

CITY OF LAKEWOOD, CO

HISTORIC PRESERVATION PLAN



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INTRODUCTION

Lakewood holds a unique and distinctive place in the history of Colorado and the Denver metropolitan region. While technically a relatively “young” city, its roots extend back to the late nineteenth century. Farms established then supplied produce for the growing communities in the area. The main road through the city, West Colfax Avenue, served as the “Gateway to the Rockies.” With World War II, munitions productions established a foundation for governmental activities that expanded into the largest concentration of federal offices outside of Washington, DC.

Buildings, sites and structures from these and other historical events provide links to this rich heritage. Early farmhouses and blocks of residences, as well as institutional and commercial buildings, reflect the history of the community for its residents and visitors today. Commercial buildings along West Colfax Avenue from the mid-twentieth century are particularly noteworthy for their neon signs and other traces of highway architecture that provide opportunities for promoting heritage tourism.

Lakewood’s citizens value these hints of the past, and some have worked to preserve and restore several of those resources. However, substantial numbers of historic sites remain unrecognized and under-appreciated; many owners lack the awareness of the historic value of their properties or of the appropriate procedures for maintaining their significance.

The city would benefit from a broad education and assistance campaign, combined with strategically crafted regulations, incentives and benefits to assure that historic resources will continue to serve today’s needs while providing links to the past. This requires efficient administration and active cooperation of groups and individuals working as partners.

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This Historic Preservation Plan sets forth the essential ingredients for a viable preservation program as an integral part of Lakewood’s community planning. The Plan is a guiding document for the City of Lakewood to utilize in planning for the future of the city’s historic resources. It defines Lakewood’s vision for sustainable preservation of those resources and sets forth related goals, policies and actions for them. It also provides a framework for other groups and organizations engaged in community-based initiatives with interests in protecting and experiencing cultural resources.

THE ROLE OF THE HISTORIC PRESERVATION PLAN

The Historic Preservation Plan establishes a comprehensive program for historic resources in Lakewood. It will be used by the City and its preservation partners to guide and monitor preservation efforts in the community. Businesses, property owners and members of the general public may also use the plan to learn about the program and the status of preservation efforts.

Preservation is a part of many community interests, including housing, sustainability, livability and economic development; therefore, the Plan approaches historic preservation as an integral element of community development and livability. It seeks to balance broader community objectives while achieving its core mission of retaining cultural resources. It touches on many subjects that appear in other City planning documents while presenting additional program-specific actions related to the components of a complete preservation program.

PLAN ORGANIZATION

Following this introduction, the plan is divided into four primary chapters:

- **Chapter 1: Historic Resources.** This chapter describes key themes in the history of Lakewood and provides a general overview of the city's historic resources.
- **Chapter 2: Program Components.** This chapter describes the key components of a preservation program: administration, identification, management tools, incentives and benefits, education and advocacy and partnerships, it also describes Lakewood's existing assets related to each.
- **Chapter 3: Program Goals, Policies and Actions.** This chapter sets forth goals, policies and actions for historic preservation in Lakewood and is organized into categories by preservation program component.
- **Chapter 4: Implementation.** This chapter establishes a strategy for executing individual plan actions in a sequence that will be most effective in reaching the stated goals for preservation.



Community workshops provided valuable feedback for the goals, policies and actions in the Historic Preservation Plan.

RELATIONSHIP TO OTHER PLANS AND DOCUMENTS

The Historic Preservation Plan builds upon goals for community character and development established in Lakewood's guiding documents. Other documents that relate closely to the Historic Preservation Plan include:

- The Comprehensive Plan
- Neighborhood and Area Plans
- The Zoning Ordinance
- The Community Resources Master Plan
- The 2028 Cultural Vision Plan

See Chapters 2 and 3 for more information on the interaction between these documents and the Historic Preservation Plan.

In addition to community plans and policies, the Historic Preservation Plan complies with federal, state and local regulations that provide the legal basis for historic preservation efforts in Lakewood.

THE CERTIFIED LOCAL GOVERNMENT PROGRAM

A Certified Local Government (CLG) is a local government having a partnership agreement with the State Historic Preservation Office (SHPO) and National Park Service (NPS). Status as a Certified Local Government (CLG) makes a City eligible to receive federal Historic Preservation Funds and Certified Local Government Grants from the state. CLG status also means that a city's locally-designated landmarks are eligible to receive incentives and benefits that are offered at the federal level.



Community workshops provided a forum for discussion of preservation and community development goals throughout the city.

PLAN BACKGROUND

Lakewood's heritage dates back to the 1800s when the area was developed by homesteaders eager to take advantage of real estate and agricultural opportunities. Today, Lakewood is the third largest city in the metropolitan area with approximately 143,000 residents. With continued pressure for growth and infill development in Lakewood, the City wants to ensure it effectively manages and maintains its heritage, landmarks and historic areas.

In order to accommodate continued growth in a positive and sustainable manner, the City is currently rewriting its 30-year-old Zoning Ordinance. As part of that effort, the Historic Preservation Ordinance is also being updated. The primary goal of the new Historic Preservation Ordinance is to ensure proper procedures and processes are in place for historic preservation efforts and to achieve Certified Local Government status. The Historic Preservation Plan was developed to guide this process, the development of Lakewood's preservation program and its preservation vision and goals.

The broad range of issues, goals, policies and actions addressed in the Plan are based on community feedback. Citizens, including members of the Lakewood Historical Society and the Advisory Commission for an Inclusive Community, participated in several community workshops and stakeholder focus groups. These activities established a forum for discussion of preservation and community development goals throughout the city.

WHAT IS PRESERVATION?

Preservation means having properties and places of historic and cultural value in active use and accommodating appropriate improvements to sustain their viability while maintaining the key, character-defining features which contribute to their significance as cultural resources. Preservation also means keeping cultural resources intact for the benefit of future generations. (While maintaining properties in active use is the immediate objective, preservation is in part a means of assuring that they will be available for others in the future.) Historic preservation is also an integral component of other community initiatives in neighborhood livability, sustainability, economic development and culture.

Balancing Interests

Because preservation supports many other community interests, including housing, sustainability, livability and economic development, the program inherently seeks to balance broader community objectives while achieving its core mission of retaining cultural resources. For this reason, the process of identifying and managing cultural resources occurs in the context of other City planning work.

DEFINITIONS

Cultural Resource

Includes, but is not limited to, any building, area, place, site, structure, object, district, or landscape which represents a significant part of the cultural heritage and history of Lakewood, the state or the nation.

Historically Significant

Is the importance of a property, structure, landscape, object, or site, to the history, architecture, archaeology, engineering, or culture of Lakewood, the state, or the nation.

Local Designation

Is the process by which the City of Lakewood officially recognizes a property, structure, landscape, object, site or district as having historic significance.

THE SUSTAINABLE BENEFITS OF HISTORIC PRESERVATION

Lakewood’s historic resources are integral components of the city fabric and essential to its identity. In addition, historic preservation efforts directly support the three primary components of a sustainable community: economy, environment and culture. Investment in these areas ensures that the community’s quality of life, economic vitality and environmental sustainability are maintained and enhanced. The sustainable benefits of preservation are summarized as follows:



Historic preservation efforts directly support the three primary components of a sustainable community: economy, environment and culture.



CULTURAL AND SOCIAL BENEFITS

This component of sustainability relates to the maintenance of the community's cultural traditions and social fabric. Preserving historic places promotes cultural and social sustainability by supporting everyday connections between residents and the cultural heritage of the community. These connections are reinforced by the physical characteristics of historic places, which often directly support environmental sustainability.

Civic Involvement

Historic properties in Lakewood provide links to the past that help build an ongoing sense of identity within the community. Residents anchored in this sense of identity are inspired to become more engaged in civic activities and overall community sustainability and preservation efforts.

Social Interaction

The historic development patterns of Lakewood's older neighborhoods promote social interaction that supports a high quality of life and helps build a sense of community. Historic neighborhoods are compact and walkable, providing for impromptu mixing of different cultural and economic groups. Porches, storefronts, plazas and other direct connections to the public realm provide additional opportunities for community interaction. These physical development patterns, combined with the inherent cultural connections they offer, provide significant support for the community's overall sustainability effort.

Cultural Sustainability and Livability

Historic properties provide a unique ambience that helps distinguish the community from others and enhances the quality of life. Although historic preservation carries responsibilities for the community and individual property owners, it also produces commensurate economic, environmental and social benefits.

Historic preservation efforts support community livability by helping to conserve desirable neighborhoods, shape compatible development and promote unique citywide and neighborhood identity.



Historic properties provide a unique ambience that helps distinguish the community and raise the quality of life.

THE ECONOMIC BENEFITS OF PRESERVATION

For more information and resources on the economic benefits of preservation visit the Colorado Office of Archaeology and Historic Preservation's website at:

<http://www.historycolorado.org/oahp/economic-benefits-historic-preservation>



ECONOMIC BENEFITS

This component of community sustainability relates to the economic vibrancy and health of the community. Historic buildings represent a substantial economic investment made in previous generations that merits protection. Furthermore, the economic benefits of protecting historic resources are well documented across the nation and in Colorado. These include higher property values, job creation and increased heritage tourism.

Livability and Business

Historic preservation efforts support community livability by helping to conserve desirable neighborhoods, shape compatible development and promote unique citywide and neighborhood identity. Quality of life improvements associated with living in historic neighborhoods also may help communities recruit desirable businesses.

Local Business and Trades

Because historic rehabilitation projects are more labor intensive than new construction and often use specialized materials, more of the project investment stays in the local economy rather than being spent on non-local materials or out-of-town trades. A rehabilitation project can also provide affordable space for local small businesses.

Heritage Tourism

The National Trust for Historic Preservation defines cultural heritage tourism as “traveling to experience the places, artifacts, and activities that authentically represent the stories and people of the past and present.” Investing in historic preservation gives visitors a glimpse of Lakewood’s heritage and historic contributions. Heritage tourists spend more on travel than other tourists, which generates jobs in restaurants, hotels, retail stores and other service businesses.

Historic Rehabilitation Projects

Historic rehabilitation projects generate both direct and indirect benefits. Direct benefits result from the actual purchases of labor and materials, while materials manufacture and transport result in indirect benefits. Preservation projects are generally more labor intensive, with up to 70% of the total project budget being spent on labor, as opposed to 50% when compared to new construction. Expenditure on local labor and materials benefits the community’s economy.



ENVIRONMENTAL BENEFITS

This is the most often cited component of community sustainability. It relates to maintenance of the natural environment and the systems that support human development. Rehabilitation of historic resources is an important part of environmental sustainability and green building initiatives. It directly supports environmental sustainability through conservation of embodied energy, adaptability and other factors that keep historic buildings in use over long periods of time.

Embodied Energy

Embodied energy is defined as the amount of energy used to create and maintain the original building and its components. Preserving a historic structure retains this energy. Re-using a building also preserves the energy and resources invested in its construction, and reduces the need for producing new construction materials, which require more energy to produce. Studies confirm that the loss of embodied energy by demolition takes three decades or more to recoup, even with the reduced operating energy costs in a replacement building.

Building Materials

Many of the historic building materials used in Lakewood contribute to environmental sustainability through local sourcing and long life cycles. Buildings constructed with wood, stone, and brick were built for longevity and ongoing repair. Today, new structures utilize a significant percentage of manufactured materials. These materials are often less sustainable and require extraction of raw, non-renewable materials. High levels of energy are involved in production, and the new materials may also have an inherently short lifespan.

The sustainable nature of historic building materials is best illustrated by a window. Older windows were built with well seasoned wood from durable, weather resistant old growth forests. A historic window can be repaired by re-glazing as well as patching and splicing the wood elements. Many contemporary windows cannot be repaired and must be replaced entirely. Repairing, weather-stripping and insulating an original window is generally as energy efficient and much less expensive than replacement.



The rehabilitation of historic buildings helps the community meet goals for sustainability.

Construction Quality

As a rule, the quality of early construction and materials was higher than those used in many late twentieth century buildings. Lumber used in early Lakewood came from mature trees, was properly seasoned and typically milled to “full dimensions,” providing stronger framing and construction. The high quality of construction in earlier buildings is an asset that is difficult to replace.

Adaptability

The floor plans of many historic properties easily accommodate changing needs. They permit a variety of uses while retaining the overall historic character.

Landfill Impacts

According to the Environmental Protection Agency, building debris constitutes around one third of all waste generated in the country. The amount of waste can be reduced significantly if historic structures are retained rather than demolished.



The adaptive reuse of this historic motel in Lakewood is a good example of the adaptability of many historic structures.

A VISION FOR HISTORIC PRESERVATION IN LAKEWOOD

The citizens of Lakewood envision a future in which historic resources play vital roles in the quality of life in the city. This vision for preservation is in part inspired by a recognition of the benefits it yields, as described in the preceding section. Lakewood's vision for historic resources and its preservation program is described more specifically in these qualitative statements:

Historic resources convey the heritage of Lakewood.

They provide links to heritage and enable people to feel a sense of connection with their past and with the community as a whole. Historic resources provide opportunities to interpret the history of the community, to comment on events that have shaped it, and to build an understanding of our culture.

A network of individuals and organizations support historic preservation throughout the community.

The preservation program is community-based. It links official city preservation components with conservation-related activities of other groups and individuals.

Historic preservation is integral to the City's overall goals and objectives.

Historic preservation in Lakewood is a vital part of broader community development policies and objectives. It serves as an important tool in sustainability, economic development, public health, housing and cultural enrichment. In this respect, it embraces a holistic approach to planning and development.

Historic preservation is key to the City's sustainability initiatives.

Preserving historic resources is a fundamental part of a comprehensive approach to sustainability. Keeping historic properties in use conserves the energy embodied in their creation. Historic structures also operate in energy conserving ways, and compatible retrofits for energy conservation are encouraged. Preserving close-in historic neighborhoods also supports alternative modes of transportation, including walking, bicycling and using mass transit.



The vision for the preservation program includes clear guidance for the designation and treatment of historic structures.

The preservation program guides treatment of historic resources.

Historic resources are identified and described in a manner that conveys their significance and interprets their association with the community. They are then designated in a manner that facilitates informed management. A set of well-reasoned tools is applied, including regulations, incentives and benefits.

Historic preservation is “horizontally integrated” into planning efforts.

Many City departments employ strategies which support historic preservation as they seek to achieve their individual missions.

The City’s historic preservation program is readily accessible.

Program components are easy to understand. Lay people as well as professionals participate in the system at a variety of levels. They engage in researching and nominating resources for designation. They also can easily comment on city preservation activities and they can anticipate the potential outcomes of properties that are managed by preservation tools.

Professionals in various departments of government and other agencies also engage in the preservation system and see it as a useful tool. Property owners, builders and developers understand how the system operates and can make informed decisions about properties that may be of historic significance and of others that may be important to the identity of the community.

Historic preservation is solution oriented.

The program helps owners maintain historic resources in active and appropriate uses. Design guidelines, “how to” information and other media illustrate the range of appropriate options.

Historic preservation looks forward while valuing the past.

The program seeks ways in which historic resources maintain the vitality of the city. It is forward looking, helping the community meet its aspirations for the future in ways that make the best use of its older buildings, sites and neighborhoods.

CHAPTER 1

HISTORIC RESOURCES

This chapter provides a brief summary of historic resources in Lakewood including a description of historic themes and property types as well as a summary of the city's existing resources.

HISTORIC THEMES AND TOPICS

Historic themes are used to group information that relates to existing historic resources based on a subject, specific time period or geographic area. The relative importance of specific historic resources can be better understood by determining how they relate to these themes. An individual historic resource may relate to more than one theme.

The general themes that relate to the development of Lakewood are briefly touched upon in the following pages, but do not represent an exhaustive summary. Chapter 3 includes recommendations for additional research to support an understanding of the full range of historic themes within the community.

The following is adapted from the *Survey Report for the 2001 Cultural Resource Survey of Historic Northeast Lakewood and Lakewood - Colorado an Illustrated Biography*, by Pat Wilcox.

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SETTLEMENT, 1860 - 1919

Native American tribes crossing the foothills to the eastern plains traveled through present-day Lakewood, and the gold rush of 1858-1859 brought prospectors and settlers through the area. Thus, Lakewood was among the first areas of Colorado to be settled as part of the western expansion. Much of the area was established as land acquisitions in the mid to late nineteenth century. These lands were obtained through Preemption Patents, Military Warrants and Bounties, Homesteads, the Timber Culture Act (1873), The Railroads Acts (1862, 1864, 1869 and 1872), the Coal Act (1864), the State Lands Act (1864) and the Public Lands Act (1820). These early prospectors were followed closely by farmers and merchants, many of whom settled in the Lakewood area.

The First “Lakewood”

Lakewood was initially settled in 160-acre parcels and the first residential subdivisions were platted south of West Colfax Avenue just east of Sheridan Boulevard. The first area to be called Lakewood was a subdivision established in 1889 by William and Miranda Loveland and Charles Welch, bounded by West Colfax Avenue and West 10th Avenue, and Harlan Street and Teller Street. The Lovelands and Welch envisioned a railroad suburb, and the development was therefore planned alongside the Denver, Lakewood & Golden (DG&L) Railroad. However, development stalled with the financial trouble of the DG&L and the death of William Loveland in 1894.

Railroad and Interurban Streetcar Period, 1890 - 1953

The DG&L, running along West 13th Avenue, originated as a standard gauge railroad spearheaded by Loveland and Welch, and began operation in 1891. In 1904, the Denver & Intermountain Railroad (D&IM) Company purchased the railroad and converted it to the D&IM streetcar line. In 1909, the Denver Tramway Company (DTC) purchased the D&IM and converted the streetcar line from steam power to electric operation.

The streetcar line impacted Lakewood in several ways. It encouraged development of the Lakewood Country Club (established in 1907), with golf club members and their caddies riding the streetcar out from Denver. People began building homes near the line and commuting to work in the city. Children also rode the streetcar to school. In addition, the D&IM line hauled freight between Denver and Golden and delivered packages to stations along the route until 1953. The D&IM streetcar line operated until the 1950s. Afterward, buses provided passenger service along West Colfax Avenue. In 1988, the Regional Transportation District (RTD), purchased the right-of-way from the Associated Railroad. RTD is constructing a 13-mile light rail line in the right-of-way, which is scheduled to open in April 2013.

AGRICULTURE

Agriculture was an important local industry until the early 1940s. The Lakewood area was initially homesteaded, then divided into smaller farm properties. By the late 1800s, irrigation ditches provided water for cultivation of fruit trees, vegetables, and alfalfa fields. Poultry ranches, dairy and pork farms, and nurseries were prominent during the first half of the twentieth century. The 1969 Grange building at the corner of West 14th Avenue and Brentwood Street, as well as irrigation ditches and backyard barns and chicken coops, remain today as evidence of the agricultural foundations of Lakewood.



TUBERCULOSIS SANITARIUMS, 1904 – 1952

At the turn-of-the-century, Colorado became a health haven for tuberculosis patients. Two sanitariums developed on West Colfax Avenue west of Sheridan Boulevard to treat tuberculosis patients, in particular those who could not afford medical care.

The first was the Denver Sanitarium run by the Jewish Consumptives' Relief Society. Established as a small twenty-acre tent colony on West Colfax in 1904, it expanded into a larger campus in 1925, and by 1929 the self-sufficient facility consisted of 34 buildings. Streptomycin brought tuberculosis under control in the 1940s, and in 1955 the facility became the American Medical Center Cancer Research Center and Hospital. The campus was listed in the National Register of Historic Places in 1981. Today it is the campus for the Rocky Mountain School of Art + Design.

The second philanthropic sanitarium on West Colfax was founded in 1907 by Frank Craig, a tuberculosis patient. It grew from a tent colony to become the Craig Hospital in 1923. With eradication of tuberculosis by 1950, the organization changed its focus to polio and then to spinal cord injuries in the 1960s. In 1969, the Craig Hospital opened in affiliation with Swedish Hospital in Englewood. The building on West Colfax Avenue was demolished.



The Jewish Consumptives' Relief Society (JCRS) campus was listed in the National Register of Historic Places in 1981. Today it is the campus for the Rocky Mountain School of Art + Design.

SUBURBAN DEVELOPMENT

Until post World War I, Lakewood remained a rural countryside dotted with a few farmhouses. The Lakewood subdivision failed to materialize into the streetcar suburb envisioned by its developers; however, the West Colfax subdivisions grew faster, benefiting from proximity to Denver city limits and to Edgewater. By 1910, a few modest dwellings had been built in the West Colfax vicinity. Despite the 1906 installation of the D&IM streetcar line and the opening of the Colorado Golf Club, little growth occurred until the 1920s.

Country Club Suburbs, 1907 – 1952

The Lakewood Country Club's opening in 1907 as the Colorado Golf Club influenced the surrounding areas. Located between West 6th Avenue and West 10th Avenue from Harlan to Reed Streets, it encouraged residential growth and shaped the character of the adjacent neighborhoods.

The area around the country club, Golf Club Acres, was platted in 1925. It developed as a middle-class neighborhood with vernacular wood frame homes and a few Craftsman and Tudor Revival dwellings on large lots.

The Broadmoor Country Club, situated north of West Colfax Avenue at 1890 Teller Street, operated for nearly 70 years. Drawing a membership from neighboring residents, it thrived as a popular nightspot, known for its dinners, Big Band music and dancing. Following World War II, Broadmoor Country Club was leased to a group of men and women with military and civilian backgrounds in aviation, and renamed the Aviation Country Club. The club closed in the 1990s and was demolished. The property was purchased by the City of Lakewood and developed into Aviation Park, which maintains an aviation theme to honor the site's history.



INDUSTRY AND COMMERCE

Prior to the 1920s, economic growth consisted of a few commercial businesses on West Colfax, the two tuberculosis sanitariums, and the redevelopment of the DL&G Railroad into the Denver & Intermountain streetcar line.

Industry, 1892 - 1960

Inexpensive land and access to the rail line encouraged industrial activity along West 13th Avenue. The first industrial firm in Lakewood was the Denver Hardware Manufacturing Company established in 1892. The business manufactured ornate brass doorknobs and door hinges. The company store building became the Leonardson Store, then the Lakewood Grange in 1909. It still remains at 1090 Brentwood Street, now used as a private residence.

The 1300 blocks between Harlan and Sheridan also developed as an industrial area. Lakewood's longest operating business, the Lakewood Brick and Tile Company, opened in 1919. The original beige brick structure from the early 1920s remains on the west end of the plant surrounded by later expansions.

The area southeast of Lakewood Brick and Tile Company has had ongoing industrial use. Activity includes light manufacturing plants, junkyards, metal salvage yards, a propane tank facility, and a power substation.

Commerce, 1920 - 1960s

West Colfax Avenue was Lakewood's first commercial district. It grew as both a local business center for the expanding local neighborhoods and a commercial corridor catering to automobile tourists. The first store opened in 1920. By the 1930s, the Wadsworth and Colfax intersection was regarded as Lakewood's "downtown." A prominent business stood on each corner.

As auto travelers increased on West Colfax, lodgings and other businesses opened to serve them. With more people moving into neighborhoods, especially after World War II, stores and other businesses opened to meet residents' commercial needs. In the 1950s, a distinctive automobile-oriented commercial suburban landscape emerged, consisting of commercial strips and shopping centers. Commercial retail followed national trends, with construction of the JCRS Shopping Center, the first commercial retail complex west of Denver. Within a decade, two more shopping centers opened, responding to ongoing suburban expansion to the south and west of historic northeast Lakewood.

TRANSPORTATION CORRIDORS

Evolution of West Colfax Avenue, 1859 – 1960s

Colfax Avenue is a 26-mile long commercial corridor between east Aurora and west Lakewood. It originated as a wagon road connecting the frontier settlements of Auraria and Denver to Golden and mountain mining districts to the west. By 1890, the road was referred to as West Colfax Avenue and in 1916 it was paved.

In the late 1920s, Colfax Avenue became a designated segment of the coast-to-coast US 40, thus encouraging tourists to vacation in Colorado's Rocky Mountains. Various businesses opened to meet motorists' needs, replacing dairy pastures, fruit orchards, and other agricultural land. By the 1940s, motels, drive-in restaurants, and car sales lots also proliferated along West Colfax Avenue.

Following World War II, hundreds of houses were built in neighborhoods on either side of West Colfax Avenue. Businesses and retail complexes rose in proximity to the suburban neighborhoods, typically built on cheap agricultural land and surrounded by a large paved parking lot.

The 1964 construction of Interstate 70, three miles to the north of West Colfax Avenue, and the widening of the 6th Avenue Freeway, provided more efficient access west of Denver, accelerating suburban development in Lakewood. Interstate 70 and the 6th Avenue Freeway also offered travelers a faster route through the cities and into the mountains, leading to a decline of tourist travel and lodging establishments on West Colfax Avenue.





Development of 6th Avenue/U.S. Highway 6, 1942 – 1950s

Until the early 1940s, West 6th Avenue was a quiet country road that crossed the South Platte River, meandered through West Denver neighborhoods and terminated near present-day Simms Street/Union Boulevard. In 1942, the roadway was aligned, widened to four lanes, and paved to facilitate wartime traffic and transportation supplies and equipment to the Denver Ordnance Plant. This road project removed 50 houses along the roadway in West Denver and Lakewood, and eliminated a small portion of the Lakewood Country Club greens. The road was known as West 6th Avenue Parkway during the 1940s, becoming US 6 by 1950. It served as a direct route to Golden, Morrison, and the Denver Mountain Parks. Postwar growth increased traffic on US 6, and in 1951 it was further widened, and exit and entrance ramps were installed at Wadsworth Boulevard and Kipling Street.

Automobile Tourism, 1920 – 1960

By the 1920s, the automobile's impact on West Colfax was evident. Merchants along the route profited by meeting the needs of out-of-state tourists. The number of overnight facilities increased and a few trailer courts also opened along West Colfax. However, with World War II, tourism declined and many motels rented rooms to workers at the Denver Ordnance Plant. Tourist travel along West Colfax Avenue peaked in the 1950s. The Denver area became a destination and West Colfax Avenue motels advertised easy access to its urban destinations.

Several factors eventually contributed to the decline of tourism on West Colfax. It lost its appeal as faster routes to the mountains were built. West Colfax also lost its scenic appeal with the development of commercial strips and car sales lots. The popularity of franchise motels led to the demise of many privately owned "mom and pop" inns. Many of these motels remain today on West Colfax Avenue but nearly all have been extensively altered. For many, the neon sign is the most intact historic feature.

WORLD WAR II GROWTH AND POST WAR BOOM, 1940 - 1952

Counter to national trends, residential construction occurred in Lakewood during World War II. Federal mandates required that materials be used for the war effort rather than civilian benefit. However, local housing was needed for employees at the Remington Arms Plant, which opened in 1940.

Remington Arms/Denver Ordnance Plant/Federal Center

The defense industry that developed in Jefferson County during and after World War II had a significant impact on the Lakewood area. The industry contributed to Lakewood's emergence from a predominantly agrarian economy. Demand for worker housing was a major factor in suburban expansion in eastern Jefferson County from the 1940s into the late 1990s. Of the three Jefferson County defense facilities—Rocky Flats, Glenn L. Martin and the Denver Ordnance Plant (DOP)—the latter had the strongest impact on Lakewood.

The Remington Arms Plant opened in 1940, and expanded in 1941 into the Denver Ordnance Plant (DOP). To house workers, every functional structure was converted to living space, including barns, chicken coops and outbuildings. Many plant workers rented rooms at the West Colfax Avenue motels. New residences for DOP workers went up along Garrison Street and in Daniels Gardens, platted in 1939 southwest of Simms Street and West Colfax Avenue.

The DOP stimulated the regional economy during the war years and perpetuated this growth through its conversion to the Denver Federal Center (DFC). By the 1970s the DFC became the largest compound of Federal agencies outside of Washington, D.C. It provided employment for local residents and drew new residents to the area, many of whom moved into Lakewood's rapidly expanding suburban neighborhoods. By 2000, the DFC contained over 25 federal agencies employing over 6,000 workers, many residing in Lakewood.

Post War Boom, 1945 – 1952

Following World War II, the country experienced a tremendous surge of economic prosperity. The boom precipitated a huge demand for housing as veterans returned home. In Lakewood, block after block of ranch style houses were constructed by local builders. New homeowners included many former DOP workers. As the munitions plant converted to peacetime use, federal agencies established major offices, and the Denver Federal Center became a leading Lakewood employer with over 10,000 workers.

THE CITY OF LAKEWOOD, 1969 - PRESENT

When incorporation was first discussed, city boundaries included the Applewood area, “old” or central Lakewood, the Alameda and Meadowlark areas, Green Mountain, and the south end of the city, including the Bancroft, Cloverdale and other neighborhoods. At the time of incorporation in 1969, the city population was already over 90,000. Many challenges faced the newly formed City, mainly centered around a lack of facilities and finances. However, numerous Lakewood residents with “can-do” attitudes came together to build the City of Lakewood into the thriving community it is today.

HISTORIC PROPERTY TYPES

Groups of properties with common physical attributes or that share relationships with historic figures and events may be considered distinct historic resource types. In many cases, historic resource types are associated with particular historic contexts or periods in the city's history.

Some of Lakewood's best known historic resource types are summarized below. They include agricultural, institutional, residential, commercial, and mid-century modern.

Agricultural

The 1969 Grange building at the corner of West 14th and Brentwood, as well as backyard barns and chicken coops still remain today as evidence of the agricultural foundations of Lakewood.

Institutional

From rail lines and manufacturing to the Denver Ordnance Plant, Lakewood has many institutional resources.

Commercial Resources

Lakewood has varied historic commercial resources from modest wood frame buildings to mid-century modern commercial buildings. West Colfax Avenue has the greatest number of Lakewood's iconic mid-century modern commercial resources; however, there are a few others scattered throughout the city.

Residential Resources

Lakewood's historic residential resources range from high-style, single-family homes to working class apartment buildings and simple ranch homes.

Mid-Century Resources

Mid-twentieth century design is well represented in Lakewood. Buildings and districts from the 1950s and 1960s that exemplify these historic resources include suburban ranch-style residential areas, curtain-wall commercial buildings, drive-in restaurants, motels and gas stations. These resources are typically located along the West Colfax Avenue corridor, but several ranch style neighborhoods can be found throughout Lakewood.



Lakewood's historic residential resources range from high-style, single-family homes to working class apartment buildings and simple ranch homes.

EXISTING RESOURCES

Lakewood, while having numerous properties important to local, state and national history, has very few designated properties. The following summarizes the state of historic resources in Lakewood.

Local, State and Nationally Designated Properties

Lakewood has one locally designated property.

- White Way Grill

Lakewood has three properties on the Colorado State Register of Historic Properties.

- Denver & Intermountain Interurban Car No. 25
- Howell House
- Washington Heights School

Lakewood has nine properties on the National Register of Historic Places.

- Denver Federal Center - Building 710, Office of Civil Defense Emergency Operations Center Building
- Davies' Chuck Wagon and Diner
- Denver & Intermountain Interurban Car No. 25
- Hill Section, Golden Hill Cemetery
- Jewish Consumptives' Relief Society
- Peterson House / Ticen (Tyson) House
- Schnell Farm
- Stone House



The Howell House (right) is one of three Lakewood resources listed on the Colorado State Register of Historic Properties.

Lists of Merit

A list of merit is a list of properties which may be of historic significance, but which have either not been surveyed or have not gone through an official designation procedure.

The only existing list of historic resources similar to a list of merit is the Lakewood Historical Society's Lakewood Landmarks list.

Potentially Historically Significant Properties

Properties identified by Lakewood citizens as being of potential historic value include:

- Mid-century motels on Colfax
- Country Gardens
- Applewood, Cloverdale and Country Club neighborhoods
- The Loveland House
- The Glens and Meadowlark neighborhoods
- Two Creeks neighborhood
- Belmar Park (Bonfils) Mansion Site
- Hart's Corner
- Carmody House
- Mountair Liquors, Asian Spa building
- Dino's Family Restaurant building
- Mid-century signs on Colfax
- Lakewood Country Club
- Schupp House
- Ward House
- Mercy Grove
- Cline House
- Rose Cottage
- Addenbrooke Park Fireplace



The signs on West Colfax Boulevard were noted in community workshops as being of historic importance.

CHAPTER 2

PROGRAM COMPONENTS

Many groups and individuals support historic preservation efforts in Lakewood. As the community begins to formalize its preservation program, it will be important to organize and focus the efforts of these preservation partners to ensure that the community's goals and objectives are realized.

An effective preservation program may be organized into six inter-related components:

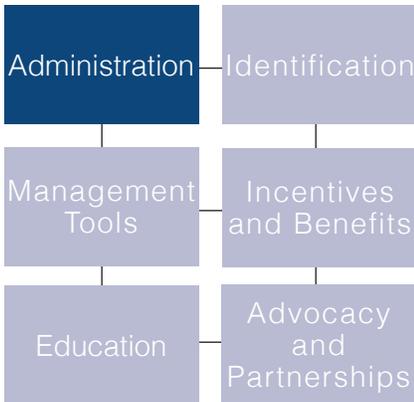
- **Administration:** The framework for operating the preservation program
- **Identification:** The survey and recognition of properties with cultural or historic significance
- **Management Tools:** The specific mechanisms for protecting historic resources
- **Incentives and Benefits:** Programs that assist property owners and support preservation
- **Education:** The tools to build awareness and strengthen skills to support preservation
- **Advocacy and Partnerships:** The promotion of policies and partnerships that support preservation

This chapter provides a brief overview of each preservation program component, including a summary of Lakewood's existing assets and issues in each area. Organizing the community's emerging preservation program around these components will focus preservation efforts and assist with the establishment and maintenance of Certified Local Government (CLG) status.

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ADMINISTRATION

Effective administration is a critical part of a successful preservation program. The administrative component of the preservation program provides its operating framework, including the staff that manages daily activities and the designated review authority that administers adopted policies and design review processes.

Designated Historic Review Authority (Historic Preservation Commission)

An elected or appointed review authority is critical to oversee the administration of the preservation program. Such an authority is also necessary for maintenance of Certified Local Government status.

Preservation programs around the country use various terms to describe their designated historic review authority, with a Historic Preservation Board, Historic Preservation Commission and Landmarks Preservation Commission being amongst the most common. Within this Plan, the review authority will be referenced as the Historic Preservation Commission, HPC, or simply the Commission.

In a model preservation program, responsibilities of a Historic Preservation Commission include:

- Developing goals and policies for historic preservation, including oversight of community historic preservation plans;
- Monitoring the operation of the preservation program;
- Drafting and recommending for adoption by the City Council such by-laws, operating policies and other rules of procedure, and amendment to or repeal of any of them, as the Commission may deem appropriate;
- Preparing, or causing to be prepared, a comprehensive inventory of sites, structures, or areas that are potentially significant and may be appropriate for designation;
- Initiating, evaluating and making recommendations concerning applications for designation of individual historic resources and historic districts;
- Assisting with development and recommending approval of historic preservation ordinances and regulations;
- Assisting with development of design guidelines for construction and alteration of designated structures and structures in designated districts;
- Conducting Certificate of Appropriateness review;

- Overseeing review process pertaining to demolition or alteration of locally-designated historic resources;
- Evaluating and commenting on proposals or decisions made regarding structures, sites and districts which reflect outstanding elements of the city's cultural, artistic, social, economic, political, architectural, historic or other heritage;
- Developing or initiating incentive and benefit programs to promote community preservation objectives;
- Providing advice and guidance to individuals, developers, neighborhood groups and other parties regarding designation of properties or districts as well as work on designated sites or structures, or within designated districts;
- Supporting education programs to increase public awareness of the value of historic, architectural, and cultural preservation; and
- Advocating for the preservation of historic resources in the community.

Lakewood briefly formed and operated a Landmarks Preservation Committee in the early 2000s. This earlier Committee oversaw the development and adoption of an initial historic preservation ordinance and shaped preliminary historic survey efforts. Although the Committee became inactive, its original members continue to be involved in preservation efforts throughout the community.

City Staff

City staff generally provide the administrative backbone of a preservation program. In most cities, community planning and development personnel provide the primary staff support for the preservation program, often assigning a specific staff position as the official Historic Preservation Officer. In larger cities or departments, a specific historic preservation division often exists within the planning department.

DEVELOPMENT ASSISTANCE TEAM

Lakewood's inter-departmental Development Assistance Team (DAT) meets weekly to oversee review of development proposals throughout the City to ensure that they are consistent with the City's goals and safety standards. As the City's preservation program develops, it will be important for the DAT to consider preservation policies when reviewing development. Including assigned preservation personnel in DAT meetings would support this objective.

Typical responsibilities of City staff include:

- Providing administrative support to the Historic Preservation Commission;
- Writing and managing grants;
- Managing historic surveys and inventory systems;
- Processing applications for local historic designation;
- Providing administrative design review approvals, recommendations and compliance monitoring;
- Conducting demolition review;
- Coordinating programs with other agencies;
- Planning and conducting public outreach including neighborhood meetings and workshops;
- Assisting with City-owned buildings of historic significance; and
- Managing preservation components on the City's web site.

Personnel from Lakewood's Planning and Community Resources departments currently provide staff support for the development of the preservation program. The two departments work in collaboration to address preservation-related inquiries.

ADMINISTRATION ASSETS AND ISSUES

Community assets relating to the administrative component of the preservation program include:

- Elected and appointed officials with an interest in promoting Lakewood's unique heritage and neighborhood character;
- Former committee members motivated to help build a successful preservation program;
- Collaborative processes and committees used by City staff; and
- Regular meetings of the Development Assistance Team that establish a venue for integrating preservation into existing community planning processes.

Potential issues to resolve include:

- Identifying an operating Historic Preservation Commission; and
- Identifying City staff member(s) responsible for administering the preservation program.

IDENTIFICATION

The identification component of the preservation program focuses on surveying properties and evaluating them for potential historic significance. Status as a Certified Local Government also requires the City to maintain a system for the survey and inventory of historic properties.

It is important to note that identification, survey and inventory programs are distinct from historic designation tools. That is, identification of potential historic resources does not convey specific protections on those resources unless they have been formally designated as historic through an established process.

Lakewood has completed a systematic survey of properties in several older neighborhoods in the northeastern portion of the city, closest to west Denver. The survey was conducted in two phases, with the initial phase determining which properties merited further investigation for historic significance in the second phase.

Additional survey efforts will be necessary to build a complete inventory of potential historic resources and support possible future designation of local historic landmarks and districts.

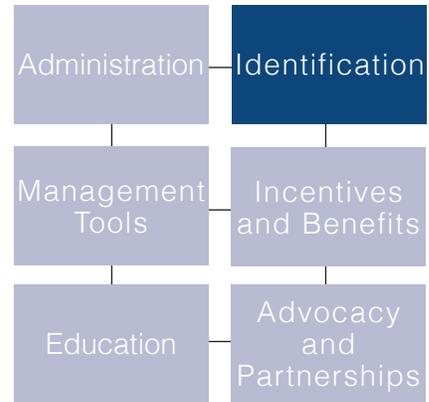
IDENTIFICATION ASSETS AND ISSUES

Community assets relating to the identification component of the preservation program include:

- Cultural Resources Survey of Historic Northeast Lakewood;
- Informal survey and inventory efforts conducted by preservation partners such as the Lakewood Historical Society; and
- Community members motivated to assist with survey efforts.

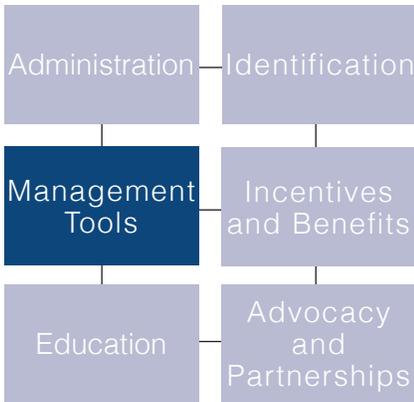
Potential issues to resolve include:

- Identification of a formal local historic inventory system; and
- Identification of formal historic context statements to guide survey efforts.



HISTORIC CONTEXT STATEMENTS

Identification efforts are often supported by the development of historic context statements that provide a basis for evaluating the relative historic significance of different types of properties. Historic context statements discuss the historical patterns and trends that produced individual properties in the city. They generally include three elements: a historical theme, geographical area, and a chronological period. A historic context statement provides an essential basis for determining the association that a specific property may have in the history of the community and, therefore, is a key tool used to identify resources with historic significance.



MANAGEMENT TOOLS

The management component of the preservation program includes specific tools and processes that promote preservation of Lakewood’s historic resources. This includes the section of the Zoning Ordinance that provides for designation of resources as historic landmarks and districts, as well as the design review process for improvements and providing technical assistance.

Typical management tools are the ordinances that guide historic preservation efforts as well as underlying zoning regulations, the design review process and design guidelines that manage treatment of historic resources. When combined, these provide an effective framework for preservation.

Comprehensive Plan

Lakewood’s Comprehensive Plan is an advisory document that guides the development and redevelopment of the City of Lakewood. The Plan is a set of goals, policies and action steps that provides guidance to the Planning Commission and City Council when making land use decisions. Currently the Comprehensive Plan includes very few statements that recognize and support the city’s historic resources.

Zoning Ordinance

The basic regulations that shape development throughout Lakewood are contained in the City’s Zoning Ordinance. The Zoning Ordinance defines permitted uses and densities as well as dimensional limits such as setbacks and building heights. In some cases, the requirements of existing zoning districts may conflict with goals and objectives for historic preservation because they allow for development that is out of character with the historic pattern.

Starting in 2009, Lakewood began revisiting the Zoning Ordinance, which provides an opportunity to update language throughout the Zoning Ordinance to be compatible with both the City’s Comprehensive Plan and preservation objectives.

Historic Preservation Ordinance

The preservation ordinance is the portion of the Zoning Ordinance that outlines the basic regulations and processes for historic preservation. Though a preservation ordinance exists in Lakewood, it is no longer in use, and does not address comprehensive community goals for preservation.

Building Code

Requirements for fire safety, emergency exiting and other construction-related issues are part of the building code. The City uses the International Existing Building Code, which has specific provisions that provide flexibility for historic properties.

Design Review and Guidelines for Historic Properties

Design review is a collaborative process used to examine public and private projects for their aesthetic, architectural, or urban design quality, historic appropriateness and compatibility with surrounding context. A well-organized design review process helps protect a community's historic character. It is a management tool that applies in addition to zoning regulations that may provide some context-sensitive standards.

Design guidelines provide objective criteria for determining the appropriateness of proposed work affecting historic resources. They inform a property owner in advance of how a proposal will be evaluated. Effective guidelines provide clear examples of appropriate and inappropriate design treatments using local examples. In addition, they define the range of flexibility that may be available for alterations and additions to properties. They also can help to identify which features are significant and should be preserved, and conversely, which features are less critical to the integrity of a historic resource, thereby indicating where greater flexibility may be afforded.

The existing preservation ordinance includes a design review process for historic properties, as well as enables use of design review criteria. However, these provisions were never used in the brief time the ordinance was in effect. Currently no design review guidelines for historic properties exist in Lakewood.

MANAGEMENT TOOLS ASSETS AND ISSUES

Community assets relating to the management tools component of the preservation program follow:

- The International Existing Building Code includes provisions that provide flexibility for historic properties; and
- The current update of the Zoning Ordinance provides an opportunity to update language throughout the code to be compatible with both community planning and preservation objectives.

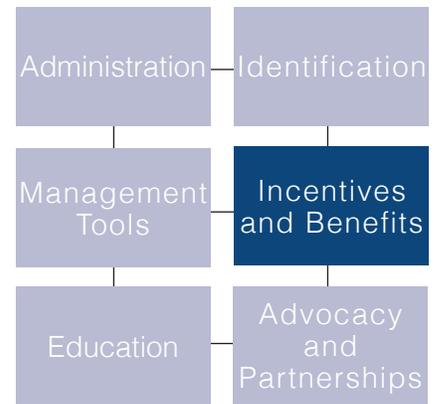
Potential issues to resolve include:

- The Comprehensive Plan does not adequately address the importance of preservation to community identity, as well as the social, economic and environmental benefits of preservation;
- The requirements of existing zoning districts may conflict with goals and objectives for historic preservation because they allow for development that is out of character with the historic pattern;
- The existing preservation ordinance is not used and is in need of updates to meet community objectives for preservation; and
- There is currently no process or guidelines for evaluation of alterations to locally-designated historic resources.

INCENTIVES AND BENEFITS

The incentives and benefits component of the preservation program includes the tools that assist property owners in maintaining historic resources. Effective preservation programs offer special benefits to stimulate investment in historic properties, encourage owners to follow appropriate rehabilitation procedures, and assist those with limited budgets.

Owners of designated historic properties may be eligible for one or more of the incentive and benefit programs described below. While there is currently no system in place to locally designate historic resources, one is planned for adoption by end-of-year 2012.



Federal Historic Rehabilitation Tax Credit

The Historic Rehabilitation Tax Credit Program is a one-time federal income tax credit for costs associated with the certified rehabilitation of historic buildings. The federal government offers a 20% investment tax credit for approved rehabilitation of certified historic buildings used for income-producing purposes as well as a 10% credit for certain other older buildings. To qualify, a building must be listed individually in the National Register, considered eligible for listing, or a contributing building in a historic district listed in the National Register.

State Income Tax Credit Program

The state offers a similar 20% state income tax credit based on \$5,000 or more of approved preservation work. To qualify, a building must be more than 50 years old and listed in the State Register or landmarked by a Certified Local Government (CLG). Unlike the federal credit, the state does not require the property be income producing.

State Historical Fund

The State Historical Fund provides for a portion of gaming tax revenues to be used for historic preservation throughout the state. Funds are distributed through a competitive process and all projects must demonstrate strong public benefit and community support. The State Historical Fund assists in a wide variety of preservation projects including restoration and rehabilitation of historic buildings, architectural assessments, archaeological excavations, designation and interpretation of historic places, preservation planning studies, and education and training programs.

Local Incentives and Benefits Programs

Lakewood does not currently offer additional incentives and benefits.

INCENTIVES AND BENEFITS ASSETS AND ISSUES

Available programs that provide incentives and benefits for preservation include:

- Federal and state tax credit programs available to properties listed on the national and state registers; and
- These and similar programs can become more readily available to locally-designated properties should a designation system be established and Lakewood achieves CLG status.

Potential issues to resolve include:

- Developing local preservation incentives and benefits programs in Lakewood. Local incentives are needed to further encourage appropriate preservation of the city's historic resources.

EDUCATION

Education programs build awareness and strengthen skills that support preservation efforts in the community. Helping property owners learn how to maintain their historic properties as active, viable assets is key to a successful preservation program. Many property owners willingly follow appropriate rehabilitation procedures and develop compatible designs when they are well informed about preservation objectives.

Workshops that provide helpful information about rehabilitation techniques and publications that build an understanding of historic significance are examples of education and outreach strategies. Well-written design guidelines that provide useful information can also serve an educational role.

Education and outreach efforts help ensure that the importance of historic preservation is well understood within the community. Additionally, they may help property owners better understand the range of flexibility that is available in the adaptive reuse of historic properties.

Lakewood Education Programs

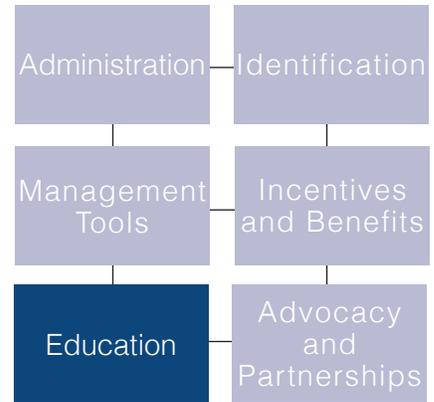
Lakewood has engaged in some important education programs. These programs are summarized below.

Lakewood Heritage Center (LHC)

Lakewood Heritage Center includes a historic building museum with over 10 historic structures and 30,000 artifacts. The LHC Visitor Center includes a gallery space which hosts historic and touring exhibitions and the Spirit of Lakewood exhibit that chronicles the history of the area and highlights the unique and influential people who shaped Lakewood into the community that it is today. The LHC also hosts many educational events on area history, including Heritage Days and Cider Days.

Citizens' Planning Academy

The Citizens' Planning Academy provides participants with a background in the fundamentals of city planning. While it does not currently include preservation education, it does create an ideal opportunity for education as the preservation program is established.



The Lakewood Heritage Center hosts many educational events on area history, including Heritage Days and Cider Days.

Lakewood Historical Society

The Lakewood Historical Society was formed in 1974 to record, preserve and share Lakewood's history. The Society's website and quarterly newsletter publish important information on Lakewood's history. The Society also provides their own listing of "Lakewood Landmarks" to identify and recognize properties of historic or architectural significance. It is important to note this list does not constitute a City of Lakewood designation, but does serve to recognize properties important to Lakewood's history.

Other Education Programs

Though the City itself plays a limited role in education and outreach, many of its preservation partners play key roles. The roles of some important preservation partners in education are summarized below.

National Alliance of Preservation Commissions

The Alliance represents the nation's preservation design review commissions, provides technical support and manages an information network to help local commissions accomplish their preservation objectives. It also advocates for national, state and local policies and programs that support preservation commission efforts. The Alliance provides training programs for preservation commissioners nationwide.

Colorado Preservation, Inc. (CPI)

Founded in 1984, CPI's mission is to promote historic preservation in Colorado by providing information, education, training, expertise and advocacy. CPI partners with historic property owners, non-profit organizations, educators and local governments throughout the Rocky Mountain region to achieve this mission. The CPI annual conference, held in Denver, provides a local forum for Colorado preservation partners to make connections and share information related to preservation efforts statewide.

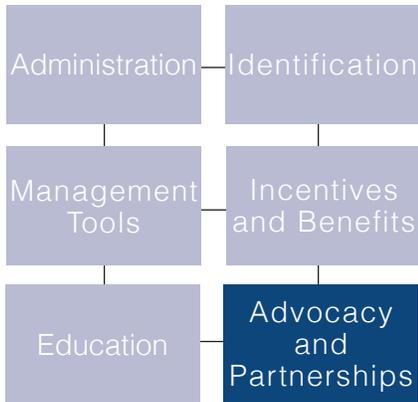
EDUCATION ASSETS AND ISSUES

Community assets relating to the education component of the preservation program include:

- The Lakewood Heritage Center, which provides a successful program and resources center for preservation education programming;
- The Lakewood Historical Society, which provides an important partnership for education efforts in the community;
- The Citizens' Planning Academy, which provides an excellent venue for community preservation program education; and
- State and national partners, which provide educational resources for both the City of Lakewood's preservation program and city residents interested in preservation. (See the following Advocacy section for more information on preservation partners.)

Potential issues to resolve include:

- There is no formal strategy for education outreach programs;
- Existing educational resources do not provide a strong basis of awareness to promote preservation benefits and best practices;
- Misconceptions of historic preservation permeate the community;
- There is a lack of understanding by many contractors and property owners of appropriate rehabilitation procedures;
- Some commercial property owners do not see value in historic buildings; and
- Many property owners do not understand the role of historic buildings in sustainability.



ADVOCACY AND PARTNERSHIPS

Advocacy programs promote policies and partnerships that support preservation efforts in the community. They also work to expand the base of preservation players and engage partners in collaborative preservation programs. While the City’s planning and historic preservation staff typically acts as coordinator, advocacy efforts should be shared across a broad base of independent community organizations, private citizens, non-profit organizations and City departments.

PRESERVATION PARTNERS

Existing and potential preservation partners in Lakewood are summarized below.

Regional, State and National Preservation Partners

A variety of regional, state and national organizations provide support for historic preservation in Lakewood.

Existing

- National Park Service
- National Trust for Historic Preservation (NTHP)
- National Register of Historic Places
- Colorado Preservation, Inc.
- State Historical Fund
- National Alliance of Preservation Commissions
- History Colorado
- Jefferson County Historical Commission
- Regional Museums

Potential

- NTHP Preservation Green Lab
- NTHP Main Street Program
- Preservation Action!
- Surrounding communities with preservation programs
- Historic Denver
- Colorado State University Extension Service
- Nation Renewable Energy Laboratory (NREL)
- Regional Transportation District (RTD)

Local Preservation Partners

A variety of local groups and organizations have direct stakes in preservation in Lakewood.

Existing

- The City of Lakewood
- The Sustainable Neighborhoods Program
- Lakewood Heritage Center
- Lakewood Historical Society
- Lakewood Advisory Commission for an Inclusive Community (ACIC)
- Past Landmark Preservation Committee members
- Heritage, Culture & the Arts Division/Alliance
- Rocky Mountain College of Art + Design (RMCAD)
- Neighborhood Associations
- Metro West Housing Solutions
- Homeowners and residents

Potential

- An established Historic Preservation Commission
- Professionals in the field of historic preservation
- Real estate agents
- Developers
- Builders associations
- Metro West Housing Solutions and other affordable housing organizations
- Local businesses and business organizations
- West Chamber of Commerce
- Economic development organizations
- Environmental protection and sustainability organizations
- Libraries and librarians
- Local media
- Civic organizations
- Churches and religious organizations
- Department of Health
- Fire inspectors
- Tax assessors
- General Services Administration



Community workshop participants helped identify potential preservation partners.

ADVOCACY AND PARTNERSHIPS ASSETS AND ISSUES

Community assets relating to the advocacy component of the preservation program include:

- Many passionate groups and individuals within Lakewood that are strong preservation partners; and
- The Heritage Culture and Arts division, which provides an ideal venue for many advocacy and outreach programs.

Potential issues to resolve include:

- The roles of various groups and organizations engaged in preservation activity are not sufficiently clarified;
- Existing policies do not identify or provide a framework to involve groups and organizations that could assist with historic preservation efforts; and
- There are no formal mechanisms for advocacy groups to communicate roles and collaborate on programs.

CHAPTER 3

PROGRAM GOALS, POLICIES AND ACTIONS

Realizing the community’s vision for historic preservation in Lakewood requires the coordinated participation of many individuals and organizations in a variety of activities. This chapter describes a series of goals, policies and actions that will help all partners to achieve the vision for historic preservation in Lakewood.

The goals, policies and actions are organized around the six preservation program components described in Chapter 2, as well as an overall section, and are presented in a hierarchical structure. At the highest level, goals statements indicate desired future conditions. For each goal, a series of policies indicate the general course of action and provide guidelines for decision making. Finally, actions are presented under each policy statement, which describe specific steps to take in order to meet the policy.

PRIORITY OF THE GOALS, POLICIES AND ACTIONS

The sequence of goals, policies and actions presented in this chapter does not convey their relative importance or priority. However, priorities and timing for all actions appear in Chapter 4. It is important to recognize that many actions are long range in nature and that some must be completed in a chronological sequence.

It is also important to note that the following goals, policies and actions interact with each other and, combined, create the overall preservation program for the city. Some policies or actions may not be readily interpreted individually, and should be read together as part of the overall preservation system. In some cases, references are made to other related policies and actions that appear throughout this chapter.

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OVERALL GOALS, POLICIES AND ACTIONS

Historic preservation should be an integral part of planning for Lakewood's future. The overall goals, policies and actions described below foster a citywide commitment to historic preservation.

GOAL 1. A LIVABLE COMMUNITY WITH A STRONG SENSE OF HISTORY

Lakewood's historic resources help promote its unique identity. They provide links to heritage and enable people to feel a sense of connection with their past and with the community as a whole. Historic resources provide opportunities to interpret the history of the community, to comment on events that have shaped it, and to build an understanding of its culture.

Innovative policies and procedures should build upon the history of Lakewood and its residents.

Policy 1.1

Integrate Lakewood's historic resources into community planning efforts.

Community planning efforts should help preserve the city's history, as embodied by its historic structures, as well as seek ways to use those resources to maintain the vitality of the city. Capitalizing on historic resources promotes the unique identity of the city's traditional neighborhoods and will help support the community's high quality of life.

Action 1.1.1

Encourage neighborhood-level preservation programs.

A focus on neighborhood-level planning will lead to enhanced strategies for preservation and promotion of the architectural, historical, cultural, and landscape features important to neighborhood identity and spirit.

Also see:

- Action 10.1.4: Consider development of a conservation district tool or other alternative tools to address neighborhood character; and
- Action 13.1.1: Adopt citywide preservation design guidelines for the treatment of designated historic properties and districts.

Policy 1.2

Preserve archaeological resources as part of Lakewood's rich history.

The Lakewood area has the potential for numerous archeological resources. For example, many areas of the city may contain artifacts from the region's early inhabitants including Native Americans and early settlers.

Action 1.2.1

Develop systematic citywide procedures for identifying, preserving and protecting archaeological resources.

Archaeological artifacts, features and sites should be documented and preserved whenever feasible. In areas where there is a high likelihood of archaeological resources being present, special care is needed to ensure that such resources are properly preserved and documented so that they are not damaged. Where new development does not allow for preservation of archaeological resources, they should be carefully documented according to federal, state and local standards and regulations.

Action 1.2.2

Identify and maintain up-to-date information on potentially sensitive archaeological areas.

Information on potentially sensitive archaeological areas should be maintained to support preservation efforts. Access to such information should, however, be controlled to reduce the risk of vandalism.

Action 1.2.3

Establish a program for repository and display of archaeological artifacts retrieved from local sites.

Archaeological artifacts that are important to Lakewood's history should be interpreted, curated and displayed, as appropriate.

Action 1.2.4

Provide educational programs on archaeological resources.

Educational programs will help build an understanding of archaeological resources in the community. Partnerships with groups that work with archaeological resources can support such programs.



The rehabilitation of historic buildings helps the community meet goals for sustainability.

GOAL 2. A SUSTAINABLE COMMUNITY SUPPORTED BY PRESERVATION EFFORTS

Preserving historic resources is a fundamental part of a comprehensive approach to sustainability. See the introduction for more information on the sustainable benefits of preservation.

Policy 2.1

Establish preservation as a key component of sustainability strategies for the community.

Action 2.1.1

Integrate sustainability principles into all new preservation documents.

Emphasize the components of preservation policies and sustainability objectives that are innately compatible.

Also see:

- Action 21.1.3: The City should include preservation considerations as it develops new sustainability policies and regulations.

Action 2.1.2

Highlight preservation projects for their sustainable benefits.

Educational and project publications are key areas to highlight such project features.

Also see:

- Action 20.1.4: Expand partnerships with sustainability organizations and programs; and
- Action 21.1.3: The City should include preservation considerations as it develops new sustainability policies and regulations.

Policy 2.2

Promote economic sustainability through historic preservation.

Historic preservation can make a significant contribution to a vital local economy by conserving the community's infrastructure investments, preserving livable neighborhoods, supporting heritage tourism and creating jobs in rehabilitation industries.

Action 2.2.1**Coordinate preservation efforts with other programs designed to support local businesses.**

Use preservation assistance tools, job development programs and heritage tourism activities to help strengthen local businesses that are located in historic properties and historic districts. As an initial step, establish an annual “Business Partners in Preservation Forum.”

Action 2.2.2**Build a strong heritage tourism program for Lakewood.**

Heritage tourism, which focuses on offering experiences engaging historic resources with other visitor activities, is a strong economic development tool. It generates jobs in service sectors, as well as construction trades. The preservation program should promote heritage tourism to support economic development and preservation efforts. The program can include developing an inventory of resources to be marketed, assuring they are rehabilitated and in service, and then preparing interpretive materials that enrich the experience of visiting those places.

Also see:

- Policy 19.1: Promote Lakewood as a destination for visitors interested in cultural and historic attractions.

Action 2.2.3**Promote adaptive reuse of historic properties.**

The preservation program should focus on keeping a building in active service while accommodating compatible alterations. Historic buildings represent millions of dollars of infrastructure investment. Keeping properties in service assures that they will contribute to City revenues that are used to protect the community’s investment in the infrastructure of older neighborhoods. As an initial step, establish an annual workshop with the building industry to review successes and identify ways to facilitate adaptive reuse.

Also see:

- Action 7.1.6: Include preservation objectives in planning for City facilities; and
- Action 20.1.5: Work with economic development partners to include historic resources in redevelopment policies and economic development plans.

Action 2.2.4

Develop a rehabilitation skills-building program for local trade workers.

Adaptive reuse will generate jobs in Lakewood's construction industries, because preservation projects are relatively labor-intensive, and a higher percentage of construction dollars stay in the local economy. This offers opportunities to train local workers in trades that will enable them to stay in the city. A jobs training program that focuses on rehabilitation work is therefore an important economic development action.

Also see:

- Action 18.2.1: Provide training programs for preservation partners and the general public.

Policy 2.3

Promote environmental sustainability through historic preservation.

Historic preservation is a key component of the community's environmental sustainability activities. Preservation conserves land, maintains the energy invested in original construction and reduces demolition waste. The City should support strong links between historic preservation and environment sustainability.

Action 2.3.1

Tailor energy efficiency standards to fit historic resources.

Building code standards for energy efficiency should provide flexibility for historic resources, emphasizing overall energy savings of a well-managed historic property, rather than the performance of individual building elements. The City should also advocate for codes that acknowledge the inherent environmental benefits of preservation.

Action 2.3.2**Streamline the historic preservation review process for energy efficiency retrofits of locally designated historic properties.**

Once established, the permitting process should encourage compatible energy efficiency retrofits to historic buildings. Strategies may include:

- Allowing administrative approval of simple energy efficiency retrofits that have minimal impact on the historic significance of a property;
- Publishing a list of “quickly permissible” retrofit actions, to encourage their use; and
- Providing clear guidance to property owners and the Historic Preservation Commission regarding compatible energy efficiency retrofits.

Action 2.3.3**Highlight green building practices through various City programs.**

The City and its preservation partners should hold outreach activities, public workshops and open houses in historic buildings to help raise awareness of existing and potential links between preservation and environmental sustainability objectives. The Lakewood Sustainability Awards are a good example of such a program.

Policy 2.4**Promote cultural and social sustainability through historic preservation.**

Preserving historic places and neighborhoods promotes cultural and social sustainability by supporting everyday connections between residents and Lakewood’s rich heritage. These areas also make livable places, which contribute to the quality of life for the city’s citizens. Many of the goals, policies and actions throughout this plan closely relate to cultural and social sustainability.



The maintenance of properties in historic districts supports the community's cultural sustainability.

Action 2.4.1

Promote public awareness and understanding of the city's cultural and social history.

The City and its partners should promote awareness of the city's cultural and social history to help residents maintain a connection to the community's heritage.

Also see:

- Action 8.1.2: Prepare historic context statements that include all key themes in Lakewood's history; and
- Action 12.1.1: Develop a public outreach and education strategy for historic preservation.

Action 2.4.2

Encourage implementation of cultural and social sustainability actions in historic districts.

The City and local neighborhood organizations should promote maintaining properties in historic districts as a means of enhancing the community's cultural sustainability.

Action 2.4.3

Clearly reference the environmental benefits of preservation and the relationship between historic preservation and community sustainability on the City's sustainability website and in other City publications.

Also see:

- Action 17.1.3: Expand educational publications on the city's history and the benefits of historic preservation;
- Action 17.2.1: Create a Historic Preservation page on the City's website; and
- Action 21.1.3: The City should include preservation considerations as it develops new sustainability policies and regulations.

GOAL 3. THE CITY'S GUIDING POLICIES AND DOCUMENTS SUPPORT PRESERVATION

Policy 3.1

The City's Comprehensive Plan supports preservation objectives.

Action 3.1.1

Update preservation language in the Comprehensive Plan.

The Comprehensive Plan includes very few statements that recognize and support the city's historic resources. Updates to the Comprehensive Plan are needed which address the importance of preservation to community identity, and the social, economic and environmental benefits of preservation.

Action 3.1.2

Update preservation language in the Community Resources Master Plan.

An update to the Community Resources Master Plan is necessary to reflect the policies established in the Historic Preservation Plan.

Policy 3.2

Balance Special Area, Neighborhood and Corridor Plans with historic preservation policies.

Addressing preservation issues in sub-area plans is an effective means of more closely integrating preservation. In the absence of this integrated planning, preservation issues often arise on a case-by-case basis, and staff must make decisions without clear policy directives that would otherwise be presented in a sub-area plan. Updates to existing plans or the development of new ones should address preservation.

Action 3.2.1

Address preservation objectives in the development of new special area, neighborhood, and corridor plans, and in updates to such plans.

By including preservation objectives in such plans, they become more visible and more likely to be implemented. This also presents an opportunity to support mutual objectives for community development in the plan area and preservation.



Local training programs can help ensure contractors are aware of best practices when dealing with historic structures.

GOAL 4. PRESERVATION PRINCIPLES ARE INTEGRATED WITH OTHER COMMUNITY GOALS AND POLICIES.

Historic preservation in Lakewood serves as an important tool in sustainability, economic development, public health, housing and cultural enrichment. In this respect, it embraces a holistic approach to planning and development.

Policy 4.1

Historic preservation in Lakewood is a vital part of broader community development policies and objectives.

Action 4.1.1

Horizontally integrate historic preservation into other City planning efforts.

Many departments and organizations employ strategies which support historic preservation as they seek to achieve their individual missions. Expanding this practice will promote a heightened awareness of the preservation program.

Also see:

- Action 7.1.4: Conduct an annual interdepartmental work session related to historic resources; and
- Policy 21.1: Collaborate within City departments to promote the benefits of historic preservation.

Action 4.1.2

Historic preservation looks forward while valuing the past.

The program seeks ways in which historic resources maintain the vitality of the city. It is forward looking, helping the community meet its aspirations for the future in ways that make the best use of its older buildings, sites and neighborhoods.

ADMINISTRATION COMPONENT

The administrative component of the preservation program provides its operating framework. Effective and efficient administration is essential to a successful preservation program. The roles of various City departments and their support for preservation objectives are also an important part of the administrative component.

GOAL 5. THE CITY MAINTAINS A FUNCTIONAL, INTEGRATED PRESERVATION PROGRAM WHICH EMPLOYS NATIONALLY RECOGNIZED BEST PRACTICES.

The City of Lakewood will apply nationally recognized practices in adaptive reuse and historic preservation through the identification, enhancement, preservation and sharing of its rich cultural heritage. Best practices for administering a preservation program include providing sufficient staff, maintaining a well-managed Historic Preservation Commission and providing convenient access to information needed by property owners and other users. Historic preservation review and permitting processes should be efficient as well, making best use of time for all participants.

Policy 5.1

Promote ease of use, transparency of administration, and predictability in the preservation program.

The preservation program should be readily accessible, with program components that are easily understood by the public.

Action 5.1.1

Employ solution-oriented preservation tools.

Tools should be available to help owners find solutions for maintaining historic resources in active and appropriate uses. These may include user-friendly design guidelines, technical assistance information and surveys with information for property owners. Preservation policies and documents should read as solution-oriented, focusing on what is acceptable rather than what is not allowed.

Action 5.1.2

Provide clear guidance for the treatment of locally designated historic resources.

Clear guidance for the treatment of designated historic resources should provide owners, builders and developers with the ability to make informed decisions about properties that are managed by the City's preservation tools.

Also see:

- Action 12.1.6: Establish criteria for preservation review; and
- Action 13.1.1: Adopt citywide preservation design guidelines for the treatment of designated historic properties and districts.

Action 5.1.3

Encourage public participation in the preservation program.

Lay people as well as professionals should participate in the system at a variety of levels. The City should engage residents in researching and nominating resources for designation. Residents also can easily comment on city preservation activities. When property owners, builders and developers understand how the system operates, they can make informed decisions about properties that may be of historic significance and of others that may be important to the identity of the community.

Policy 5.2

Monitor the preservation program on an on-going basis to assure that it maintains a high level of performance.

Preservation programs require on-going maintenance. They need continuing evaluation of the process and the results.

Action 5.2.1

Implement an annual program review.

The City should conduct an annual review of the preservation program and report to City Council. A simple reporting form that helps to measure activity in the preservation program should be established to support the annual review. The review should also include the Historic Preservation Plan Implementation Table to track the progress of plan implementation as well as program performance.

Policy 5.3

Achieve and maintain Certified Local Government status.

A Certified Local Government (CLG) is a local government having a partnership agreement with the State Historic Preservation Office (SHPO) and National Park Service (NPS). Status as a CLG makes a City eligible to receive federal Historic Preservation Funds and Certified Local Government Grants from the State. CLG status also means that Lakewood's locally-designated, individual historic landmarks and contributing properties in locally designated historic districts are eligible to receive incentives and benefits that are offered at the federal level. A key incentive is the Federal Historic Rehabilitation Tax Credit. SHPO also provides many resources for local preservation programs. It is therefore important that CLG status be obtained and that the City then maintain and make best use of it.

Action 5.3.1

Establish Lakewood as a Certified Local Government.

Program requirements to achieve and maintain CLG status are listed in the sidebar. Actions to meet these requirements are established throughout this chapter in their applicable program component section.

Also see:

- Action 5.2.1: Implement an annual program review;
- Action 9.1.1: Establish and maintain a survey system which meets requirements for CLG status;
- Action 9.2.1: Establish a Historic Inventory Database;
- Action 10.1.1: Establish a user-friendly system for the designation of individual landmarks and districts;
- Policy 12.1: The preservation ordinance meets CLG requirements; and
- Action 18.1.2: Provide training to the Historic Preservation Commission.

REQUIREMENTS FOR CERTIFICATION OF LOCAL GOVERNMENTS

The following standards are required to achieve and maintain Certified Local Government (CLG) status in Colorado.

- Enact a local ordinance or resolution which provides for the designation and protection of historic properties.
- Establish by local ordinance an adequate and qualified Historic Preservation Commission.
- Maintain a system for survey and inventory of historic properties.
- Provide for adequate public participation in local historic preservation programs.

For more information on these requirements, see the Colorado Office of Archaeology and Historic Preservation, City and County Government Preservation Programs website at:

<http://www.historycolorado.org/archaeologists/city-and-county-government-preservation-programs>

Action 5.3.2

Include CLG programming in the annual preservation review to maintain status as a CLG.

The many benefits which arise from CLG status will be important to the operation and success of the preservation program. It is important to maintain this status so access to these resources is not lost.

Also see:

- Action 5.2.1: Implement an annual program review.

Policy 5.4

Provide strong support for establishment of a Historic Preservation Commission.

Action 5.4.1

Establish a Historic Preservation Commission (HPC).

As part of an updated preservation ordinance, establish the HPC and include language on membership requirement, duties, and terms of appointment. The Historic Preservation Commission is the City's administrative board charged with a wide array of preservation-related functions. It is principally responsible for:

- Administering the City's locally-designated historic property and district regulations;
- Conducting survey;
- Recommending historic designations;
- Educating the public concerning historic preservation;
- Identifying preservation funding sources; and
- Generally coordinating the preservation functions of the City's departments and boards.

Also see:

- Action 12.1.1: Adopt a new Preservation Ordinance which meets all requirements for CLG status.

Action 5.4.2**Provide technical and administrative support to the Historic Preservation Commission.**

The City should provide sufficient staff resources to support the Commission's responsibilities, including providing technical assistance with design review and administrative support with other Commission activities. This should also include regular education and training programs.

Also see:

- Action 6.1.1: Dedicate planning staff resources to administer the City's historic preservation program.

Action 5.4.3**Keep City departments and boards apprised of the policies and actions of the Historic Preservation Commission so they may act in a mutually supportive fashion.**

The City should maintain a formal reporting process for sharing information about Historic Preservation Commission actions with other departments and boards. This may include an annual goal-setting session with other City departments or special awards bestowed on agencies and departments that support preservation.

Also plan an annual study session with City Council and the Planning Commission. It is essential to maintain an effective working relationship and to identify areas of concern.

Also see:

- Action 4.1.1: Horizontally integrate historic preservation into other City planning efforts; and
- Policy 21.1: Collaborate within City departments to promote the benefits of historic preservation.

ADMINISTRATION OF THE PRESERVATION PROGRAM

Examples of administrative responsibilities for the operation of the preservation program include:

- Directing the City’s efforts to achieve historic preservation goals;
- Supporting the Historic Preservation Commission;
- Maintaining records of Commission activity;
- Completing long range historic preservation planning;
- Contributing to neighborhood planning efforts;
- Participating in broader planning activities;
- Coordinating special projects with preservation partners;
- Coordinating projects with other agencies and organizations;
- Ensuring code enforcement in locally designated historic districts;
- Developing reports for applications for certificates of appropriateness;
- Responding to enforcement inquiries;
- Providing assistance to property owners;
- Leading outreach activities; and
- Writing grant applications.

GOAL 6. ADEQUATE ADMINISTRATIVE RESOURCES AND FUNDING ARE AVAILABLE TO SUPPORT THE PRESERVATION PROGRAM.

Policy 6.1

Staff time and City funding support the preservation program.

Action 6.1.1

Dedicate planning staff resources to administer the City’s historic preservation program.

The City should establish clear roles and responsibilities for the implementation and operation of the preservation program and achievement of its preservation goals.

Action 6.1.2

Maintain a funding strategy that assures sufficient resources for program activities.

These activities include staff to administer the program, as well as research, technical assistance and incentive programs. Key funding sources include the City’s general operating budget and special grants for specific preservation projects. City funding is an essential starting point to leverage other funds through grants and partnerships.

Policy 6.2

Secure supplemental funding for the preservation program.

The City should proactively seek funding from a variety of sources, to enable expanded services and enhance the range of preservation projects it can undertake.

Action 6.2.1

Apply for CLG Grant funding.

Once CLG status is obtained, the City should apply for CLG grants from the National Historic Preservation Fund, which may be used to improve preservation planning tools, including surveys, design standards and training, as well as potential bricks and mortar funds.

Action 6.2.2

Consider use of Community Development Block Grant funds to support compatible public improvements in historic districts and neighborhoods.

These federal funding sources have a proven track record of including preservation in the projects they support, but must be actively monitored to assure that these endeavors are consistent with preservation principles. The City should pursue projects that support preservation in their grant applications for these and similar funding opportunities that may arise.

Action 6.2.3

Apply for State Historical Fund grants.

State Historical Fund grants can provide a valuable funding source for public projects.

Action 6.2.4

Provide grant matching funds.

The City should work to allocate matching funds to leverage grants, thereby taking advantage of the full range of such opportunities.



The City's regulations establish the basic rules for construction related to historic resources.

GOAL 7. HISTORIC PRESERVATION IS INTEGRAL TO ALL LEVELS OF CITY GOVERNMENT AND ITS OPERATIONS.

Policy 7.1

Promote collaboration among City departments, boards and commissions.

Action 7.1.1

Review related City regulations for potential conflicts with preservation objectives.

The Zoning Ordinance, building code, subdivision ordinance and design review standards should be reviewed for potential conflicts with preservation objectives. It is very important that potential conflicts be identified early in the process so they can be resolved prior to their arising.

Underlying zoning regulations which may conflict with preservation objectives can include:

- Permitted land use;
- Subdivision and lot assemblage standards;
- Minimum or maximum parcel size standards;
- Minimum or maximum density standards;
- Minimum or maximum setback standards;
- Maximum building height standards; and
- Building orientation standards.

Action 7.1.2

Integrate preservation project review into the City's review of land development applications.

The review of land development applications provides a good forum for interdepartmental cooperation on preservation.

Action 7.1.3

Include preservation development review policies on the City's website.

Information on the review process for historic properties should be available. This should be on the same page of the City's website as other property development information.

Action 7.1.4**Conduct an annual interdepartmental work session related to historic resources.**

Include all City departments and agencies involved in development review and planning in a collaborative session to familiarize members with the preservation program and to identify how it can help achieve their other objectives.

Also see:

- Action 4.1.1: Horizontally integrate historic preservation into other City planning efforts.

Action 7.1.5**Include preservation objectives in the Capital Improvement and Preservation Program.**

The Capital Improvement and Preservation Program process is an opportunity to plan for protection and rehabilitation of historic features in the public right of way, such as historic street paving materials, as well as any City-owned historic properties.

Action 7.1.6**Include preservation objectives in planning for City facilities.**

Preserve historic sites and structures related to public facilities. The use of historic sites as parks or open space should also be considered.

Action 7.1.7**Coordinate Section 106 reviews.**

Section 106 reviews, a part of the National Historic Preservation Act, require consideration of the effects that any federal undertaking may have on certain historic properties. Many departments undertake projects that require a Section 106 review. Clearly establish coordination of Section 106 Reviews as a duty of the planning staff member(s) responsible for preservation program administration.

IDENTIFICATION VS. DESIGNATION

Note that there is a distinction between identifying that a property has historic significance and formally designating it as a historic landmark.



Historic contexts discuss the historical patterns and trends that produced individual properties in the city.

IDENTIFICATION COMPONENT

The identification component of the preservation program focuses on surveying properties and evaluating them for potential historic significance. This yields an inventory of resources that is an essential tool in providing information to property owners, in developing assistance programs, and in designating properties as local landmarks. This component provides an important foundation for determining what is of historic significance and in identifying the key features of historic resources.

GOAL 8. A DETAILED UNDERSTANDING OF LAKEWOOD’S HISTORY PROVIDES A BASE FOR IDENTIFICATION OF HISTORIC RESOURCES.

Collect and make publicly available documentation of Lakewood’s history.

Policy 8.1

Provide a set of historic contexts which establish a background for identification of Lakewood’s historic resources.

See Chapter 2 for more information on developing a Historic Context.

Action 8.1.1

Establish a work plan for developing historic contexts.

Give priority to:

- Topics for which preliminary information is available from other work such as neighborhood plans, etc.;
- Themes with resources in areas where investment is highly likely or where threats to historic resources may exist; and
- Areas where other planning work is scheduled.

Action 8.1.2

Prepare historic context statements that include all key themes in Lakewood’s history.

Contexts should describe the relationship of built resources to the social and cultural history of the community, identifying typical property types that are likely to be involved, and suggesting areas where these resources are most likely to occur.

GOAL 9. HISTORIC SURVEY INFORMATION SUPPORTS ALL PROGRAM COMPONENTS.

Surveys act as the first step in the management of historic resources. Ongoing surveys are also a condition for obtaining and maintaining CLG status. Having a comprehensive, up-to-date survey provides property owners and public officials important information that informs their decisions about acquisition, maintenance and stewardship of historic resources. The survey should serve to identify resources while also acting as a planning tool that is coordinated with other local land use regulations and incentive systems.

Policy 9.1

Establish and maintain an ongoing and comprehensive survey of Lakewood's cultural resources.

The survey program should support the identification of cultural resources throughout Lakewood. Surveying is an ongoing effort with the objective of including all older areas in the city.

Action 9.1.1

Establish and maintain a survey system which meets requirements for CLG status.

The survey system should be compatible with federal and state established methods and consistent with Colorado's historic preservation planning process as required for CLG status.

Action 9.1.2

Enable volunteers and property owners to assist in surveys.

When designing the survey, plan for the ability to utilize volunteer help with tasks such as initial reconnaissance level and background data research activities. Standard tools for survey activities should be made available for volunteers including:

- A user guide to conducting surveys;
- Instructions on accessing historic information; and
- Methods of evaluating historic significance and integrity.

Also see:

- Action 5.1.3: Encourage public participation in the preservation program.

SURVEY DESIGN RESOURCES

The State Historic Preservation Office (SHPO) has established a Historic Survey Manual which must be followed in order to maintain CLG status. The Colorado Office of Archaeology and Historic Preservation also has several example surveys posted on their City and County Government Preservation Programs website at <http://www.historycolorado.org/archaeologists/clg-survey-examples-0>



Cultural resource surveys identify which properties have historic or archaeological significance.



Historic surveys should clearly indicate key character-defining features of an individual property, such as the dormer windows and gable roof on the example above.

Action 9.1.3

Establish survey data categories to assist in decision making about properties.

Information gathered in surveys should tie directly into the designation and management of resources. A historic resource survey should provide sufficient information for use as a management tool.

- A survey should collect enough information to indicate a property's level of significance, potential for historic designation, and aid in its management and treatment decisions;
- The survey should clearly define key, character-defining features of an individual property; and
- The survey should indicate those areas of the property which are less sensitive, and where greater flexibility for alterations may be appropriate.

Action 9.1.4

Prioritize survey implementation.

A preliminary analysis should help to establish priorities for survey work. Consider the following factors when establishing survey priorities:

- Areas where large concentrations of historic resources are likely to occur;
- Individual properties or neighborhoods of particular local significance;
- Areas with known potentially eligible, undesignated historic resources;
- Areas where development pressures and other factors may create a threat to historic resources; and
- Areas where other planning efforts, such as neighborhood plans, are underway.

Action 9.1.5

Plan for future survey updates.

Survey updates are needed on an ongoing basis, as alterations may occur and buildings of more recent vintage reach an age that makes them potentially eligible for consideration. New information may also come to light related to properties already surveyed that may cause reconsideration of their significance.

Policy 9.2

Ensure public access to survey and historic inventory information.

Assure that property owners know in advance the potential significance of their properties, and can make informed decisions about the best ways to plan for them. Digital and hardcopy information on the city's historic resources should be readily accessible to the public.

Action 9.2.1

Establish a historic inventory database.

This inventory should include all historic contexts, survey information and designation activity. Inventory data should be integrated with other development information on the City's website so that all information related to an individual property is easily accessible to City staff and the public, including ongoing building permit records. For example, database information should be linked to a property development process summary so property owners considering a project are aware of any historic properties which may be affected.

An inventory of all designated resources is also required for CLG status.

Action 9.2.2

Establish a structures of merit list.

This list of merit should include properties which are not officially designated, but which have been shown to have some historic or cultural value. This includes properties which have been found to be significant in a survey, but have not yet been designated, as well as properties which preservation partners have found of importance through a review process with established criteria. The use of such a list, while it does not trigger any preservation requirements, would give property owners advanced information on the potential significance of the property and encourages them to preserve it.

MANAGEMENT TOOLS COMPONENT

The management component of the preservation program includes specific tools and processes that promote preservation of Lakewood's historic resources. A key element is the section of the Zoning Ordinance that provides for designation of resources as historic landmarks and districts, as well as the design review process for improvements.

GOAL 10. LAKEWOOD'S HISTORIC RESOURCES ARE PROPERLY DESIGNATED TO ENSURE THEIR CONTINUED PROTECTION.

Policy 10.1

An effective and efficient process guides the nomination and designation of historic resources.

Clear priorities for the nomination and designation of historic resources support efficient use of City staff and the Historic Preservation Commission.

Action 10.1.1

Establish a user-friendly system for the designation of individual landmarks and districts.

Ensure the designation system meets all requirements for CLG status. Include clear criteria for designation based on those established by the Secretary of the Interior.

Action 10.1.2

Require owner consent for historic designations.

For an Individual Landmark, a simple consent form may be used. For a historic district, consider establishing a requirement for a minimum percentage of votes received to be in favor of the proposed district designation.

Action 10.1.3

Schedule designation of historic resources according to clearly defined priorities.

The criteria for establishing priorities should address the significance of the property, any plans for improvements that the owner may anticipate, as well as fit with other community planning initiatives. See Criteria For Prioritizing Designating Individual Landmarks on page 3-25 as well as Criteria for Prioritizing Designating Historic Districts on page 3-25 for more information.

SAMPLE CRITERIA FOR PRIORITIZING DESIGNATION OF INDIVIDUAL LANDMARKS

Potential criteria to prioritize designation requests for individual Lakewood historic landmarks are described below.

Appropriate documentation of eligibility is readily available.

Survey documentation, including a statement of significance, description of key features, and evaluation of integrity of the resource is already prepared, or can be prepared by an outside party in a timely manner.

The property is recognized as having a high level of significance.

A property that would be individually eligible to the National Register, or that is determined to be highly significant to Lakewood's history would meet this criterion.

The owner is seeking incentives and benefits that require listing.

An owner who seeks to apply for federal income tax credits, state valuation, or make use of flexibility offered in other codes to historic properties would meet this criterion.

Designating the property would support other community plans.

If the property is in a neighborhood for which a sub-area plan seeks to attract reinvestment in properties, designation could help stimulate desired improvements.

The property abuts another that is already listed as a city landmark.

Designating the property could help encourage good stewardship of abutting property.

The property is threatened with loss of integrity or demolition.

Designating the property would provide protections and incentives that could help to preserve the resource.

SAMPLE CRITERIA FOR PRIORITIZING DESIGNATION OF HISTORIC DISTRICTS

Potential criteria to prioritize designation requests for individual Lakewood historic districts are described below.

Appropriate documentation of eligibility is readily available.

Survey documentation, including a statement of significance, description of key features, and evaluation of integrity of the properties in the area is already prepared, or can be prepared by an outside party in a timely manner.

The area is recognized as having a high level of historic significance.

An area that would be eligible for listing as a historic district in the National Register, or that is determined to be highly significant to Lakewood's history would meet this criterion.

A substantial number of property owners in the area support designation.

Strong support may be indicated by letters or petitions, as well as information received in public workshops.

Designating the district would support other community plans.

If a neighborhood plan for the area seeks to attract reinvestment in properties, designation could help stimulate desired improvements. Designation could help create a climate for investment, and make other incentives and benefits available.

The area abuts another neighborhood that is already listed as a historic district.

This may be a locally designated historic or a National Register district. Designating the area could help encourage good stewardship of properties in the abutting neighborhood.

Action 10.1.4

Consider development of a conservation district tool or other alternative tools to address neighborhood character.

Locally designated historic district status is only one option for neighborhood conservation. Once the preservation program is fully established and running, explore the use of additional alternative tools for neighborhood conservation.

A conservation district is a land-use planning and neighborhood character management tool that is clearly distinguished from a historic district. Conservation districts offer an alternative mechanism for protecting older neighborhoods through the use of a preservation-based design review process and/or special planning and zoning controls tailored to address specific development concerns. The conservation district does not, however, address preservation of individual historic structures, it is instead focused on maintaining neighborhood character. The conservation district tool should be considered for use in:

- Areas seeking to preserve traditional development patterns;
- Areas seeking to promote compatible development; and
- Areas that are adjacent to historic districts.

Each conservation district should have a clearly-defined intent statement and may include policies for using zoning, design review and specific incentives.

GOAL 11. CLEAR AND COMPLETE ORDINANCES GUIDE THE PRESERVATION PROGRAM.

Policy 11.1

The application of the International Existing Building Code supports preservation objectives.

Action 11.1.1

Promote appropriate use of the flexibility provided in the International Existing Building Code for historic properties.

The International Existing Building Code has specific provisions that provide flexibility for historic properties. Promote awareness of these provisions that facilitate rehabilitation of older buildings, and provide training to code officials in their constructive use. Case studies may also be published to address specific code issues that arise frequently and to demonstrate successful solutions.

INTERNATIONAL EXISTING BUILDING CODE FLEXIBILITY

The International Existing Building Code has specific provisions which allow for flexibility for existing and historic properties.

“Chapter 34 - Existing Buildings and Structures

3409.1 Historic buildings. The provisions of this code relating to the construction, repair, alteration, addition, restoration and movement of structures, and change of occupancy shall not be mandatory for historic buildings where such buildings are judged by the building official to not constitute a distinct life safety hazard.”

MINIMUM CLG REQUIREMENTS FOR A PRESERVATION ORDINANCE

The historic preservation ordinance must meet specific requirements to maintain Certified Local Government (CLG) status. They include:

- A Statement of Purpose;
- Establishment of a Historic Preservation Commission including membership, duties, and terms of appointment;
- Criteria and procedures for designation of buildings, sites, structures, and districts;
- Definition of actions that require review by the Historic Preservation Commission; and
- Standards, criteria, and procedures for review of alterations, demolitions, or new construction in the jurisdiction of the CLG which must be consistent with the Secretary of the Interior’s Standards for Treatment of Historic Properties.

GOAL 12. A COMPLETE PRESERVATION ORDINANCE PROVIDES THE FOUNDATION FOR A PRESERVATION SYSTEM IN ACCORDANCE WITH CERTIFIED LOCAL GOVERNMENT (CLG) REQUIREMENTS.

Policy 12.1

The preservation ordinance meets CLG requirements.

The preservation ordinance should be consistent with state enabling legislation.

Action 12.1.1

Adopt a new preservation ordinance which meets all requirements for CLG status.

See the side bar for minimum CLG requirements for the preservation ordinance.

Action 12.1.2

Establish criteria for designation of historic buildings, sites, structures and districts.

Criteria should relate to those established by the Secretary of the Interior.

Action 12.1.3

Establish efficient procedures for preservation review.

Creating an effective review system which maximizes efficiency of time and resources should be the priority. Procedures for the review of alterations, demolitions and new construction in historic districts should be established in accordance with CLG requirements. Note that providing for review in an ordinance does not require review of a property until it is designated.

Action 12.1.4**Clearly define actions that require preservation review.**

Describe which actions require review by the HPC as well as those that can be accomplished through administrative review by City staff.

Action 12.1.5**Establish administrative review procedures.**

A clear administrative review process should be established to increase the efficiency of preservation review. Project types that can be reviewed by the preservation and/or planning staff should be specified in the Preservation Ordinance.

Action 12.1.6**Establish criteria for preservation review.**

Criteria for review should be clear and lead to consistent treatment of resources. Preservation review criteria must be consistent with the Secretary of the Interior's Standards for Treatment of Historic Properties (Secretary's Standards). The preservation ordinance should establish a base requirement to meet the Secretary's Standards, and provide language enabling the adoption of separate design standards and guidelines documents for use in preservation review for all locally-designated individual historic landmarks and properties in locally-designated historic districts.



A system of clear and complete ordinances will help ensure the protection of Lakewood's historic resources.

TOOLS TO PREVENT THE LOSS OF HISTORIC RESOURCES

Tools that prevent or discourage the demolition of historic resources are essential elements of a City’s preservation system. Because the appropriate tools will vary with the circumstances of the case, the most effective preservation programs use a range of tools, including:

- Requirement for a demolition permit;
- Demolition review threshold for potentially significant properties;
- Demolition delay provision;
- Incentives for preservation;
- Emergency protection or designation clauses in the historic preservation ordinance;
- Minimum maintenance requirements;
- Property owner notices of need to repair;
- Publication of endangered property lists (often managed by preservation partners);
- Emergency preservation funds;
- Creating a supportive economic environment; and
- Removal of incentives which may encourage demolition.

Action 12.1.7

Clearly define enforcement mechanisms.

The preservation ordinance should clearly state that all relevant building permit applications require approval from the Historic Preservation Commission. It should also clearly define the responsibility for monitoring construction to assure that it complies with the approved submittals. Penalties for non-compliance should also be outlined.

Policy 12.2

Historic resources are protected from demolition.

Action 12.2.1

Provide effective demolition review procedures.

Historically, significant properties should be protected from demolition whenever possible.

Action 12.2.2

Require documentation of historic properties prior to demolition.

When alternatives to demolition have been exhausted, the demolition permit should require accurate documentation of the original building and site prior to demolition.

Action 12.2.3

Establish a tool set to prevent the loss of historic structures.

Tools that prevent or discourage the demolition of historic resources are essential elements of a City’s preservation system. See side bar for more information on potential tools.

Action 12.2.4**Establish minimum maintenance requirements for landmark properties.**

A minimum maintenance clause should be included in the preservation ordinance. This would provide for the ability to enforce repairs to key character-defining features that otherwise could be lost. Such a clause would activate earlier than the provisions for maintenance in the health and safety code.

Action 12.2.5**Establish criteria for relocating a historic resource.**

Relocating a historic structure usually diminishes its integrity, because the association with the original site is lost, and therefore it is not desirable. However, there may be circumstances, in which a building is threatened in its present location and alternatives for preservation on site do not exist. In such cases there should be clearly established criteria for determining if relocation is appropriate. See side bar for an example of relocation criteria.



There may be circumstances in which a building is threatened in its present location and alternatives for preservation on site do not exist. In such cases there should be clearly established criteria for determining if and how its relocation is appropriate.

SAMPLE CRITERIA FOR RELOCATING A HISTORIC BUILDING

The following are sample criteria for the relocation of a historic structure:

1. The structure is threatened by further deterioration or loss in its present location;
2. All alternatives to relocation have been reasonably considered;
3. The original building and site will be accurately recorded before removing the structure;
4. Moving procedures are sufficiently planned to protect the key features of the structure;
5. The relocation site provides an appropriate context, preferably similar to that of the original;
6. A commitment is in place to complete the relocation and subsequent rehabilitation of the building; and
7. There is adequate protection to assure continued preservation of the building at its relocated site.



Design guidelines establish criteria for determining the appropriateness of proposed work on historic resources.

GOAL 13. THE VALUED CHARACTER OF ESTABLISHED NEIGHBORHOODS IS MAINTAINED.

Preservation efforts should be guided by standards and criteria that are tailored to Lakewood. These should focus on retaining key features of locally-designated historic resources and properties in locally-designated historic districts, while accommodating compatible changes and new investments that respect the established context.

Policy 13.1

Guidelines establish clear policies for the appropriate treatment of historic properties and districts.

Action 13.1.1

Adopt citywide preservation design guidelines for the treatment of designated historic properties and districts.

Clear, well-illustrated design guidelines specific to Lakewood’s resources should be established. Design guidelines provide the guidance for preservation staff and the HPC to make informed, objective decisions about the appropriateness of proposed work on locally-designated historic resources and properties in locally-designated historic districts. Citywide design guidelines should:

- Reflect the Secretary of the Interior’s Standards for Rehabilitation;
- Be extensively illustrated;
- Be tailored specifically to Lakewood’s historic resources and neighborhoods;
- Address emerging issues and core preservation principles;
- Address sustainability, including environmental quality and energy conservation and generation;
- Guide compatible retrofits to enhance energy efficiency;
- Provide information on sustainable landscape strategies that conserve resources and enhance environmental quality and the energy efficiency of a building;

- Promote flexible design solutions that are consistent with preservation principles;
- Encourage new design that is sensitive to its historic context; and
- Establish or reiterate design goals for historic preservation citywide as well as for specific historic districts.

GOAL 14. THE CITY'S DEVELOPMENT REVIEW PROCESS PROMOTES PRESERVATION OBJECTIVES.

Preservation staff should be included in development review at the outset of a project application.

Policy 14.1

Preservation review is an integral component of development review.

Action 14.1.1

Closely coordinate historic preservation review with other reviews of land use applications.

- Establish provisions to include preservation staff's comments early in development review;
- Incorporate preservation reviews in the City's development review process; and
- Diagram the landmarks designation and design review processes.



A well-organized development review process helps protect a community's historic character.

GOAL 15. THE CITY'S CODE ENFORCEMENT PROGRAMS PROMOTE PRESERVATION OBJECTIVES.

Policy 15.1

Establish a clear working relationship between preservation staff and code enforcement staff.

Action 15.1.1

Create and implement the use of a compliance-tracking form to aid enforcement staff in site inspections for preservation-related projects.

Clear documentation of what has been approved should be provided to enforcement staff to be used in conjunction with site inspections. A documentation format for succinctly listing the conditions of approval should be developed as a joint effort of preservation staff and enforcement personnel. This will make it easier for staff in the field to confirm compliance with the terms of the project approval.

INCENTIVES AND BENEFITS COMPONENT

The incentives and benefits component of the preservation program includes the tools that assist property owners in maintaining historic resources. Effective preservation programs offer special benefits to stimulate investment in historic properties, encourage owners to follow appropriate rehabilitation procedures, and assist those with limited budgets.

GOAL 16. A COORDINATED SYSTEM OF INCENTIVES AND BENEFITS STIMULATES PRESERVATION IN LAKEWOOD.

Incentives should support appropriate rehabilitation and continued use of historic resources, as well as owners seeking local designation of eligible historic resources. Incentives offered should encourage owners to seek local designation of eligible historic resources and districts. The incentive program should also be consistent with state and local enabling legislation.

Policy 16.1

Establish an accessible incentives and benefits program which covers a range of conditions.

Incentives and benefits should address a range of conditions, recognizing property owners' varied needs.

Action 16.1.1

Address all relevant property conditions in the incentives and benefits program.

Conditions that incentives and benefits should address include:

- Different types of owners (i.e., long time owner vs. recent purchaser or resident owner vs. developer);
- Different property types (i.e., commercial, residential, institutional and industrial);and
- Different types of designation (i.e., historic property, historic district).



An effective preservation program offers special benefits to attract investment in historic properties.



Owners of historic properties who complete appropriate rehabilitation projects may be eligible for specific incentives and benefits.

Action 16.1.2
Maintain incentives and benefits in a range of categories.

Incentives and benefits should be developed and maintained in several categories, including:

- Financial;
- Regulatory; and
- Technical Assistance.

Action 16.1.3
Facilitate use of the incentives programs.

Provide staff assistance to property owners to facilitate use of available incentives and benefits.

Action 16.1.4
Publish materials about the incentives program.

Publications should promote the use of incentives and benefits by showing how they may be combined and highlighting successful case studies.

Also see:

- Action 17.2.1: Create a Historic Preservation page on the City’s website.

Policy 16.2
Promote financial incentives that stimulate investment in historic properties.

Property tax incentives and federal income tax credit programs are highly effective and their continued use should be a priority. Other programs complement these incentives and should be featured as well.

Action 16.2.1
Promote and support the use of the Federal Income Tax Credit for certified rehabilitation of historic buildings.

Locally, state and nationally designated landmarks which are income producing are eligible for a 10 or 20% Federal Income Tax Credit for qualifying rehabilitation projects.

Action 16.2.2**Promote and support the use of the Colorado State Income Tax Credit program.**

Locally and state designated landmarks (including private residences) of CLGs are eligible for Colorado's 20% State Income Tax Credit for rehabilitation.

Action 16.2.3**Consider development of a local sales tax rebate incentive.**

Such an incentive would apply to materials purchased in the city and used in an approved rehabilitation project.

Action 16.2.4**Consider development of a tax exemption program to promote designation of new individual local landmarks and historic districts.**

Such a program would reduce local property taxes by an established percentage for a period of time for newly designated owner-occupied individual historic landmarks and structures in newly designated local historic districts.

Action 16.2.5**Consider establishment of a revolving loan program for historic property owners.**

A revolving loan program makes low-interest loans available to property owners for rehabilitation projects. Grant and loan programs should be available to promote projects that meet preservation objectives and assist property owners that do not have the financial ability to adequately maintain or rehabilitate their property. A variety of approaches have been used successfully across the country. Initial funds come from grants, donations and City allocations. Qualifying projects receive loan assistance. The loans are repaid, thus replenishing the fund. Criteria for potential financial assistance should be administered separately from the design review process.

Policy 16.3**Establish regulatory incentives to encourage preservation and conservation.**

Focus on avoiding unintentional obstacles to preservation in other City regulations, while also providing added flexibility in regulations as they apply to historic resources and districts.

FINDING A PRESERVATION PROFESSIONAL

When searching for a preservation professional, the best advice is to check the internet, restoration magazines such as *Old House Journal*, and other people in your community who have completed a restoration project. *History Colorado* and the *Colorado Historical Society*, also publish an annual directory entitled *Directory of Cultural Resources Management Agencies, Consultants, and Personnel for Colorado*. It includes a list of Colorado-based architects, historians, and consultants who may be of assistance.

Action 16.3.1

Establish a range of zoning incentives for historic properties and contributors to historic districts.

Potential incentives to consider for a preservation project when establishing the incentives include:

- Permitting of additional height in an addition or adjacent new construction;
- Reducing or waiving parking requirements;
- Permitting of detached accessory dwelling units in selected residential districts;
- Permitting flexibility in setbacks where an addition to a historic building is involved; and
- Shortened review and permitting schedules.

Policy 16.4

Provide technical assistance programs to promote preservation.

Technical assistance is especially valuable to homeowners and to small commercial properties, but also may be strongly appreciated by institutional property owners.

Action 16.4.1

Establish a design assistance program.

A design assistance program would provide property owners with access to preservation professionals. This may be in the form of short City-supported consultations, assistance in locating and selecting a preservation professional or financial assistance to retain the preservation professionals.

Action 16.4.2

Provide technical “how to” information to property owners.

Many “how-to” publications are available though the National Trust for Historic Preservation and should be made available to historic property owners in Lakewood. Such publications include Preservation Briefs, which discuss techniques and methods used to restore and rehabilitate various building materials and types, as well as Preservation Tech Notes which describe specific case studies dealing with preservation.

EDUCATION COMPONENT

Education includes the tools to strengthen skills and build awareness and support for preservation. Helping property owners learn how to maintain their historic properties as active, viable assets is key to a successful preservation program. Many property owners willingly follow appropriate rehabilitation procedures and develop compatible designs when they are well informed about preservation objectives.

GOAL 17. THE PUBLIC APPRECIATES LAKEWOOD'S DIVERSE HISTORY AND ITS HISTORIC RESOURCES.

Promote the understanding of diverse historical perspectives and Lakewood's unique history.

Policy 17.1

Promote public awareness of the city's history, historic resources and the benefits of preservation.

Action 17.1.1

Develop a public outreach and education strategy for historic preservation.

Include outreach strategies which provide information on the economic, environmental and cultural benefits of preservation, as well as the operation of the preservation system. Address common misconceptions about preservation in the outreach.

Action 17.1.2

Establish a public relations liaison.

Designate a member of the Historic Preservation Commission as a public relations liaison to promote understanding of preservation and preservation efforts within the community.

Also see:

- Action 5.4.1: Establish a Historic Preservation Commission (HPC).



Education includes the tools to strengthen skills and build awareness and support for preservation.

Action 17.1.3

Expand educational publications on the city’s history and the benefits of historic preservation.

Publications should be available in both hard copy and on the City’s website. Such publications should address:

- The history of Lakewood;
- The value of historic preservation to community identity and sense of place;
- The environmental benefits of historic preservation;
- The value of historic preservation as an economic development tool; and
- Case studies on successful preservation projects in Lakewood.

Also see:

- Action 17.2.1: Create a Historic Preservation page on the City’s website.

Action 17.1.4

Cooperate with preservation partners to incorporate preservation education into local school programs.

These may include study modules in formal class programs as well as extracurricular activities. Build on past programs that have been successful.

Action 17.1.5

Promote preservation with neighborhood associations and other local organizations.

Provide information and presentations to groups who may have an interest in reusing existing building stock in ways that help to accomplish their own missions.

Also see:

- Action 1.1.1: Encourage neighborhood-level preservation programs.

Action 17.1.6

Provide welcome packets to new owners of individually designated properties and those within designated historic districts.

Such packets should provide information on the preservation program, regulations applicable to their properties and incentives and benefits available to them.

Policy 17.2

Establish web-based access to all preservation information.

The primary education tool for property owners and contractors will be the web. Relevant preservation information and policies should be available on the City's website. This should include on-line resources for basic building repair and maintenance.

Action 17.2.1

Create a historic preservation page on the City's website.

Use this forum to highlight preservation success stories, provide technical assistance and publicize assistance programs.

Action 17.2.2

Publish all essential preservation-related information on the City's website.

Make all preservation information available on the City's website including:

- The Historic Inventory;
- The List of Merit;
- Historic maps;
- Educational materials;
- Local and applicable case studies illustrating successful solutions;
- Links to data bases and external sites which provide relevant information; and
- All City regulations applicable to historic properties and those within historic districts.

GOAL 18. PRACTICAL EDUCATION PROGRAMS SUPPORT HISTORIC PRESERVATION.

While building a general appreciation of historic resources is important, a special initiative to build practical skills among property owners, City departments, program administrators, preservation partners and individuals is essential.

Policy 18.1

Preservation staff and Historic Preservation Commission members are knowledgeable and properly trained in emerging preservation issues.

Ensure that preservation staff and members of the Historic Preservation Commission receive frequent education and training that assures their work continues to be in line with best practices in the field.

Action 18.1.1

Establish a preservation planning and review training program for City staff.

All planning staff, and key staff in other departments should receive a basic orientation to the preservation system and the principles involved, such that they can better understand the program and advise applicants on their options. Similarly, preservation staff should be engaged in an orientation program directed at how they can participate in other areas of planning effectively and how to take other planning objectives into consideration when developing policies.

Also see:

- Action 6.1.1: Dedicate planning staff resources to administer the City's historic preservation program.

Action 18.1.2

Provide training to the Historic Preservation Commission.

Establish an on-going program to train the Historic Preservation Commission. Topics should include the City's preservation policies and review system as well as best practices and current trends in preservation planning.

Sending at least one commission member to a State Historic Preservation Office (SHPO) approved training session annually is a requirement for CLG status.

Policy 18.2

Preservation training programs expand local skills and knowledge related to good stewardship of historic resources.

Action 18.2.1

Provide training programs for preservation partners and the general public.

Provide workshops that provide helpful information about rehabilitation techniques and that build an understanding of the proper treatment of historic properties. Workshops should include:

- Hands-on training for historic property owners; and
- Workshops for construction and trade professionals to provide a better understanding of preservation such that they can advise clients on appropriate options.

Also see:

- Action 2.2.4: Develop a rehabilitation skills-building program for local trade workers.

Action 18.2.2

Expand the Citizen's Planning Academy to incorporate preservation education.

Include preservation regulations in the Citizen's Planning Academy program.

Action 18.2.3

Develop programs with local universities to provide local preservation assistance and training opportunities for students.

Training students in preservation and rehabilitation industries will help create a talent pool of qualified workers in town and promote economic development. One option is to establish a certificate program for construction skills related to rehabilitation of historic buildings. This could focus on basic repairs to windows, weatherization and appropriate treatment of building details. Another option would be to provide training in environmental abatement procedures related to historic buildings, such as the treatment of asbestos and lead paints.

Action 18.2.4

Establish training programs with the real estate and financial communities.

These should be offered annually, and should focus on the advantages of historic properties, how to solve basic problems, and how to work constructively within the City's preservation program.

GOAL 19. LAKEWOOD IS AN INCREASINGLY POPULAR DESTINATION FOR HERITAGE TOURISM.

Expand visitor awareness of Lakewood's history and its historic resources.

Policy 19.1

Promote Lakewood as a destination for visitors interested in cultural and historic attractions.

Promoting Lakewood as a destination for heritage tourism supports economic development and historic preservation objectives. See the side bar on Heritage Tourism for additional information. Heritage tourism efforts in Lakewood should:

- Engage Lakewood's preservation partners;
- Use electronic outreach strategies;
- Ensure that City staff, volunteers and others engage in heritage tourism efforts are educated about Lakewood's history; and
- Ensure public access to designated historic landmarks and/or districts.

Also see:

- Action 2.2.2: Build a strong heritage tourism program for Lakewood.

Action 19.1.1

Coordinate marketing efforts with those of other Colorado destinations.

Include preservation representatives in groups that plan regional economic development and tourism promotions.

Action 19.1.2

Create self-guided historic tours.

Incorporate a range of media, including printed publications, websites, and hand held digital devices.

Action 19.1.3

Promote and expand special heritage events.

These should be designed to provide the public with enjoyable experiences associated with historic resources.

HERITAGE TOURISM

The National Trust for Historic Preservation defines cultural heritage tourism as "traveling to experience the places, artifacts, and activities that authentically represent the stories and people of the past and present."

By encouraging locals and visitors to discover historic sites, neighborhoods and business districts, heritage tourism programs support objectives for preservation and economic development.

Heritage tourists spend more on travel than other tourists, which generates jobs in hotels, retail stores, restaurants, and other service businesses. Heritage Tourism can also help forge lasting preservation partnerships between diverse groups and organizations.

The National Trust for Historic Preservation provides an online Cultural Heritage Tourism Survival Toolkit at:

www.preservationnation.org/issues/heritage-tourism/

ADVOCACY AND PARTNERSHIPS COMPONENT

The advocacy component of the preservation program includes the promotion of policies and partnerships that support preservation. Advocacy programs work to expand the base of preservation activities and engage partners in collaborative preservation programs. While the City’s planning and historic preservation staff will act as coordinator, advocacy efforts should be shared across a broad base of independent community organizations and City departments.

GOAL 20. CIVIC AND COMMUNITY ORGANIZATIONS ARE STRONG ADVOCATES FOR HISTORIC PRESERVATION.

Community organizations should be the primary advocates for historic preservation in Lakewood, with the City’s preservation staff providing support. Leveraging the capabilities of these organizations supports broad community involvement and facilitates efficient use of City resources in other elements of the preservation program. See the list of existing and potential preservation partners starting on page 2-14.

Policy 20.1

Foster partnerships in historic preservation.

Goals for historic preservation often overlap with other groups. Where this occurs, the opportunity exists to create new partnerships with groups that have not been active in the past.

Action 20.1.1

Support existing partnerships for historic preservation.

Staff should conduct regular conversations with existing preservation partners to maintain their working relationship.

Action 20.1.2

Stage regular outreach events with community organizations that may become future partners in historic preservation.

Identify community organizations whose goals coincide with those for historic preservation. Such organizations could become valuable advocacy partners if provided with appropriate education and support.

Action 20.1.3**Establish partnerships with regional Certified Local Governments.**

Conduct regular meetings with other government partners in the region to share information and explore opportunities for cooperation.

Action 20.1.4**Expand partnerships with sustainability organizations and programs.**

Create relationships with sustainability organizations and programs to promote the benefits of historic preservation including conservation of embodied energy and reduction of construction waste. As sustainability programs develop, it will be important to emphasize the overlap with preservation objectives. For more information on the environmental benefits of preservation see page vi.

Also see:

- Policy 2.1: Establish preservation as a key component of sustainability strategies for the community.

Action 20.1.5**Work with economic development partners to include historic resources in redevelopment policies and economic development plans.**

Historic buildings have been shown to work as successful incubators for a wide range of development types. Collaborate with economic development partners to promote the use of historic resources within redevelopment projects and in neighborhood plans for economic development.

Also see:

- Action 2.2.3: Promote adaptive reuse of historic properties.



Historic buildings have been shown to work as successful incubators for a wide range of development types. In the example above, the Cason Howell House has been incorporated into a new housing development.

Action 20.1.6

Work with affordable housing organizations to utilize historic resources.

Collaborate with affordable housing partners to promote the benefits of historic preservation. Many older neighborhoods have a diversity of housing types and costs that are difficult to replicate because of the substantial cost of new construction. In some cases, such neighborhoods also provide opportunities for accessory dwelling units or carriage houses that provide additional options for market-rate affordable housing.

Also see:

- Action 2.2.3: Promote adaptive reuse of historic properties.

Policy 20.2

Engage preservation partners in coordinated advocacy efforts.

Action 20.2.1

Establish a framework for collaboration and coordination among advocacy organizations.

Involve all preservation partners in an annual strategy session, in which they can share their work plans and set priorities for action. Work with partners to clarify and document the specific role that each group will play in preservation advocacy efforts. Advocacy roles should be incorporated into mission statements for each organization and published on the City's website.

City-sponsored work sessions and educational seminars for preservation partners will also support more effective collaboration.

GOAL 21. CITY DEPARTMENTS COLLABORATE TO PROMOTE HISTORIC PRESERVATION.

City departments and agencies should work with historic preservation staff to promote preservation efforts and assist with implementation of the Historic Preservation Plan. A range of City departments share an interest in historic preservation, including Planning, Public Works, Community Resources and Economic Development. In some cases, shared interests will be based on geographic overlap such as when a Public Works project is undertaken within a historic neighborhood. In other cases, shared interests exist at the policy level such as when the rehabilitation of historic resources supports goals for economic development. Collaboration among City departments will also help ensure that historic preservation is an integral part of the culture of the city.

Policy 21.1

Collaborate within City departments to promote the benefits of historic preservation.

Building partnerships with a range of City agencies and departments to achieve shared goals and policies is important.

Action 21.1.1

Conduct regular meetings between preservation staff and other planning staff.

Collaboration and clear communication between planning and preservation staff is essential.

Also see:

- Action 4.1.1: Horizontally integrate historic preservation into other City planning efforts.

Action 21.1.2

Collaborate with economic development and community resources staff on mutually beneficial projects.

Collaborating on such projects will increase the efficiency of staff time for both programs.

Action 21.1.3

The City should include preservation considerations as it develops new sustainability policies and regulations.

Seek projects mutually beneficial to both the preservation and sustainability programs. Collaborating on such projects will increase the efficiency of staff efforts for both programs.

CHAPTER 4

IMPLEMENTATION

The Historic Preservation Plan is far-reaching and requires strategic phasing for its implementation. While many plan actions should be accomplished in the near-term, others will take more time to achieve. Some of these are ones that require a substantial allocation of resources to execute, which may mean phasing them in stages. Others require collaborative efforts of many preservation partners. Still others fall later in a sequence of planned activities, and therefore cannot be accomplished until preceding tasks are completed.

This chapter presents the recommended timing for each of the actions set forth in Chapter 3. It reflects priorities held by preservation advocates in Lakewood, as well as consideration of the interaction of the actions with other potential work efforts. The specific implementation schedule is provided in a spreadsheet that indicates the preferred timing, and key players for each action. However, it is recognized that many situations will arise where strict adherence to this time line will not be practical. The following phasing criteria have been provided to facilitate prioritization for implementation of plan actions in such circumstance.

PHASING CRITERIA

Implementing the Historic Preservation Plan will be an ongoing process. Because of limited financial and human resources, priorities must be carefully established. The list of criteria that follows should be used in determining priorities for implementation. Priority should be given to projects that meet a significant number of these criteria.

1. Cost-effectiveness

The project can be implemented for minimum cost, it may be coordinated with other projects within the organization to share costs, or costs can be shared with other organizations and individuals.

For example, if Public Works has scheduled street improvements in an area, then joining that work with repair of historic streetscape features, or perhaps installing interpretive markers, would be cost-effective.

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2. Broad benefits

The project will engage other groups and agencies to accomplish mutually-shared objectives, or will serve a mix of user groups to benefit the most people.

For example, enhancing technical assistance programs to serve a larger number of people would have broad benefits. Similarly, developing design guidelines that clarify the permitting and review process for all affected property owners would also yield broad benefits. On-going education and training programs often will have broad benefits.

3. Connection with other projects

The project will help complete an already established work item. It should be easily completed as a part of that work item, and sequenced appropriately with related projects.

Conducting a survey of historic resources that completes previous work of a related nature is an example. Or, when a neighborhood is advocating to be designated a historic district, then completing a survey of the area would be a connection that merits priority. Many actions in the plan are linked to other projects, and each should be executed in an appropriate sequence.

4. Exceptional project

The project will provide an exceptional educational, aesthetic or cultural experience. Working to preserve a noteworthy building that is considered of special value to the community is an example.

5. Emergency response

The project will prevent imminent loss of character or demolition of a cultural resource. For example, developing the tools to be able to respond to such emergencies.

IMPLEMENTATION TABLE

A separate implementation table establishes a five-year, prioritized strategy for the development of the preservation program and implementation of this plan. As an interactive review and monitoring tool, it is designed to be easily updated as needed throughout plan implementation.

Implementation Actions

The first column in the table lists the actions previously described in Chapter 3. The actions are organized by category, goal and policy with overall categories distinguished by different colors. Where an action relates to additional policies, they are listed in the “related policies” column.

Implementation Phasing

The table columns to the right of Actions and Related Policies outline the five-year implementation period for the plan and indicate the suggested timing for each action. While some actions may be implemented during a one-year period, most will take several years. Some actions will be ongoing throughout the operation of the preservation program.

Key Players and Supporting Partners

The columns at the right of the table indicate the key players responsible for implementation of each action. In many cases, supporting partners are also identified.

IMPLEMENTATION TABLE STATUS

