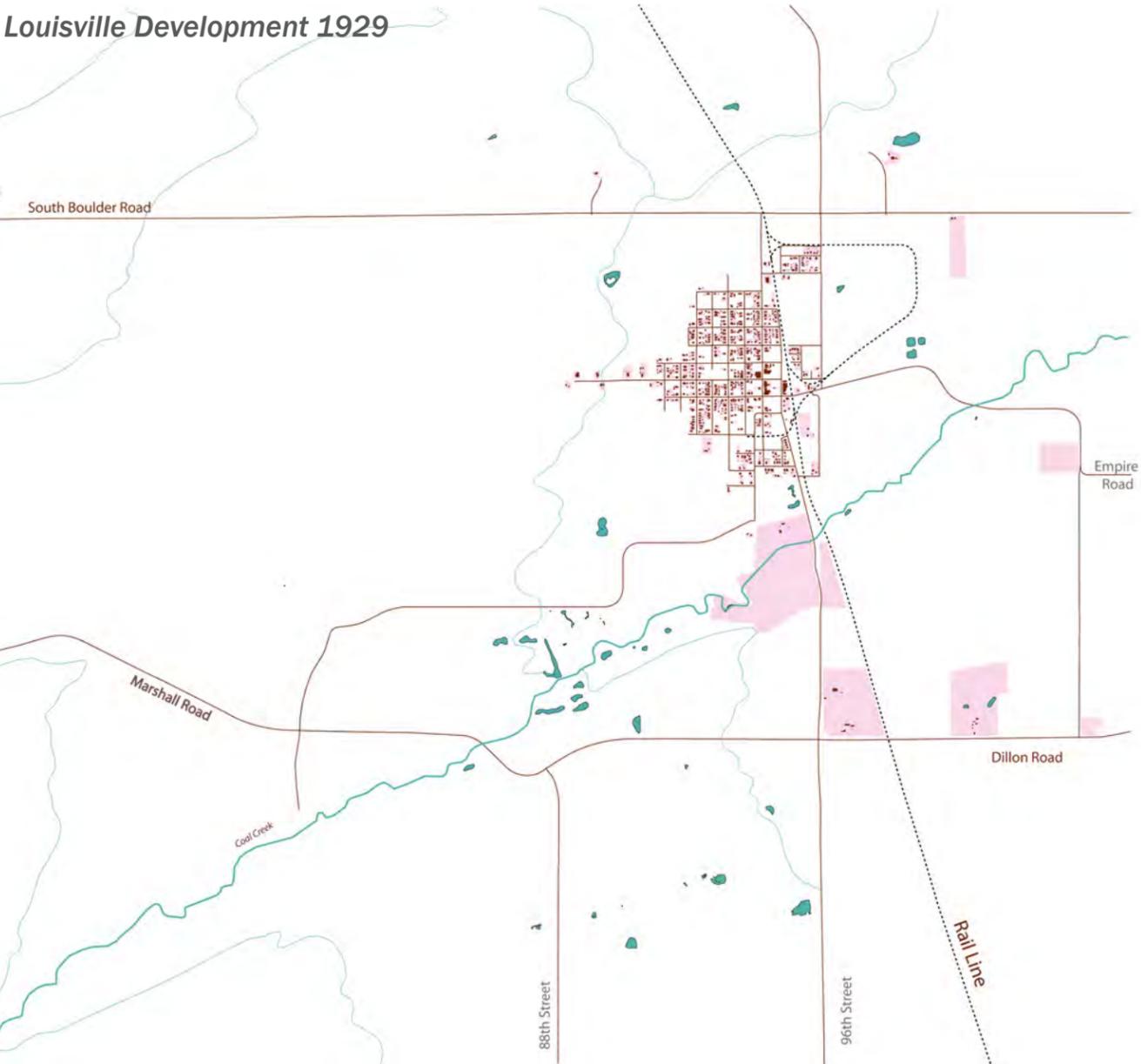


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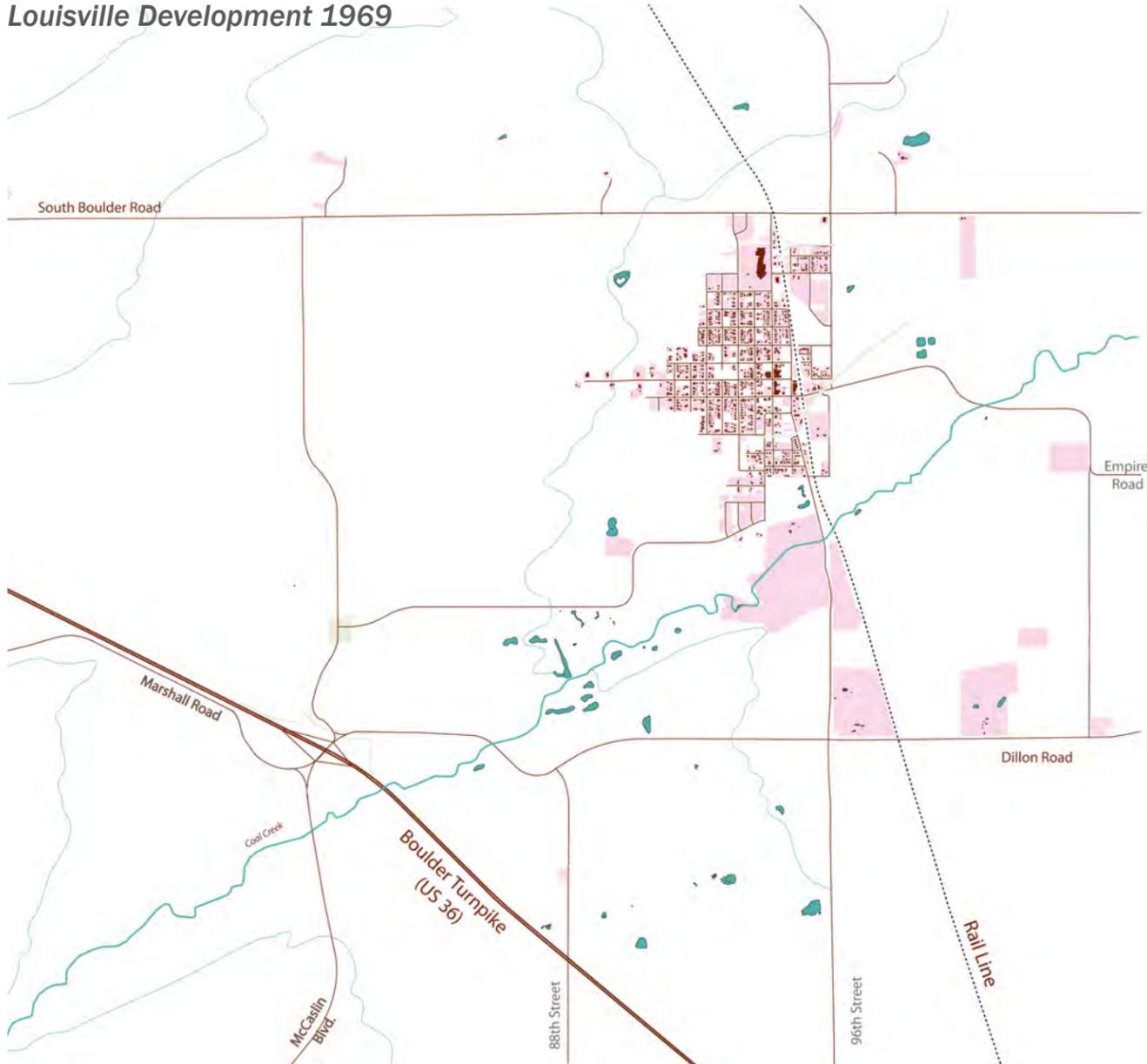
Louisville Development 1878



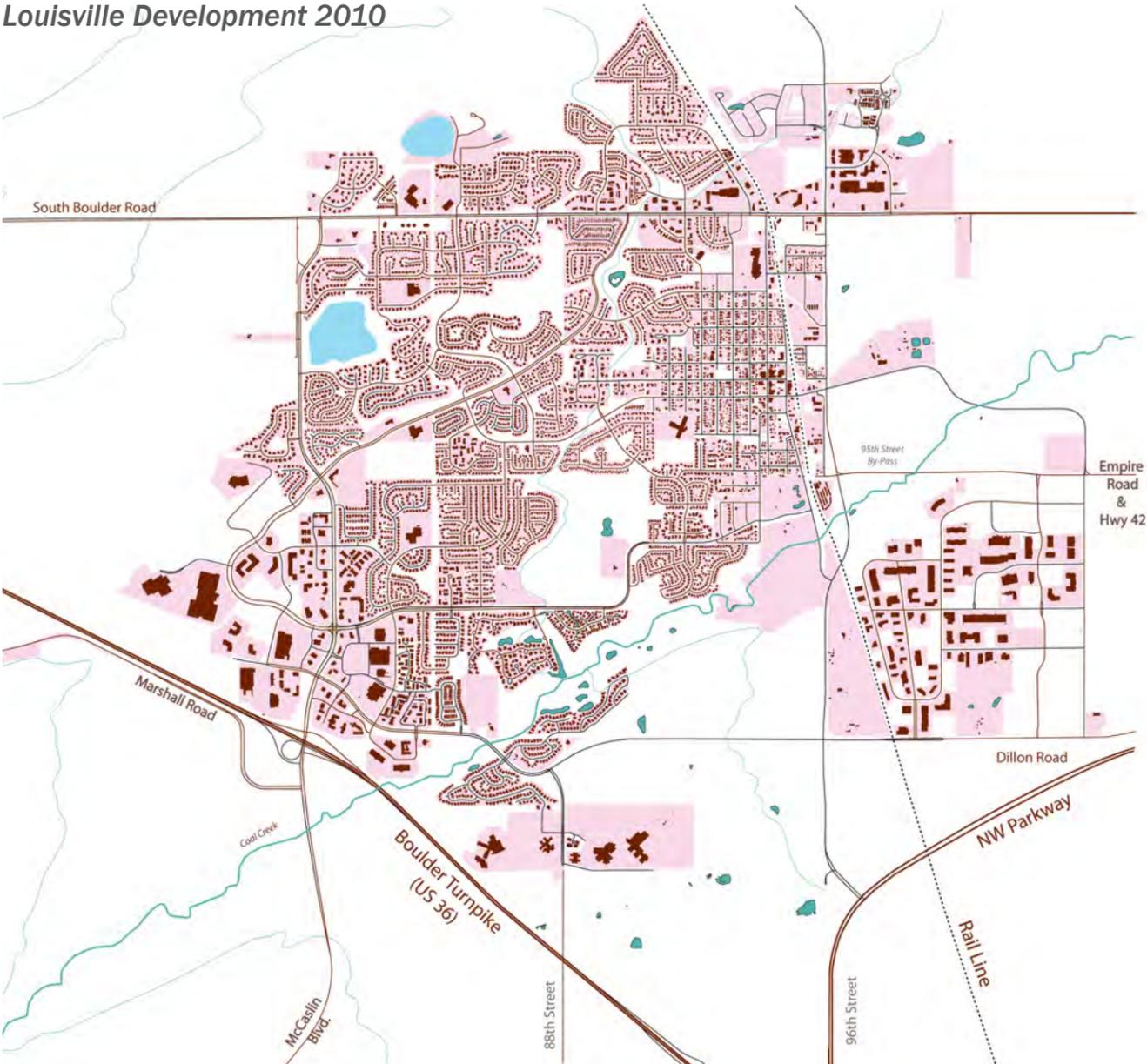
Louisville Development 1929



Louisville Development 1969



Louisville Development 2010



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Historic Building Stock

Louisville's architecture parallels its history.

Agriculture, railroads, and mining attracted the earliest residents to the fledgling community. Tangible reminders of Louisville's hay and crop growing past include former farmsteads ringed the modern city and preserved as popular open spaces. Thanks to the vision and tenacity of a coalition of citizens, business owners, preservationists, and architects, Louisville's rare and iconic 110-year-old stacked plank grain elevator towers over the still-active railroad track and is poised to reinvent itself as a vital new community hub. Industrial history resources rarely remain after their productive lives, and Louisville possesses few physical landmarks of the prosperous, smoke-belching mining operations that once dominated the community. Instead, this history remains alive not only in the stories,

mementos, and ethnic traditions the descendants of miners cherish and share but also the entrepreneurial spirit of contemporary Louisville.

The City possesses a wealth of commercial buildings in its historic Downtown. These individual places represent a mix of different styles and time periods. That architectural variety contributes to the unique sense of place in Louisville's downtown, making this area attractive to business owners, citizens, and visitors alike. Downtown is not a stage set of Victorian architecture, but a vital, lively place that continues to evolve. A glimpse at the businesses along Main and Front Streets, walkable and with crowded sidewalk patios, defines and embodies Louisville's small-town character.

No one style dominates Louisville's residential architecture. Old Town features a pleasing mix of Victorians with characteristic scrollwork and spindled



preservation in Louisville

porches, modest former miner cottages adapted to house contemporary families, low-slung brick bungalows with wide and welcoming porches, a wealth of moved buildings indicating a practical and economical make-do spirit, and other homes representing the community's development during its mining heyday. Louisville's homes from the recent past illustrate the city's modernization and continued vitality in the post-mining era. The 1960s subdivisions of Bella Vista and Scenic Heights feature rectilinear, streamlined Ranch homes with carports or small garages and tell the story of Louisville citizens pursuing the American dream of home and car ownership during the prosperous post-World War II period. In response to new tech jobs in Louisville, local and regional developers platted and built large subdivisions full of mostly split-levels, spacious and livable abodes designed to accommodate growing families on multiple floors with two-car garages. The majority of Louisville's housing stock is located within these subdivisions - large scale developments featuring not only houses but also new schools, parks, churches, and other amenities necessary to create "instant communities."



*"In the hot dry summers in Louisville, the roads became almost impassable. The dry weather made the streets as dry as the desert, and the traffic on the roads resulted in a continuous cloud of dust on the main streets of the town. In addition, the traffic caused the dry streets to become ridged like a washboard, and a trip on them in a Model T was a tooth jarring experience. The city fathers, in a defensive maneuver, developed a water sprinkling scheme to wet down the streets (especially main Street and the streets where the mine owners and bosses lived) and to keep the dust down on the hot dry days of summer. It was an inadequate solution, but it was used for many years."
- Harry Mayor*



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Preservation Benefits

Historic preservation is a powerful movement that benefits not only the owners of landmark properties but also the community as a whole.

**Historic
Preservation...**



Protects Louisville’s architecture, history, and small-town character

Preservation is about retaining links to the past and preserving them for the future. Our historic buildings make Louisville more livable and attractive with a mix of architectural styles lending variety to streetscapes. These places help us remember events, both significant and commonplace. Preservation is not just about pristine architecture but more importantly the sites that define the City’s heritage. Louisville emerged as a modest coal town. While the smoke has cleared and the mines have closed, the community’s designated landmarks continue to celebrate and support small town life. Louisville’s older houses, ranging from miner cottages to American Dream-ranches, recall the importance of living in close knit, friendly neighborhoods and remind us how much we still value such personal relationships as represented in the Comprehensive Plan’s core community values.

A visit to Front or Main Streets evokes an era when shopping locally was the only option. Louisville’s sidewalk cafes, walkable streets, and independent shops have evolved, yet continue to define the essence of small-town character in a modern world.



Creates a sense of place, differentiating Louisville from other nearby communities

Unlike new planned developments, most historic residential neighborhoods and downtown commercial zones possess a pleasing mix of architectural variety that has evolved over time. That variety and evolution also distinguishes one historic area from another. Old Town’s sense of place owes a major debt to both people and preservation. Generations of home and business owners have cherished and maintained their Old Town buildings. Protections associated with Louisville’s voluntary preservation program—landmarking, overlay zoning, design review, and Historic Preservation Fund grants—continue to safeguard this sense of place and ensures it will be a part of the City’s future.



Fosters community identity, inspiring pride in the places most closely linked to Louisville’s history

Preservation provides opportunities to define ourselves individually and collectively. Landmarks like the Grain Elevator speak volumes about Louisville. It is a proud reminder of the community’s agricultural origins. More recent collaborative efforts to save the building represent what it means to be part of something larger than any one individual. Working for the common good, preserving places for future generations is at the heart of Louisville’s historic preservation program. Thanks to the efforts of many elected officials, citizens, architects, preservationists, and entrepreneurs, the Grain Elevator represents a positive story for the entire community. This historic place symbolizes Louisville, a place that stands proud beside the railroad tracks and is looking forward to a future of continued adaptation and evolution.





Promotes heritage tourism, encouraging visitors to experience Louisville’s historic places

Louisville employers, residents and visitors crave authenticity. Louisville’s Preservation Program and quality building stock provide a tool that can ensure the City continues to provide for real yet unique experiences. Louisville’s diverse architecture offers visitors a glimpse at over 137 years of history, allowing them to better understand what it means to be a part of the Louisville Community, both old and new. Preservation and promotion of Louisville’s past provided and will continue to provide an economic multiplier effect, with visitors eating at local restaurants, shopping at local stores, and becoming excellent word of mouth advertisements for Louisville’s high quality of life that preserves the past and ensures its place in the future.



Contributes to environmental sustainability

The “greenest” building is one that already exists. Adaptive reuse breathes new life into old buildings. Choosing to retain, maintain, restore, or rehabilitate a historic building represents recycling on a large scale. Such a commitment to preservation is more environmentally responsible than demolishing and choosing new construction. Older buildings, constructed with the local climate in mind, can save energy, greenhouse gas emissions, and scarce natural resources. In Louisville, the ca 1894 landmarked schoolhouse illustrates the influence of adaptive reuse, serving as a library and recreational hall before fulfilling its current use as the Louisville Center for the Arts. This much-cherished resource continues to play an important role in the life of the community.



Encourages public reinvestment, especially through Louisville’s Historic Preservation Fund, and stimulates private spending

Preservation is good for the economy. According to the National Trust for Historic Preservation, restoration and rehabilitation projects retain more money in the local economy, both in terms of purchases and job growth, than new construction. In 2008 Louisville voters recognized the economic potential of preservation. Through 2014, grant recipients have invested nearly \$750,000 in public Historic Preservation Fund proceeds to assure the health and welfare of Louisville landmark properties for future generations.



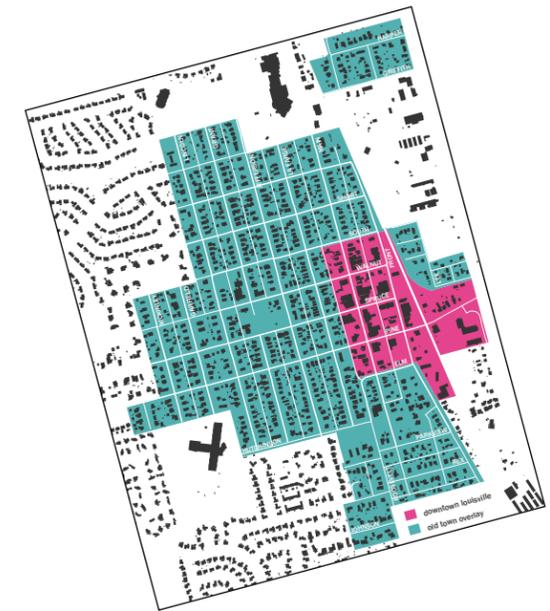
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Preservation Program History

Louisville residents have recognized the importance of preserving their history, with relatives passing down heirlooms and families maintaining inherited properties for multiple generations. The City formalized this community value starting in the 1970s by initiating the efforts that led to opening of the Louisville Historical Museum and the development of the Historic Preservation Commission. Recognizing the economic and social importance of Louisville's historic center, the City assembled a coalition to develop strategies to incentivize the voluntary preservation and enhancement of Old Town and Downtown through the Old Town Overlay and Downtown Framework Plan. Louisville demonstrated its commitment to historic preservation by designating City-owned buildings, like the Austin-Niehoff House and the Center for the Arts as some of the community's first landmarks.

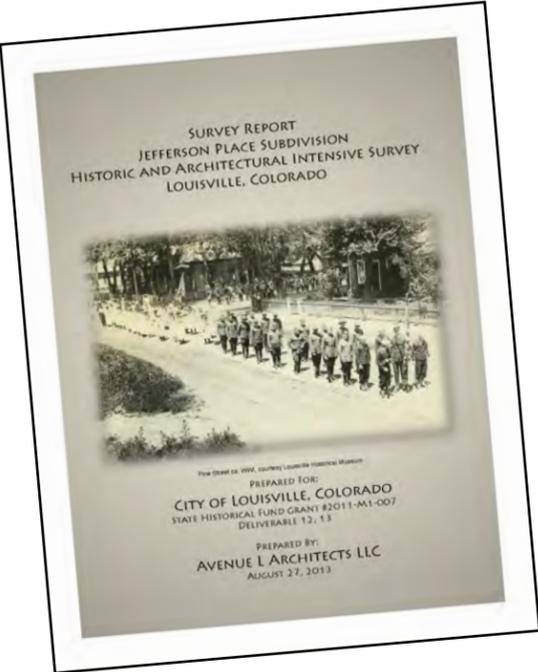
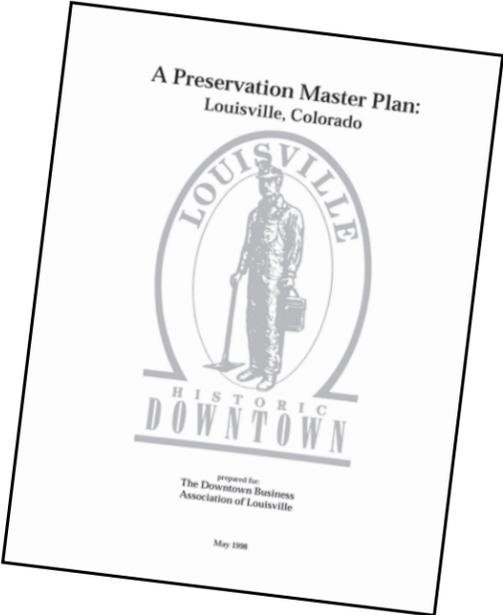


In 2008, Louisville voters approved the Historic Preservation Fund, a special sales tax used to fund historic preservation projects. By the end of 2014, this local funding source awarded over \$750,000 to projects to preserve, protect, and enhance Louisville's heritage.



<p>1978 Louisville centennial activities inspired interest in local history</p>	<p>1979 Louisville Historical Commission established</p>	<p>1982 First historical and architectural survey of Louisville completed</p>	<p>1986 Louisville Historical Museum opens and Historical Commission assists with designation of twelve historic sites on National Register of Historic Places</p>	<p>Early 1990s Downtown Improvement Task Force established to address issues of infill development in historic commercial core and effect of commercial enterprises along McCaslin Boulevard upon downtown economic vitality</p>	<p>1995 Old Town Overlay created to protect against insensitive new construction in oldest residential areas of Louisville</p>
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1996
Downtown Business Association, Louisville Economic Development Committee, and Historic Boulder write The Next Decade Plan for downtown

1998
Based upon recommendations in downtown plan, Preservation Master Plan prepared by the same parties; City Council never adopted this plan but many of the recommendations have since been accomplished

2000
Historical and architectural survey of Old Town completed

2002
Louisville Historic Preservation Commission established

2005
City adopted historic preservation ordinance that created Louisville's preservation program and introduced process for designation of local landmarks; Louisville also became a Certified Local Government

2007
Demolition of the majority of iconic Art Deco Louisville Middle School galvanized community support for historic preservation

2008
Louisville voters approved dedicated municipal sales tax for historic preservation

2013
Reconnaissance survey of Old Town and Jefferson Place historical and architectural survey completed; City of Louisville's Comprehensive Plan calls for preparation and adoption of a Preservation Master Plan

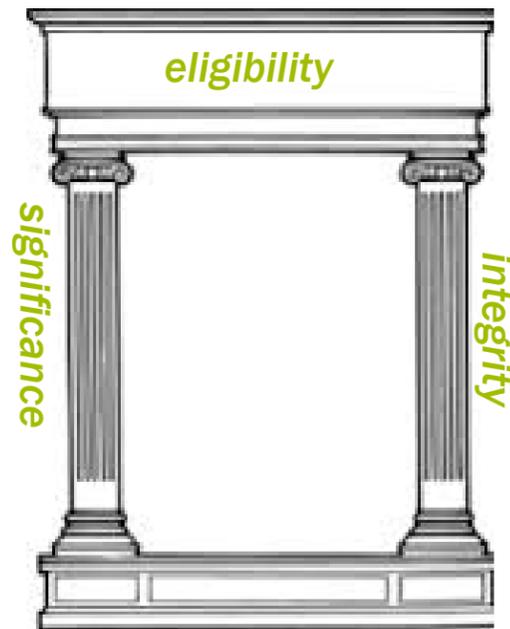


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National and Local Preservation

Over its history, the preservation profession has evolved, becoming increasingly complex and nuanced. Luckily, Louisville's citizens need not be preservation experts to either participate in the City's program or understand the issues presented in this Preservation Master Plan. This section of the document presents some basic background information to enhance understanding of preservation, both in general and in Louisville.

What to Preserve: Significance and Integrity



This simple visual is the perfect way to explain how we decide what is worthy of preservation. The beam of eligibility for preservation rests on two columns. This eligibility might refer to the National Register of Historic Places, the Colorado State Register of Historic Properties, the City of Louisville local landmark program, or just preservation in general. The two supporting columns represent significance and integrity.

Significance is the importance of an historic building and all designation programs have their own eligibility criteria for significance.

In Louisville, designated Landmarks must be at least fifty years old and meet one or more of the criteria for architectural, social or geographic/ environmental significance.

Integrity refers to the physical intactness of the historic building. In Louisville, all properties being considered for designation as landmarks are evaluated for physical integrity.

Importance of Local Preservation Program

In preservation, if there is any protection for historic buildings, it always comes with local designation. The National and State Register programs offer honorary recognition for historic places but do not prohibit demolition or control physical changes. This arrangement allows each community to establish local significance and integrity criteria that match the values of their citizens. The national program encourages local landmarks in each community reflect what is most important locally and to foster a unique sense of place.

In Louisville, local landmarks are voluntarily nominated and then protected from future insensitive alterations and demolition. A demolition or a material alteration of a Louisville landmark exterior requires a Historic Preservation Commission-approved alteration certificate

Louisville's preservation program also conducts demolition reviews for all buildings fifty years or older to evaluate if the proposed change would affect the structure's eligibility to be landmarked in the future. This process occurs when a building permit involves substantial exterior changes up to and including full demolition. The demolition review process is also intended to create a moment,

prior to demolition, for City staff and the Historic Preservation Commission to work with the applicant to record the building's history, raise awareness of the City's robust incentive package and request the applicant consider possible alternatives to demolition and possibly landmarking.

The intent is for the Historic Preservation to collaborate with the applicant to find a mutually beneficial solution to preserve historic character

while meeting the use and development needs of the property. Louisville demolition reviews do not prohibit demolitions, but instead simply create a pause to consider alternatives and explore available incentives as part of the decision making process.



Current Preservation Program

Louisville’s preservation program is robust with an emphasis on public awareness and incentive-based preservation. The Historic Preservation Program has encouraged the voluntary landmarking of twenty-nine properties. The City of Louisville also has twelve properties listed on the National Register of Historic Places.

“Louisville has the status of a respectable, admirable, and enviable historic preservation program throughout the state and perhaps the country. Our Historic Preservation Fund is unique and you’d be amazed at how many times I hear people from other communities respond with astonishment and envy when our fund is mentioned at conferences or trainings. Our historic preservation zoning benefits are looked at with respect. Louisville’s historic preservation program was just featured in a National Park Service publication. And our pursuit of a preservation master plan shows our commitment and dedication to preserving our heritage while placing Louisville in the company of other historic preservation big leaguers.”

- Jessica Fasick, Historic Preservation Commission

The City of Louisville’s Preservation Program performs four broad functions:

1 Administer the Municipal Code:

The majority of the regulations governing the preservation program are in Chapter 15.36 of the Louisville Municipal Code, with further clarification in various City Council-approved resolutions. Chapter 15.36 allows for the voluntary landmarking of significant buildings and places in Louisville to preserve and enhance the historic character of the City. Landmark designation requires owner consent, evaluation at a Historic Preservation Commission public hearing, and City Council authorization. Landmarks cannot be demolished or their exteriors materially changed without a Historic Preservation Commission -approved alteration certificate. Historic districts, composed of multiple buildings that share history or architecture, also may be designated with similar procedures and limits on future changes. Currently, the City of Louisville does not have any historic districts.

The City’s Old Town Overlay Zone District, Section 17.12.050 of the LMC, regulates development in Old Town, but is not a historic district. One of the benefits of landmarking Old Town buildings is a bonus in allowed lot coverage and floor area ratio for approved additions and accessory structures. Even if an Old Town building more than fifty years old is not landmarked, it still is eligible for lot coverage and floor area ratio bonuses if a portion of the building is retained. Also, any new construction within the Old Town Overlay must comply with the district’s yard and bulk standards.

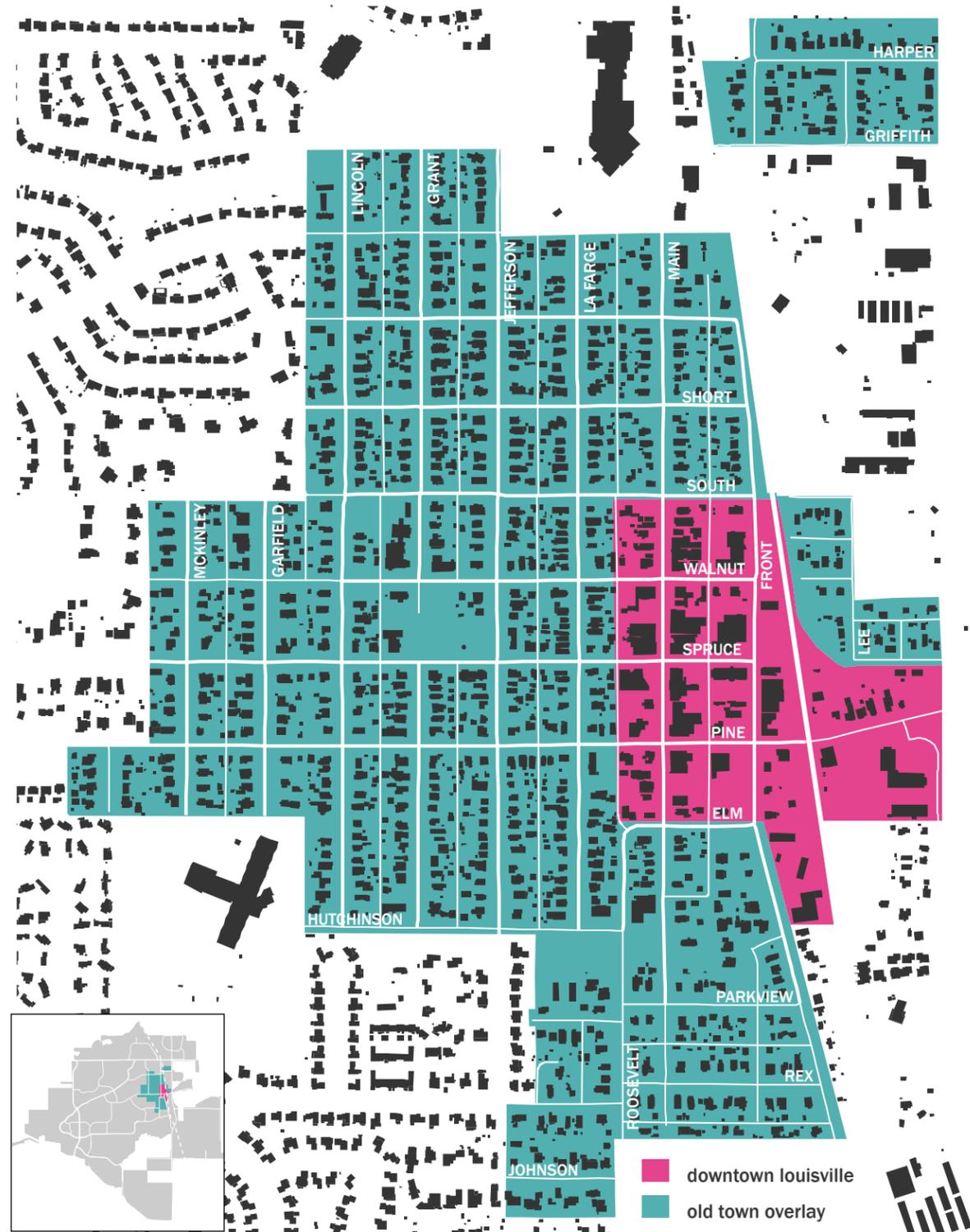
All Louisville buildings fifty years or older require demolition review, a process that applies to substantial exterior changes up to and including full demolition. The Historic Preservation Commission conducts demolition reviews and may place a stay of up to 180 days on applications for buildings determined to be potentially significant. During the stay, the Commission works with the applicant



- local landmark
- national register of historic places
- local landmark and national register
- conservation easement



preservation in louisville



to find a mutually beneficial solution to preserve the historic character of the building while meeting the applicant's development needs. If no solution is reached, the applicant may proceed with the demolition when the stay expires.

2. Manage the Historic Preservation Fund:

In 2008, Louisville citizens voted to establish the Historic Preservation Fund (HPF), supported by a 1/8% sales tax in effect from 2009 through 2018. The proceeds are intended to further preservation in the Downtown and Old Town areas of Louisville. The majority of HPF money provides preservation and restoration grants for landmarked residential and commercial buildings. To assure appropriate use of HPF grants, the Preservation Planner accompanies City building inspectors to assist with final reviews of restoration and rehabilitation projects. Property owners also may use HPF grants for Historic Structure Assessments to assess the overall health of their eligible buildings prior to landmarking. The City uses HPF money to purchase and maintain valuable buildings. If a building is not eligible for landmarking, HPF grants may be offered in exchange for conservation easements, and certain new commercial buildings also are eligible for grants. Finally, the HPF also partially funds City staff's preservation work, including the education and outreach activities described below. The City authorized a loan program as part of the HPF, but has yet to implement it.

3 Fulfill the City's responsibilities as a Certified Local Government:

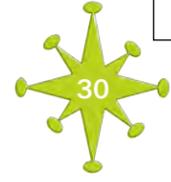
The Certified Local Government (CLG) program encourages local preservation. In 2005, the National Park Service and History Colorado granted Louisville CLG status. As a CLG the City must possess both a Historic Preservation ordinance and Commission. CLGs also review and comment on applications for designation of local properties to either the State or National Registers. Upon becoming a CLG, Louisville accepted the responsibility for systematically

surveying the historic resources of the entire City and has, to date, completed several historical and architectural survey projects. In return for fulfilling these preservation duties, local landmarks may be eligible for state and federal tax credits for qualifying improvements. In addition, the Louisville preservation program is eligible for annual awards from the CLG competitive grants program and may participate in specialized training and preservation networking opportunities for Planning staff, Historic Preservation Commission, and City Council members.

4 Deliver Outreach and Education:

Encouraging property owners to landmark their historic properties represents the most important aspect of the Louisville's preservation program outreach activities. In 2015 the National Park Service acknowledged the Louisville Historic Preservation Program for its work developing a fourth grade field trip focused on development, adaptive reuse, and downtown revitalization. The Historic Preservation Commission shares information at community events and in community newsletters. The HPC and City also publish best practices and hold workshops on preservation topics, such as adding on to historic houses or refurbishing windows. Key partners, including the Louisville Historical Museum, Historical Commission, and History Colorado, help Louisville's preservation program to achieve its outreach goals and important initiatives.

Numerous individuals and groups perform vital roles in Louisville's preservation program. Within the City government, responsibility for the preservation program resides mostly with the Department of Planning and Building Safety, particularly the Preservation Planner. This professional interacts with the public to answer questions about historic preservation and landmarking. In addition, the Preservation Planner reviews building permits to ensure they comply with preservation processes. The Preservation Planner works with the Museum Coordinator to develop staff reports for the Historic Preservation Commission and City Council,



documents that assist with decision making for landmark designation, HPF grant awards, and alteration certificates.

The Historic Preservation Commission is a seven-member, City Council-appointed advisory board. Key Commission tasks include:

- Making recommendations to Council on landmark requests and grant applications
- Deciding on requests for demolition permits and alteration certificates
- Advising on City design guidelines which include historic elements, such as the Downtown Sign Manual and Mixed Use Development Design Standards and Guidelines
- Reviewing and commenting on land use applications within or near Downtown, Old Town Louisville, or elsewhere that impact historic properties and

• Evaluating and making recommendations to City Council about resolutions and ordinances which may impact the Preservation Program

The Historic Preservation Commission membership includes two preservation or design professionals, and these members often provide design assistance to interested property owners, including those undergoing demolition review.

The City Council is responsible for budgeting, setting priorities, and making final decisions on many issues, including landmark designations and distribution of preservation grants.



“My favorite part was when I got to learn what Louisville was like hundreds of years ago.”

“I liked the pictures of the old house and it turning into many different things.”

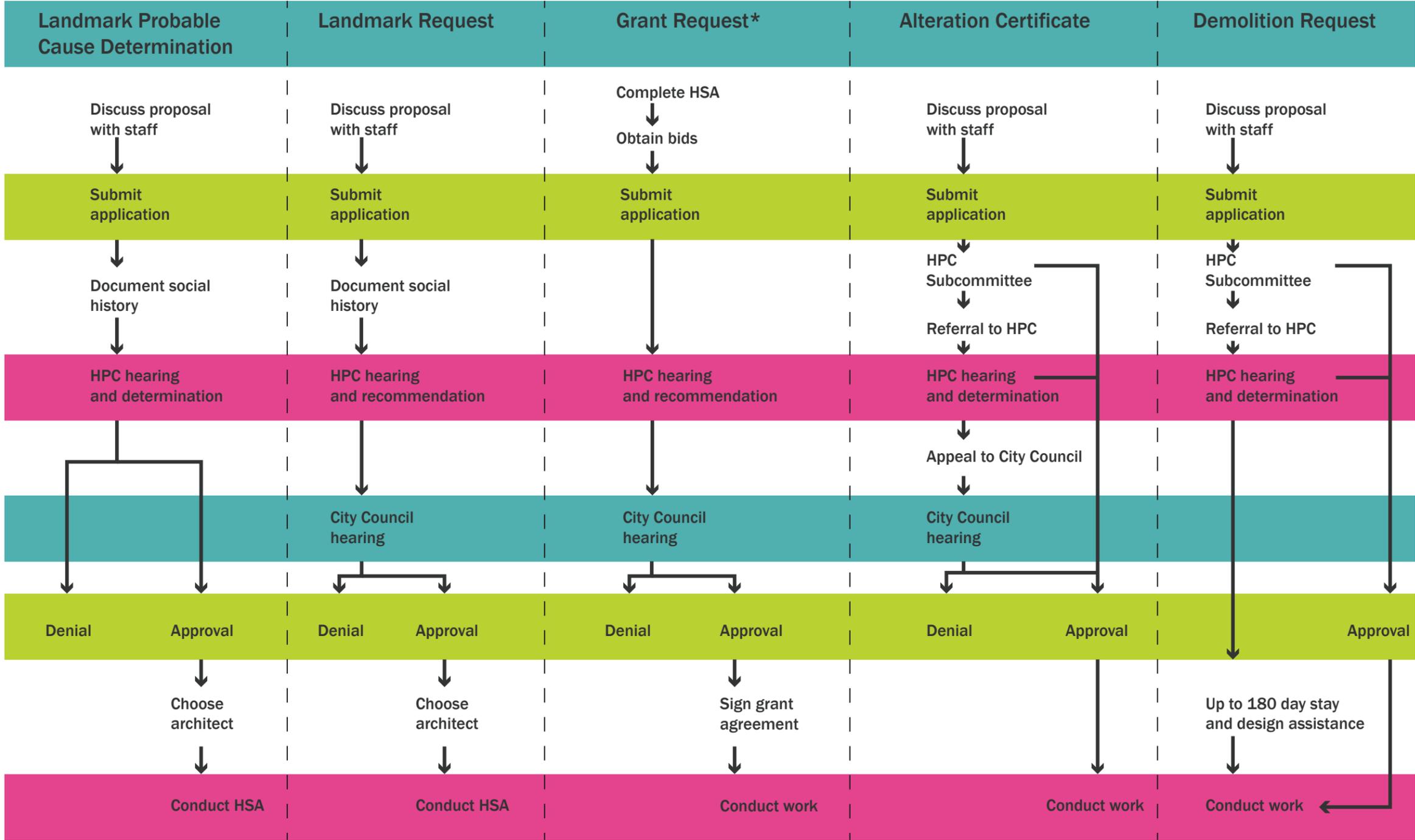
“I’m so thankful for all the people in our community for keeping this town alive!”

- 4th Graders from Louisville Elementary School, 2014



preservation in louisville

Current Preservation Processes



*Subsequent to or concurrent with landmark designation



Program Analysis

Development of this Preservation Master Plan occurs at a fortuitous time, approximately ten years after the City Council adopted the municipality's original historic preservation ordinance. A decade represents sufficient time for all preservation participants – citizens, the Historic Preservation Commission, Planning staff, and the City Council – to understand the intricacies of this legislation, the practices it allows, the strengths and weaknesses of the existing Historic Preservation Ordinance and the program it enables.

Input from Plan-related public meetings and other outreach, results of the customer satisfaction survey, discussions with local preservation constituents, and comparison to recognized best practices identified numerous strengths and weaknesses of the City of Louisville's historic preservation program.

Strengths

Voluntary landmark designation matches the public interest. This approach represents the appropriate balance between honoring historical and architectural significance and respecting personal property rights. The citizens of Louisville appreciate all of the municipal, corporate, and private property owners who have chosen to share their significant places and provide responsible stewardship to assure these sites are preserved for future generations.

The **voter-approved Historic Preservation Fund** represents an impressive community asset to support historic commercial and residential buildings within the Old Town overlay. Citizens and leaders are justifiably proud of passing the only documented example of a municipal sales tax to fund historic preservation and of the tremendous financial impact of this grants program on the appearance and legacy of Louisville.

The **collaboration between the Preservation Planner and Museum Coordinator** represents an effective aspect of Louisville's preservation program. This working arrangement, where the Museum Coordinator prepares detailed historical background narratives for properties eligible for landmark designation or facing a public hearing for demolition, offers the Preservation Planner and Historic Preservation Commission a wealth of information for well-informed decision making.

Louisville received national publicity for its new Junior Preservationist program, one of only five initiatives across the country highlighted in the National Park Service's 2014 annual report. The short article recognized Louisville's field-based learning experience for fourth grade students as one of the "amazing models to share with the rest of the country" and an excellent way to introduce preservation to the next generation. There are exciting opportunities to expand the content and scope of this innovative outreach effort.

Weaknesses

The Plan preparation process also pinpointed areas in need of improvement as Louisville's program moves forward. These items fall into one of three categories: policy, practice, and perception.

Policy issues deal with the Historic Preservation Ordinance, Section 15.36, within the Louisville Municipal Code, and the standards for the City's preservation program. Examples of policy-related topics to be addressed in the Preservation Master Plan include clarifying administrative rule-making and public notice, an introduction of an administrative review process to streamline the review and release of minor demolition permits and minor alteration certificates; employing preservation strategies such as design guidelines, pattern books, conservation areas, and other approaches that have become increasingly popular; and how best to address preservation incentives for landmarks located outside the Old Town Overlay.

Practice issues relate to how preservation is accomplished in Louisville. Examples of practice-related items featured in the Preservation Master Plan include reformatting and revising existing forms and applications to improve ease of use, offering the Planning staff and Commission more educational materials and training opportunities, engaging in projects to prepare well-written historic context documents and current survey data to support responsible decision-making and facilitate interpretation, and standardizing preservation processes to parallel those used elsewhere in the City.

Perception issues encompass the public image of preservation in Louisville and the potential to improve such views through increased public outreach and education. Examples of perception-related items appearing in the Preservation Master Plan include the current inadequacy of accessible and engaging written materials on the preservation program's key activities and processes, a general lack of awareness about available preservation and zoning incentives for historic properties, poor communication between the City and contractors and realtors, and insufficient publicity for existing landmarks and their associated stories.

The Preservation Master Plan offers guidance and recommends action items that balance increased efficiency and user-friendliness for the City's preservation program with both practicality and public support. In other words, the Plan addresses the 3Ps of policy, practice, and perception.





The Vision Statement and Purpose of the Preservation Master Plan have been translated into the Goals, Objectives, and Action Items below, forming the heart of the City's Preservation Program. These aspirational yet achievable goals and objectives represent the end result of the collaborative process which generated the Vision Statement of Purpose of the Plan. These Goals, Objectives and Action Items will guide historic preservation in Louisville over the next twenty years.

The 2013 Comprehensive Plan update not only recommended preparation of this Preservation Master Plan but also influenced the chosen Goals and Objectives. Louisville's connection to its heritage is one of the City's fourteen core community values. The desire to recognize, value, and encourage both preservation and promotion of the community's history inspired the guiding principles for this preservation plan.

Vision:
The citizens of Louisville retain connections to our past by fostering its stewardship and preserving significant historic places. Preservation will reflect the authenticity of Louisville's small town character, its history, and its sense of place, all of which make our community a desirable place to call home and conduct business.

Purpose:
The purpose of the Plan is to outline Louisville's city-wide voluntary historic preservation program for the next twenty years.



GOAL #1 - Pursue increasingly effective, efficient, user-friendly, and voluntary based preservation practices

- Objective 1.1 - Improve existing preservation operations and customer service
- Objective 1.2 - Clarify roles and responsibilities within preservation processes
- Objective 1.3 - Enhance knowledge and professionalism of Historic Preservation Commission and Staff

The objectives under Goal #1 are intended to streamline processes while balancing resource protection, customer service, and the voluntary nature of Louisville's preservation program. These objectives encourage generation of administrative rule-making procedures and public notifications processes clarification of existing criteria and simplification of current processes. Planning staff and members of the Historic Preservation Commission are committed to improve the transparency of procedures and applicant experiences with the program's landmarking, review, and HPF decision making processes. Achieving these objectives will enhance the image of preservation in Louisville, helping to strengthen local support for this vital community value.



GOAL #2 - Promote public awareness of preservation and understanding of Louisville's cultural, social, and architectural history

- Objective 2.1 - Engage in expanded public outreach to all citizens
- Objective 2.2 - Promote the benefits of historic preservation and Louisville's unique incentive-based voluntary program
- Objective 2.3 - Collaborate with Louisville Historical Museum, Library, and other community organizations on programs and initiatives to celebrate Louisville's history and architecture
- Objective 2.4 - Share Louisville's history with residents and visitors

The objectives under Goal #2 aim to make preservation more visible in Louisville. To do so, the program must not only increase public knowledge of preservation, the HPF, and other available incentives but also encourage greater voluntary participation. Over the next twenty years, the program intends to promote its existing landmarks as one of many ways to increase public understanding of and interest in Louisville's unique history and architecture. The City's landmarks, cultural landscapes, and tangible links to its agricultural, railroad, mining, residential, and commercial history represent tremendous assets for heritage tourism, welcoming visitors to experience Louisville's sense of place and small-town character now and into the future.



GOAL #3 - Encourage voluntary preservation of significant archaeological, historical, and architectural resources

- Objective 3.1 - Research historic periods and themes important to Louisville's past
- Objective 3.2 - Identify and evaluate historic and archaeological sites
- Objective 3.3 - Encourage voluntary designation of eligible resources
- Objective 3.4 - Promote alternatives to demolition of historic buildings
- Objective 3.5 - Support appropriate treatment for historic buildings

The objectives under Goal #3 deal with best practices to preserve the City's most cherished historic places. Historic contexts explore important themes to share stories of the past and promote understanding of Louisville's built environment. Historical and architectural surveys record Louisville's past, document its historic places, assess significance and integrity for landmark eligibility. Local designation represents one of the best ways to protect historic buildings. Louisville applauds the property owners who have volunteered to landmark their homes and businesses and seeks to encourage others to do the same. Public input during the Preservation Master Plan process indicated high levels of concern about demolition of historic buildings in Louisville; action items in this plan propose streamlining of current processes, studying demolition trends, and engaging in community conversations regarding alternatives to demolition and necessary incentives to increase participation. The Plan seeks to promote stewardship for historic buildings, pledging to offer owners guidance, advice, and hands-on opportunities to learn more about how best to care for their properties.



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GOAL #4 - Foster preservation partnerships

- Objective 4.1 - Encourage greater collaboration between Historic Preservation Commission and other City Boards and Commissions
- Objective 4.2 - Maintain and enhance cooperation between Planning staff and other City departments, including Louisville Historical Museum
- Objective 4.3 - Expand partnerships with community organizations
- Objective 4.4 - Make better use of preservation expertise and existing professional networks in Boulder County and other nearby communities
- Objective 4.5 - Strengthen relationships with relevant State, Federal, and global preservation organizations

The objectives under Goal #4 recognize the potential of preservation partnerships. The more interested and engaged individuals involved, the more likely Louisville is to reach the goals and objectives set for its Preservation Program over the next twenty years. Historic Preservation Commission members are positioned to collaborate with other City boards and commissions while the Planning staff has opportunities to further integrate preservation more into the full range of municipal activities. These key preservation players also should take further advantage to cooperate with like-minded individuals and organizations within the larger preservation system, participating in city, county, state, national, and global preservation initiatives.



GOAL #5 - Continue leadership in preservation incentives and enhance customer service

- Objective 5.1 - Promote availability of Historic Preservation Fund grants and other incentives
- Objective 5.2 - Evaluate benefits of Historic Preservation Fund
- Objective 5.3 - Raise awareness for and support state and federal tax credit projects
- Objective 5.4 - Consider additional zoning incentives

The objectives under Goal #5 focus on one of Louisville's greatest preservation assets, the available incentives to encourage and reward voluntary participation in the local program. The wider preservation community marvels at the existence and impact of Louisville's voter-approved HPF, yet some citizens remain unaware of how HPF grants can defray the costs of historic structure assessments, restoration, rehabilitation, and other worthy preservation efforts. Through targeted promotion and applicant support the City plans to facilitate state or national tax credit projects, of which few Louisville property owners have taken advantage. This established and proven incentive is particularly suited to expensive and complicated preservation projects and can benefit historic resources and the local economy. Finally, the City wishes to explore additional zoning incentives for historic buildings that increase flexibility of use while balancing property maximization with resource protection.



Action Items

Many of the following action items address multiple goals and objectives in the Preservation Master Plan. For ease of understanding, the individual action items have been grouped into three categories—policy, practice, and perception—based upon the areas for improvement identified in the analysis of the City’s preservation program. The action items list is further sub-divided into enhancements of existing Louisville preservation program features and proposed new initiatives intended to improve the City’s preservation function.

Nearly all of the action items demand direct involvement from both Planning staff and Historic Preservation Commission members. A complete list of all responsible parties for each action item appears in the Implementation section of the Plan.

Policy Action Items

Enhance Existing

Modify ordinance to allow for administrative review (Year 1 - Immediate) – Adjust the demolition permit and alteration certificate process to allow for administrative review of minor projects (e.g. reroofing, maintenance and replacement kind).

Modify ordinance to ensure designation of historic districts is voluntary (Year 1) – Currently, the Historic Preservation Ordinance allows for historic districts to be approved without all property owner’s consent. This change would ensure future historic district designation is voluntary.

Engage in community conversations regarding the 2018 sunset of the Historic Preservation Fund (Year 1)

Clarify landmark alteration certificate criteria (Year 2-3) – Resolve conflict between new construction grant criteria and alteration certificate criteria. Revise existing alteration certificate criteria to decrease the ambiguity for applicants, Planning staff, and Historic Preservation Commission.

Modify parking requirements for landmark structures as a preservation tool concurrent with neighborhood plans (Year 2-3) – Allow for reduced parking requirements.

Evaluate modifying Historic Preservation Fund eligibility (Year 2-3) - Currently, the HPF applies only to properties within the geographic boundaries of Old Town and Downtown, but excludes other worthy places from this incentive.

Consider changes to setbacks, lot coverage, and floor area ratio (Year 3-5) – Potential to further incentivize landmarking by making additional yard and bulk standard exceptions.

New Initiatives

Modify ordinance to generate administrative rule-making procedures and notifications processes (Year 1)

Prepare neighborhood plans (Year 2-3) - The 2013 City of Louisville Comprehensive Plan update recommended the City prepare Neighborhood Plans for nine defined areas within the city to guide reinvestment in established neighborhoods.

Hold annual team-building and planning retreat for the Historic Preservation Commission (Year 2-3)

Evaluate creating accessory dwelling unit ordinance as a preservation tool concurrent with the development of neighborhood plans for Old Town and other neighborhoods within the City (Year 2-3).

Evaluate modifying ordinance to allow for use of Design Guidelines and/or Pattern Books as a preservation tool concurrent with neighborhood plans (Year 2-3) - Design guidelines offer narrative and visual advice on how best to alter existing buildings or erect new construction on a landmark site or within historic districts. Pattern Books present homeowners with standard options for how to most sensitively make changes or additions to modest, often low square-footage, house forms.

Evaluate modifying ordinance to allow for creation of conservation areas as a preservation tool concurrent with neighborhood plans (Year 2-3) - Conservation areas regulate setback, house size, and massing of alterations and new construction, often in conjunction with a pattern book, in areas with somewhat repetitive architecture where the buildings gain their significance from being part of a larger designed whole.

Establish guidelines for requests to move historic structures (Year 5+)

Explore strategies for establishing an emergency preservation fund (Year 5+) – Consider creating a fund for historic structures damaged by events such as fire or natural disasters.



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Practice Action Items

Enhance existing

Evaluate and improve demolition permit process (Year 1 - Immediate) - Make demolition review more streamlined and customer-friendly.

Evaluate and revise Historic Structure Assessment requirements/ process (Year 1)

Expand Planned Unit Developments (PUDs) waiver allowances to include preservation (Year 1)

Revise existing applications and instructions (Year 1)

Implement revolving loan program (Year 1) – The City has approved the creation of a loan program to supplement the HPF grant program, but has yet to implement it.

Align HPC public hearing notice requirements with Planning Commission/ City Council (Year 1)

Research and document historic themes (Year 1, 3-5, 5+) - The themes and stories presented in historic contexts give readers a framework to better understand the built environment as tangible links to stories from the past. Recommended historic contexts: Louisville's Residential Development, Louisville's Commercial Development, Louisville's Agricultural, Railroad, and Mining Origins.

Conduct Intensive Survey (paired with research/ document themes) (Year 2-3, 3-5, 5+) - Historical & architectural surveys collect essential information about buildings, including locational data, architectural style, construction history, historical background, current photographs, and an assessment of eligibility for designation. Recommended surveys: Louisville Historic Residential Subdivisions, Louisville's Commercial and Government Buildings.

Conduct customer satisfaction surveys every two years and prioritize needed improvements (Year 2-3)

Pursue creative strategies to encourage voluntary preservation (Year 3-5) – Louisville's preservation program relies on the voluntary participation of property owners, so a variety of incentives is beneficial.

Re-evaluate participation in Main Street program (Year 5+) - The program offers resources, training, and technical support for member communities, offering assistance with economic restructuring, design, organization, and promotion.

New Initiatives

Sponsor study and analyze factors leading to demolitions (Year 1) - Identify why buildings are being demolished and what the City can do to develop additional incentives to encourage alternatives to demolition.

Create historic preservation intern program to assist in implementing outlined actions (Year 1)

Explore feasibility of HPC Subcommittee for initial review of complex design review projects prior to public hearing (Year 2-3)

Initiate Structures of Merit program (Year 2-3) - This alternative to landmarking offers the HPC and City Council a means to acknowledge the history of a place while maintaining high standards of physical integrity within the landmarks program.

Implement program update in response to demolition study (Year 2-3) - Based upon the information gathered in the analysis described above, Louisville can develop appropriate policies and practices that balance the importance of historic buildings to the city's small-town character, image, and heritage with both private property rights and the realities of the community's development climate.

Draft and promote maintenance best practices for older buildings (Year 3-5)

Create priority list of properties to encourage voluntary designation (Year 3-5) - The City should systematically inform all property owners of buildings determined to possess sufficient significance and integrity for designation and invite owners to engage in ongoing dialogue about the benefits of preservation, established incentives and voluntary designation.

Create a reference file of Preservation Program accomplishments (Year 3-5) - Gathering articles, relevant annual reports, and explanations of major practical and policy challenges facing the program represents part of developing an institutional memory for preservation in Louisville.

Solicit assistance with how-to/ training opportunities (Year 3-5) - These periodic events will offer specialized tips on building maintenance projects, demonstrating appropriate and sensitive techniques for how best to deal with older materials and building components.

Research and implement best practices on reuse of building materials (Year 5+)

Reconnaissance survey of cultural landscapes (Year 5+) - Cultural landscapes encompass both buildings and their natural and human-made surroundings.

Engage neighborhoods eligible to become historic districts (Year 5+) - Historic districts are groups of buildings within a defined geographic area that possess a common historical or architectural significance wherein modifications to contributing structures require an alteration certificate



Perception Action Items

Enhance Existing

Improve handouts at Planning Counter and on website (Year 1)

Expand “Junior Preservationists” program (Year 1)

Promote Live/ Work ordinance (Year 1) - The recently enacted City of Louisville Live-Work Ordinance re-introduces a historic mixed use living pattern and offers owners of historic buildings an opportunity to maximize development on their lot.

Celebrate and promote successful use of HPF grants (Year 1)

Participate in established preservation campaigns (Year 2-3) -. Examples of campaigns, many annual, include the National Trust’s “This Place Matters” initiative, the Trust and Colorado Preservation Inc.’s “Endangered Places” lists, History Colorado’s “Heart Bomb” photography contest, and Preservation Month activities.

Enhance inter-department communications (Year 2-3)

Network with preservation partners (Year 2-3)

Host annual Open Houses for property owners (Year 3-5) - Sponsor a specialized workshop for property owners considering landmarking their buildings to facilitate networking among owners of historic buildings, construction and design professionals, and representatives from the Louisville Preservation Program

Revive Holiday House tour (Year 5+) – The Louisville Historical Museum sponsored a Holiday tour of historic Louisville homes which created a lot of interest in historic preservation.

Develop comprehensive oral history program (Year 5+) - Make existing oral histories recorded by Museum volunteers available to the public through

transcripts and promotion. Take advantage of available technology to allow anyone with a story to tell to contribute their recollections to a more informal collection of community memories, a complement to the Museum’s successful program.

New Initiatives

Provide orientation and training materials for HPC (Year 1)

Recruit HPC members (Year 1) – Actively reach out for qualified design and preservation professionals to volunteer their time as a member of the Historic Preservation Commission when vacancies on the Commission arise.

Create self-guided landmark walking tour (Year 1)

Prepare informational materials on landmark incentives targeted to commercial property owners (Year 1)

Cultivate relationship with local newspaper to increase reporting on preservation-related stories (Year 2-3)

Develop quarterly preservation forum for local building professionals (Year 2-3) - Offer opportunities for local contractors, carpenters, masons, and other building professionals to gather to receive how-to tips from individuals experienced in working with historic building components and materials. These quarterly meetings might also be geared more towards realtors and architects to educate them on new and existing incentive programs.

Create preservation resource center at local library (Year 2-3) - Provide specialized books and other resources (videos, DVDs, web-based tutorials) to property owners for guidance on how to complete common repair projects.

Appoint HPC members as liaisons to other Boards

and Commissions (Year 2-3)

Co-host meetings, events, lectures, and celebrations with City boards and community organizations (Year 2-3)

Create and deliver standard presentation on preservation to community organizations (Year 3-5)- Create illustrated speeches or PowerPoint presentations that Planning staff and Historic Preservation Commission members can deliver to service groups and others wanting to know more about topics such as the benefits of preservation, preservation basics, an introduction to Louisville’s Preservation Program, or a sampling of local landmarks.

Share information on tax credits and publicize success stories (Year 5+)

Sponsor annual photography, art, video contests (Year 5+)

Create interpretive signs (Year 5+) - Interpretive signs are one way to share details about the history and architecture of Louisville landmarks and other important locations, particularly the sites of resources that no longer exist.

Advertise with regional tourism organizations (Year 5+)



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Implementation

The table below provides a framework for accomplishing the action items in the Preservation Master Plan. The timeframes listed in the initial column mirror those used in the City’s Comprehensive Plan update. The table’s second column lists the action items in priority order. The next series of columns indicates the applicable goal for each action item; most action items fulfill multiple Plan goals. The final column in this table identifies the individuals or groups responsible for accomplishing each action item. Implementation of the Plan will require strong partnerships among the City, the Historic Preservation Commission, property owners, community members, and other individuals and groups charged with execution of action items. The Preservation Master Plan is intended to be a living document in which the Planning and Building Safety staff are responsible, with input from the Historic Preservation Commission, for both monitoring progress and revising this plan every five years.

Funding

Funding of the action items outlined in the Preservation Master Plan will rely upon a variety of sources. Until its sunset in 2018 the HPF will be employed to fund initiatives. If the sales tax is renewed, the HPF will continue to fund action items. As a Certified Local Government, Louisville is eligible to apply annually for CLG grants through the State preservation office. Eligible CLG grant projects include historic context research, surveys, outreach, training, and innovative projects. In addition, the State Historical Fund has two rounds of competitive grants each year. These grants can be used for education and survey components of the Plan. As a Forum member of the National Trust for Historic Preservation, Louisville also is eligible to apply for grants from this national organization. These grants fund projects related to sustainability, diversity and interpretation. Grants for specific types of preservation projects also are available through the

National Park Service Historic Preservation Fund.

Finally, Planning staff will seek additional funding, as needed, with capital and operating budget requests during the City’s annual budgeting process.



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	Time Frame	Category	Action Item	Preservation Practice	Public Awareness	Preserve Resources	Partnerships	Preservation Incentives	Responsible Party
Year 1	Practice		Evaluate and improve demolition permit process	X	X	X		X	Staff, HPC, Citizens
	Practice		Expand Planned Unit Developments (PUDs) waiver allowances to include preservation	X		X			Staff, HPC, City Council, Citizens
	Practice		Revise existing applications and instructions	X	X	X		X	Staff, HPC, Museum staff
	Policy		Modify ordinance to allow for administrative review	X	X				Staff, HPC, City Council
	Policy		Modify ordinance to generate administrative rule-making procedures and notification processes	X		X			Staff, HPC, City Council
	Perception		Improve handouts at Planning Counter and on website	X	X	X	X	X	Staff, HPC
	Practice		Align public hearing notices with Planning Commission/City Council	X	X				Staff, HPC
	Practice		Create historic preservation intern program to assist in implementing outlined actions	X	X	X	X		Staff
	Perception		Provide orientation and training materials for HPC	X	X	X	X	X	Staff, SHPO, Consultant
	Perception		Recruit HPC members	X	X				Staff, HPC
	Perception		Create self-guided landmark walking tour	X	X		X		Staff, HPC, Museum staff
	Practice		Research and document historic theme	X	X	X			Consultant
	Policy		Modify ordinance to ensure designation of historic districts is voluntary	X		X			Staff, HPC, City Council
	Practice		Sponsor study and analyze factors leading to demolitions	X		X			Staff, HPC, Contractors, Development Professionals, Realtors Citizens
	Practice		Implement revolving loan program	X		X		X	Staff, HPC, Loan administrator
	Perception		Celebrate and promote successful use of HPF grants		X			X	Staff, HPC, Economic Development, City Manager's Office
	Practice		Evaluate and revise Historic Structure Assessment requirements/process	X		X		X	Staff, HPC, Local architects, Previous HSA applicants
	Policy		Engage in community conversations regarding the 2018 sunset of the HPF		X		X	X	Citizens, History Colorado, Colorado Preservation Inc.
Perception		Expand "Junior Preservationists" program		X		X		Staff, HPC, Local teacher/ school districts	
Perception		Prepare materials on landmark incentives targeted to commercial property owners	X	X	X		X	Staff, HPC, Preservation intern	
Perception		Promote Live/Work ordinance		X	X		X	Staff, HPC	
Year 2-3	Practice		Conduct Intensive Survey (paired with research/document themes)	X	X	X			Consultant
	Practice		Evaluate HPC Subcommittee for initial review of complex projects	X		X		X	Staff, HPC
	Policy		Clarify landmark alteration certificate criteria	X	X	X	X		Staff
	Practice		Conduct customer satisfaction surveys every two years and prioritize needed improvements	X				X	Staff
	Practice		Initiate Structures of Merit program	X	X	X			Staff, HPC
	Perception		Cultivate relationship with press to increase preservation-related stories		X		X		Staff, HPC
	Perception		Develop quarterly Preservation forum for local building professionals	X	X	X	X	X	Staff, HPC
	Practice		Implement program update in response to demolition study	X		X			Staff, HPC
	Policy		Evaluate modifying ordinance to allow for use of Design Guidelines and/or Pattern Books as a preservation tool concurrent with neighborhood plans	X		X		X	Staff, HPC, Citizens, Neighborhood organizations
	Policy		Evaluate creating accessory dwelling unit ordinance as a preservation tool concurrent with the development of neighborhood plans for Old Town and other neighborhoods within the City	X		X		x	Staff, HPC, Citizens
	Policy		Modify parking requirements for landmark structures as a preservation tool concurrent with neighborhood plans	X		X		X	Staff, HPC
	Policy		Prepare Neighborhood Plans		X	X		X	Staff
Policy		Hold annual team-building and planning retreat for HPC	X		X			Staff, HPC	
Perception		Create preservation resource center at local library	X	X	X	X		Staff, HPC, Library staff	



	Time Frame	Category	Action Item	Preservation Practice	Public Awareness	Preserve Resources	Partnerships	Preservation Incentives	Responsible Party	
Year 3-5	Perception		Appoint HPC members as liasons to other Boards and Commissions		X		X		HPC	
	Perception		Co-host meetings, events, lectures, and celebrations with City boards and community organizations		X		X		Staff, HPC	
	Perception		Enhance inter-department communication	X			X		Staff	
	Perception		Network with preservation partners		X		X		Staff, HPC	
	Perception		Participate in established preservation campaigns		X		X		Staff, HPC	
	Policy		Evaluate modifying ordinance to allow for creation of conservation areas as a preservation tool concurrent with neighborhood plans	X		X			Staff, HPC, Citizens	
	Policy		Evaluate modifying HPF funding eligibility	X	X	X		X	Staff, HPC, Citizens	
	Practice		Draft and promote maintenance best practices for older buildings	X	X	X			Staff, HPC, Citizens	
	Policy		Continue preparing Neighborhood Plans		X	X		X	Staff	
	Practice		Research and document historic theme	X	X	X			Consultant	
	Practice		Conduct Intensive Survey (paired with research/document themes)	X	X	X			Consultant	
	Perception		Host annual Open Houses for property owners	X	X	X		X	Staff, HPC	
	Practice		Create priority list of properties to encourage voluntary designation	X		X			Staff, HPC	
	Policy		Consider changes to setbacks, lot coverage, and floor area ratio	X		X		X	Staff, HPC	
	Practice		Create a reference file of Preservation Program accomplishments	X	X		X		Staff, HPC, Museum staff	
	Perception		Create and deliver standard presentation on preservation to community organizations	X	X	X	X		Staff, HPC	
	Practice		Solicit assistance with how-to/training opportunities	X		X	X		Staff	
	Practice		Pursue creative strategies to encourage voluntary preservation	X		X		X	Staff, HPC	
	Year 5+	Practice		Research and document historic themes	X	X	X			Consultant
		Practice		Conduct intensive surveys (thematic)	X	X	X			Consultant
Perception			Revive Holiday House tour		X		X		Museum, Historical Commission, Property Owners	
Perception			Develop comprehensive oral history program		X	X	X		Museum, Historical Commission, Library	
Practice			Research and implement best practices on reuse of building materials			X	X		HPC, LSAB	
Perception			Share information on tax credits and publicize success stories		X	X	X	X	Staff	
Perception			Sponsor annual photography, art, video contests		X		X		Staff, HPC, Cultural Council, Louisville Arts District	
Perception			Create interpretive signs		X		X		Staff, HPC, Museum staff, OSAB	
Perception			Advertise with regional tourism organizations		X		X		Economic Development, Chamber of Commerce, DBA	
Perception			Reconnaissance survey of cultural landscapes				X		Consultant	
Practice			Engage neighborhoods eligible to become historic districts	X	X	X			Staff, HPC, City Council, Citizens	
Policy			Establish guidelines for requests to move historic structures	X		X			Staff, HPC, Citizens, City Council	
Practice		Reevaluate participation in Main Street program	X	X	X	X	X	Staff, HPC,Boards & Commission,Citizens, DBA, City Council		
Policy		Explore strategies for establishing an emergency preservation fund			X		X	Staff, HPC		



Preservation Strategies

Citizens attending the Community Workshop on April 8, 2015, received a copy of this document to assist with the activity where they brainstormed solutions for theoretical preservation scenarios. The preservation strategies appear in the Plan's appendix as a reminder during the implementation stage of the Preservation Master Plan process.



appendix

Category	Strategy	What is It?	Advantages and Details
Research and Documentation	Historic context	Based upon extensive research, tells the story of community's key historical themes, areas, or time periods	<ul style="list-style-type: none"> - A great foundation project; explains what is most important to community identity - Emphasis on story and human experiences
	Oral histories	Recorded interviews with key individuals who have personal memories relevant to community's history	<ul style="list-style-type: none"> - Gathered transcripts useful for historic context, historical and architectural survey, interpretation - Preserves memories of older generations - Reflects more personal, engaging history than found in traditional sources
	Historical & architectural survey	Information-gathering activity to identify and evaluate historic buildings; two types: reconnaissance and intensive	<ul style="list-style-type: none"> - Tells a community what types of resources they have - A great foundation project or a follow-up to historic context - Intensive: detailed information about history, architecture, and eligibility for designation
	Documenting cultural landscapes	Information-gathering activity to identify and evaluate areas with special social and historical significance	<ul style="list-style-type: none"> - Records places with both built and natural components, like farmsteads and ethnic enclaves
Historic Designation	Landmarks	Official recognition for historic buildings that are both important (based upon established eligibility criteria) and physically intact; three types: Louisville local landmark, National Register of Historic Places, Colorado State Register of Historic Properties	<ul style="list-style-type: none"> - Follow-up activity to either historic context or historical and architectural survey - Preserving community's tangible history for future generations, interpretation opportunities - Louisville local landmark: protection for character-defining features (alteration certificates), possible eligibility for HPF money - National and State registers are honorary/ less protection for resources, possible eligibility for tax credits
	Historic districts	Official recognition for groups of historic buildings that share significance (based upon established eligibility criteria) and are within a justifiable boundary; two types of resources within historic districts: contributing and non-contributing	<ul style="list-style-type: none"> - Follow-up activity to either historic context or historical and architectural survey - Evidence of increased property values for properties within historic districts - Louisville (local) historic districts: allows for protection of larger areas than single site designation - Again, National and State register historic districts are honorary only - Louisville historic districts require 40% owner consent; State Register historic districts require 100% owner consent; National Register historic districts require no more than 49% of owners object
Zoning Options	Code modifications	<p>Accessory Dwelling Units: Allows for residential use of historic garages and outbuildings</p> <p>Live-Work Ordinance: Re-establishes historic pattern of business owners living adjacent to their business</p>	<ul style="list-style-type: none"> - Potential to maximize development of historic site without significant change to massing, scale, and number of buildings - Economic incentive to preserve historic storefronts
	Conservation areas	Overlay zone intended to protect scale, house size, and setback	<ul style="list-style-type: none"> - Sometimes referred to as "preservation lite" because there are fewer regulations associated with these overlay zones than more traditional historic districts - Often applied to large postwar neighborhoods where design review might become too time-consuming if these areas were designated as historic districts
	Old Town Overlay Yard and Bulk Standards	Lot coverage and floor area ratio bonuses for preserving the street-facing façade or for obtaining a landmark designation.	<ul style="list-style-type: none"> -Allows for up to 10% additional buildable area on a lot -Encourages preservation of existing buildings with sensitive additions



Category	Strategy	What is It?	Advantages and Details
Design-based Options	Design guidelines	Specific guidance on how to make appropriate changes to historic buildings or within historic districts; include both narrative text and illustrations (photos/ line drawings) to advise property owners undertaking maintenance, alterations, and new construction	<ul style="list-style-type: none"> - Common follow-on activity from local historic district designation - Establish community standards for appropriate size, scale, building materials, and design approaches for historic buildings and within historic districts - Useful for property owners, staff, and HPC in alteration certificate process/ discussions - Beneficial for design professionals: propose solutions/ changes that are most likely to be approved
	Pattern books	Standard solutions for making alterations to common, modest house forms (such as Bungalows, Ranches, or Split Levels) in areas experiencing development pressure	<ul style="list-style-type: none"> - Requires preliminary work: reconnaissance survey where all resources are photographed and categorized by model and/or design characteristics - Beneficial for property owners to initiate discussions with design professionals about feasible changes to homes
	Adaptive reuse	Accepted preservation practice of repurposing an historic site while making minimal physical changes to the original building	<ul style="list-style-type: none"> - An excellent alternative to demolition—new use for historic building—that often revitalizes an obsolete area - Changes should respect character-defining architectural features of historic building
Planning	Neighborhood Plans	Recommended in the 2013 Comprehensive Plan, these documents address strategies for preserving the unique and special qualities of each residential area	<ul style="list-style-type: none"> - Plans address housing rehabilitation, traffic, safe routes to school, aging infrastructure, monitoring/ maintenance of community services - Intended to ensure plan areas remain livable, stable, successful in face of growth and changes
Financial Incentives	HPF grants	Monies from 2008 voter-approved, dedicated sales tax to finance historic preservation projects related to or within the Old Town overlay	<ul style="list-style-type: none"> - Louisville is only municipality in the United States with this type of voter-approved funding mechanism for historic preservation - Funding approved until 2018
	Tax credits	Financial bonus for investment in the rehabilitation and reuse of historic buildings	<ul style="list-style-type: none"> - State and Federal programs, each with their own regulations, exist - Tax credit programs create jobs, revitalize communities, leverage private investments to preserve historic properties
	Revolving loans	2014 City Council-approved use of a portion of the HPF to fund building rehabilitation	<ul style="list-style-type: none"> - Landmarks and properties with conservation easements eligible for loans - Intended to extend utility and reach of HPF





preservation master plan

draft review

City Council Study Session
September 8, 2015



comp plan core values

- A Sense of Community
- Our Livable Small-Town Feel
- A Healthy, Vibrant, and Sustainable Economy
- **A Connection to the City's Heritage**
- Sustainable Practices for the Economy, Community, and the Environment
- Unique Commercial Areas and Distinctive Neighborhoods
- A Balanced Transportation System
- Families and Individuals
- Integrated Open Space and Trail Networks
- Safe Neighborhoods
- Ecological Diversity
- Excellence in Education and Lifelong Learning
- Civic Participation and Volunteerism
- Open, Efficient and Fiscally Responsible Government

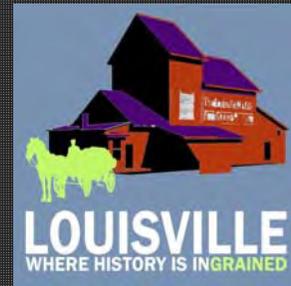


preservation benefits

- Protects small-town character
- Creates sense of place
- Inspires community pride
- Leverages public dollars for private investment
- Contributes to environmental sustainability
- Cultivates tourism



740 Front, 1904, Landmark Ceremony, May 2015



Grain Elevator



vision and purpose

Vision:

The citizens of Louisville retain **connections to our past** by fostering its stewardship and preserving significant historic places. Preservation will reflect the authenticity of Louisville's **small-town character**, its history, and its sense of place, all of which make our community **a desirable place to call home and conduct business**.

Purpose:

The purpose of the Plan is to outline Louisville's city-wide **voluntary** historic preservation program for the next **twenty years**.



goals

- Preservation practice
- Public awareness



HPC at Farmer's Market, 2015

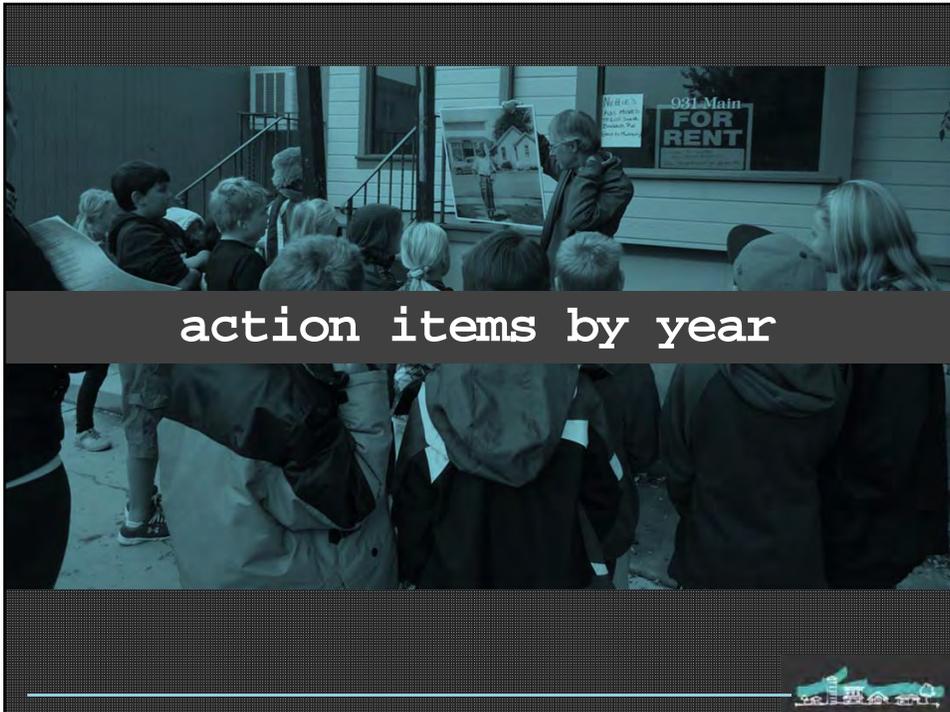


927 Main Street, Pearson Store

- Resource preservation
- Partnerships
- Preservation incentives



action items by year



year 1

- Evaluate and improve demolition permit process
- Expand Planned Unit Developments (PUDs) waiver allowances to include preservation
- Revise existing applications and instructions
- Modify ordinance to allow for administrative review
- Modify ordinance to generate administrative rule-making procedures and notification processes
- Improve handouts at Planning Counter and on website
- Align public hearing notices with Planning Commission/ City Council



year 1

- Create historic preservation intern program to assist in implementing outlined actions
- Provide orientation and training materials for HPC
- Recruit HPC members
- Create self-guided landmark walking tour
- Research and document historic theme
- Modify ordinance to ensure designation of historic districts is voluntary
- Sponsor study and analyze factors leading to demolitions
- Implement revolving loan program



year 1

- Celebrate and promote successful use of HPF grants
- Evaluate and revise Historic Structure Assessment requirements/process
- Engage in community conversations regarding the 2018 sunset of the HPF
- Expand “Junior Preservationists” program
- Prepare materials on landmark incentives targeted to commercial property owners
- Promote Live/Work Ordinance



year 2-3

- Conduct Intensive Survey (paired with research/document themes)
- Evaluate HPC Subcommittee for initial review of complex projects
- Clarify landmark alteration certificate criteria
- Conduct customer satisfaction surveys every two years and prioritize needed improvements
- Initiate Structures of Merit program
- Cultivate relationship with press to increase preservation-related stories



year 2-3

- Develop quarterly Preservation forum for local building professionals
- Implement program update in response to demolition study
- Evaluate modifying ordinance to allow for use of Design Guidelines and/or Pattern Books as a preservation tool concurrent with neighborhood plans
- Evaluate creating accessory dwelling unit ordinance as a preservation tool concurrent with the development of neighborhood plans for Old Town and other neighborhoods within the City



year 2-3

- Modify parking requirements for landmark structures as a preservation tool concurrent with neighborhood plans
- Prepare Neighborhood Plans
- Hold annual team-building and planning retreat for HPC
- Create preservation resource center at local library
- Appoint HPC members as liaisons to other Boards & Commissions
- Co-host meetings, events, lectures, and celebrations with City boards and community organizations
- Enhance inter-department communication



year 2-3

- Network with preservation partners
- Participate in established preservation campaigns
- Evaluate modifying ordinance to allow for creation of conservation areas as a preservation tool concurrent with neighborhood plans
- Evaluate modifying HPF funding eligibility



year 3-5

- Draft and promote maintenance best practices for older buildings
- Continue preparing Neighborhood Plans
- Research and document historic theme
- Conduct Intensive Survey (paired with research/document themes)
- Host annual Open Houses for property owners
- Create priority list of properties to encourage voluntary designation



year 3-5

- Consider changes to setbacks, lot coverage, and floor area ratio
- Create a reference file of Preservation Program accomplishments
- Create and deliver standard presentation on preservation to community organizations
- Solicit assistance with how-to/training opportunities
- Pursue creative strategies to encourage voluntary preservation



year 5+

- Research and document historic themes
- Conduct intensive surveys (thematic)
- Revive Holiday House tour
- Develop comprehensive oral history program
- Research and implement best practices on reuse of building materials
- Share information on tax credits and publicize success stories
- Sponsor annual photography, art, video contests
- Create interpretive signs
- Advertise with regional tourism organizations



year 5+

- Reconnaissance survey of cultural landscapes
- Engage neighborhoods eligible to become historic districts
- Establish guidelines for requests to move historic structures
- Reevaluate participation in Main Street program
- Explore strategies for establishing an emergency preservation fund



fiscal impact

- Historic Preservation Intern Program (\$20,152)
- Funding sources for Action Items:
 - Louisville's Historic Preservation Fund
 - Certified Local Government Grants
 - State Historic Fund
 - National Trust for Historic Preservation
 - National Park Service Historic Preservation Fund
 - Louisville Capital and Operation Budget



**draft preservation master plan:
upcoming review dates**

- September 9th: OSAB
- September 10th: Planning Commission
- September 15th: Louisville Revitalization Commission
- September 23rd: Historic Preservation Commission
- **October 6th: City Council (adoption)**

Please send any comments to: Lauren Trice, laurent@louisvilleco.gov

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