



HISTORIC PRESERVATION COMMISSION REGULAR MEETING

January 10, 2024 - 5:45 PM

1st Floor Conference Room, 301 Walnut Street, Windsor, CO 80550

AGENDA

A. CALL TO ORDER

1. Roll Call
2. Review of Agenda by the Board and Addition of Items of New Business to the Agenda for Consideration
3. Public Invited to be Heard

B. CONSENT CALENDAR

1. Review and Approval of the November 8, 2023 Regular Meeting Minutes.
2. Review and Approval of the December 13, 2023 Regular Meeting Minutes

C. BOARD ACTION

1. None

D. DISCUSSION ITEMS

1. Review of the Historic Preservation Ordinance of the Municipal Code as it relates to the newly adopted Historic Preservation Master Plan.
2. Content for Designation Certificates to be presented with the recent Plaque assignments
3. Review Future Meetings Agenda

E. COMMUNICATIONS

1. Communications from the Historic Preservation Commission
2. Communications from Town Board Liaison
3. Communications from Staff

F. ADJOURN

The Town of Windsor will make reasonable accommodations for access to Town services, programs, and activities and will make special communication arrangements for persons with disabilities. Please call (970) 674-2400 by noon on the Thursday prior to the meeting to make arrangements.



MEMORANDUM

Date: January 10, 2024
To: Historic Preservation Commission
From: Kimberly Lambrecht, Senior Planner
Re: Review and Approval of the November 8, 2023 Regular Meeting Minutes.
Item #: B.1.

Background / Discussion:

Please see the attached November 8, 2023 Regular Meeting minutes, for review and approval.

Financial Impact:

Relationship to Strategic Plan:

Recommendation:

CC:

Scott Ballstadt, Director of Planning

Attachments:

1. 11.8.2023 HPC Regular Meeting Minutes_DRAFT



Historic Preservation Commission Regular Meeting

November 8, 2023 - 5:45 PM
1st Floor Conference Room, 301 Walnut Street, Windsor, CO
80550

MINUTES

A. CALL TO ORDER

CHAIRPERSON STARCK CALLED THE MEETING TO ORDER AT 5:47 PM.

1. Roll Call

Present: Melanie Starck, Chairperson
Ruth Brunner
Jean Zuckweiler
Kris Jabs
ToniRae Andres

Absent: Rachel Kline
Vanessa Bouchard

Note: Ms. Lambrecht noted that Ms. Bouchard is also a voting member of the Parks, Recreation, & Culture Advisory Board, which was inadvertently missed when she applied to be a part of the Historical Preservation Commission. Due to potential conflicts of interest, Board/Commission members may not be members of multiple Board(s)/Commission(s). As Ms. Bouchard is a voting member of the Parks, Recreation, & Culture Advisory Board, and an alternate member of the Historical Preservation Commission, it was determined it would be most logical for her to withdraw from the Historical Preservation Commission. Therefore, Ms. Bouchard unfortunately is no longer part of the Historical Preservation Commission. If any Commission members know anyone who may be interested in joining the Commission, please encourage them to apply.

Also Present: Ron Steinbach, Town Board Liaison
Caitlyn Heusser, Museum Curator
Kimberly Lambrecht, Staff Liaison
Katrina Haley, Administrative Analyst

2. Review of Agenda by the Board and Addition of Items of New Business to the Agenda for Consideration

Historic Preservation Commissioner Andres moved to approve the Review of Agenda by the Board and Addition of Items of New Business to the Agenda for Consideration, Historic Preservation Commissioner Jabs seconded the motion. Roll call on the vote resulted as follows; Yeas - Jean Zuckweiler, ToniRae Andres, Kris Jabs, Ruth Brunner, Melanie Starck; Nays - None; Motion Passed.

3. Public Invited to be Heard

No public in attendance.

B. CONSENT CALENDAR

1. Review and Approval of the October 11, 2023 Regular Meeting Minutes

Please see the attached October 11, 2023 meeting minutes for review and approval.

Historic Preservation Commissioner Andres moved to approve the Review and Approval of the October 11, 2023 Regular Meeting Minutes, Historic Preservation Commissioner Brunner seconded the motion. Roll call on the vote resulted as follows; Yeas - Jean Zuckweiler, ToniRae Andres, Kris Jabs, Ruth Brunner, Melanie Starck; Nays - None; Motion Passed.

C. BOARD ACTION

1. Historic Preservation Master Plan - Recommendation to Town Board - Approval of the Plan

Mr. Ron Sladek (Tatanka Historical Associates) has provided a final copy of the Historic Preservation Master Plan (the Plan) (see attached). This plan will be considered the final result of all reviews, discussions and edits by the Commission, Town Staff and History Colorado Staff.

Staff has confirmed that the previous comments and edits noted by the Commission have been addressed, and is recommending the Historic Preservation Commission forward a recommendation of approval of the Plan to the Town Board.

If approved by Town Board, the Plan will be ready to begin implementation efforts by the HPC.

Once implemented, the Commission will need to be prepared to discuss next steps moving forward and begin to outline specific priorities and courses of action to implement the strategies presented in the plan. Ms. Lambrecht presented the final copy of the Historic Preservation Master Plan. Commission members also had received a copy of this final version of the Plan from Ms. Lambrecht via email prior to this meeting, to allow time for Commission members to review the final draft of the Plan prior to this meeting, and then discuss any feedback at this meeting. In preparation of this final draft, feedback from the Commissioners, Town staff, and History Colorado noted in previous meetings were noted and addressed by consultant Ron Sladek, of Tatanka Historical Associates, who has been working to create the final version of the Historic Preservation Master Plan. Pending approval of this Plan by the Historic Preservation Commission, Ms. Lambrecht to generate a resolution to present to Town Board for recommendation of approval of the Historic Preservation Master Plan. Discussion amongst Commission members ensued. Commissioners confirmed that typo corrections and other suggestions for improvement previously noted had been addressed by Mr. Sladek.

Ms. Brunner presented the suggestion of potentially publishing a hard copy(s) of the Historical Preservation Master Plan around Town in locations like libraries, historically designated locations, etc. Commissioners also unanimously stated that they would each enjoy having a hard copy of the Plan, as well as an electronic copy. Some members also stated they had never received a 'Welcome to the Commission' electronic packet when joining the Commission, and that they would like to receive that along with the final Historical Preservation Master Plan when finalized and available. Both resources to be provided to all Commission members once available.

Historic Preservation Commissioner Brunner moved to Forward a recommendation of approval of the Historic Preservation Master Plan to Town Board, Historic Preservation Commissioner Andres seconded the motion. Roll call on the vote resulted as follows; Yeas - Jean Zuckweiler, ToniRae Andres, Kris Jabs, Ruth Brunner, Melanie Starck;

Nays - None; Motion Passed.

D. DISCUSSION ITEMS

1. Review Future Meetings Agenda

Please see the attached Future Meetings Calendar for review and comment. Review the list of Future Topics so the Commission can begin to compare these topics with the priorities noted in the Preservation Plan, and begin to prioritize goals for next year and beyond. Discussion amongst Commission members regarding the Future Meetings Agenda and future meeting topics ensued. Commission members noted the importance of prioritizing future meeting topics in conjunction with the Historical Preservation Master Plan, and how we can utilize the new Plan to drive the Commission's work. Ms. Andreas also presented a suggestion to potentially read the Municipal Code by January's Historical Preservation Commission meeting, so that the Commission members can become more familiar with the Municipal Code, and how it potentially coincides with the Historical Preservation Master Plan, how it potentially conflicts with the Plan, and for general knowledge purposes/any other interesting points that may or may not impact the Commission. Ms. Starck and other Commission members showed support for Ms. Andres' suggestion to read the Code with the guiding questions Ms. Andres suggested in mind (1. How the Municipal Code potentially coincides with the Historical Preservation Master Plan. 2. How it potentially conflicts with the Plan. 3. General knowledge/any other interesting points that may or may not impact the Commission). Ms. Starck confirmed with Ms. Lambrecht which sections of the Municipal Code would be most appropriate for the Commissioners to review. Ms. Lambrecht confirmed that reading Chapter 15 in its entirety would be the most helpful for the Commission's work. Commission members to read Municipal Code Chapter 15 for the January meeting. The Windsor Downtown Alliance (WDA)'s Downtown Master Plan was also noted as a potential Plan for the Commission members to review against the Historical Preservation Master Plan, with the same guiding questions in mind (1. How the WDA's Downtown Master Plan potentially coincides with the Historical Preservation Master Plan. 2. How it potentially conflicts with the Plan. 3. General knowledge/any other interesting points that may or may not impact the Commission). No formal request was made of Commission members to review the Downtown Master Plan at this time, but Commission members may be asked to review this Plan in the future. Ms. Brunner also mentioned talks of potential future construction/dedication of outdoor gathering area(s) (similar to Old Town Fort Collins) near historically designated areas on Main Street, and the importance to work with the WDA to ensure access to any historical sites in the nearby area be maintained. Ms. Starck agreed the Downtown Master Plan may be valuable to review in the future. Any potential plan conflicts discovered during review(s) can be brought to Ms. Lambrecht's attention. Additionally, Ms. Jabs noted the importance of starting to focus on Historic Preservation Month, May. Ms. Jabs suggested beginning to discuss plans for Historic Preservation Month at the December and January meetings. Discussion between Ms. Starck, Ms. Lambrecht, and the Commission members ensued regarding how this could potentially fit into the Future Meetings Agenda. As there are no action items currently proposed for this item, Ms. Starck and the Commission members suggested designating set amounts of time at the January meeting to both discuss their reviews of the Municipal Code, and discuss plans for Historic Preservation Month, May. Regarding Historic Preservation Month, Ms. Brummer suggested a potential to present the four plaques ordered earlier this year for historically designated sites throughout town at an event held during the Month of May in honor of Historical Preservation Month. At this time, there are no formal Action Items determined to be on the Agenda for the December and January meetings. The January meeting is intended to primarily be comprised of discussion of the Commission's feedback regarding their reading of the Municipal Code, and planning for Historic Preservation Month, May.

2. Discuss December HPC Meeting Location

In recent years, the December HPC Regular Meeting has been held off-site. The December Meeting will be held on December 13, 2023. The Commission should plan on determining a location for the December Meeting. Discussion amongst Commission members ensued regarding venue options for December's dinner meeting. Venue would need to accommodate roughly 10 people and have a quiet enough space for the Commission so that group discussion would still be possible. Cancun, Mash Labs, Windsor Mill Tavern, and other local establishments were suggested. Commission members decided Windsor Mill Tavern is their first choice for the December meeting's location, due to it's potential to request a private room that would allow for a quiet discussion place away from other crowds. A table in a corner of the upper floor at Mash Labs was determined to be the second choice for the venue if the private room at Windsor Mill Taven is not available. Ms. Haley to call Windsor Mill Tavern to request a reservation for the private room at the Tavern, as well as Mash Labs, if need be.

E. COMMUNICATIONS

1. Communications from the Historic Preservation Commission

No communications from the Historic Preservation Commission.

2. Communications from Town Board Liaison

Mr. Steinbach stated the Windsor Attainable Housing Ad Hoc Committee recently held its first meeting. Mr. Steinbach stated that there are lots of resources for the Committee to review and are working to do so.

Commission members asked Mr. Steinbach for any Town Board feedback regarding short term rentals. Mr. Steinbach stated that the topic is not currently on the Future Meetings Agenda topics list, but that it will most likely be put back on the agenda(s) to discuss further before the end of the year. Potential for a short term rental tax to be implemented, in which tax revenue would be directed to Town departments most impacted by short term rental properties (i.e., Police, Parks, etc.). Potential for this measure to be put on the November 2024 ballot. Discussion regarding short term rentals in Windsor ensued amongst Commission members.

Ms. Brunner asked Ms. Steinbach if he had any information regarding construction on/near CR70 and CR72. Mr. Steinbach stated that he does not have any information on this topic to share with the group regarding this topic, and that he will relay any information related to this topic that comes to his attention in the future.

Ms. Starck asked Mr. Steinbach if he was aware of any update(s) related to the offer and counteroffer between the Town and the Clearview Library District, regarding the proposal to sell the library's land for a new King Supers. Mr. Steinbach shared that he believes this will be addressed at the next Town Board meeting. Discussion regarding this topic ensued between Commission members.

3. Communications from Staff

Four plaques for the four historically designated sites previously chosen by the Commission have been ordered. Plaques were purchased on October 19th, 2023, with an expected delivery date five to six weeks out from payment. Plaques are expected to be delivered in two to three weeks from tonight's meeting.

Ms. Lambrecht received a copy of Crested Butte's Historic Preservation plan, which she thought was very interesting, and would potentially be interesting to other Commission members.

Ms. Lambrecht recently met with Historic Preservation staff from neighboring municipalities; Fort Collins, Greeley, and Loveland. They met last Friday in Loveland and took a tour of the

historically designated Pulliam Community Building, which she found to be very interesting. Ms. Lambrecht also brought a copy of the Loveland Walking Tour brochure ('Walk Historic Loveland'), which the Commissioners had very positive feedback about. Many Commissioners stated support for creating and distributing material(s) similar to this brochure. These printed materials would most likely need to be factored into the 2025 budget, as the 2024 budget has already been determined. Ms. Brunner mentioned that the Commission may have some leftover printed materials from previous events and may be able to circulate these in the meantime.

Potential for the Windsor Planning Commission to put together a presentation related to Historic Preservation in Windsor for the next APA Conference they attend.

F. ADJOURN

HISTORIC PRESERVATION COMMISSIONER ANDRES MOVED TO ADJOURN, HISTORIC PRESERVATION COMMISSIONER JABS SECONDED THE MOTION. ROLL CALL ON THE VOTE RESULTED AS FOLLOWS; YEAS - JEAN ZUCKWEILER, TONIRAE ANDRES, KRIS JABS, RUTH BRUNNER, MELANIE STARCK; NAYS - NONE; MOTION PASSED.

Name, Title



MEMORANDUM

Date: January 10, 2024
To: Historic Preservation Commission
From: Kimberly Lambrecht, Senior Planner
Re: Review and Approval of the December 13.2023 Regular Meeting Minutes
Item #: B.2.

Background / Discussion:

Please see the attached December 13, 2023 Regular Meeting minutes for review and approval.

Financial Impact:

Relationship to Strategic Plan:

Recommendation:

CC:

Scott Ballstadt, Director of Planning

Attachments:

1. 12.13.2023 HPC Regular Meeting Minutes_DRAFT



Historic Preservation Commission Regular Meeting

December 13, 2023 - 5:45 PM
1st Floor Conference Room, 301 Walnut Street, Windsor, CO
80550

MINUTES

A. REGULAR MEETING LOCATION CHANGE

1. The December 13, 2023 Regular Meeting will be held at the **Windsor Mill Tavern** (301 Main Street, Unit C), at 5:45 P.M.

Brief discussion items:

- a. The Plaques are in - the associated write-up will need to be developed.
- b. Review the Historic Preservation Master Plan - be thinking about upcoming priorities.
- c. Confirm attendance at the Saving Places Conference.

Ms. Lambrecht noted that she will gather templates in order to develop the narrative certificates that will accompany the latest round of Plaques for designated properties, and will likely be requesting that Commissioners take on the task of writing the narrative for these properties. Additionally, she conveyed a reminder to the Commissioners to revisit the newly adopted Preservation Plan with the goal of discussing implementation priorities for the upcoming year. Lastly, Ms. Lambrecht asked the Commissioners to think about attending the Saving Places Conference as she will be submitting for a scholarship from History Colorado.

In attendance:

Melanie Starck
ToniRae Andres
Kris Jabs
Ruth Brunner
Rachel Kline
Ron Steinbach, Town Board Liaison
Katrina Haley, Administrative Analyst
Kim Lambrecht, Staff Liaison

A handwritten signature in blue ink that reads "Kim Lambrecht".

Kim Lambrecht, Senior Planner, Staff Liaison



MEMORANDUM

Date: January 10, 2024
To: Historic Preservation Commission
From:
Re: None
Item #: C.1.

Background / Discussion:

Financial Impact:

Relationship to Strategic Plan:

Recommendation:

CC:

Attachments:



MEMORANDUM

Date: January 10, 2024
To: Historic Preservation Commission
From: Kimberly Lambrecht, Senior Planner
Re: Review of the Historic Preservation Ordinance of the Municipal Code as it relates to the newly adopted Historic Preservation Master Plan.
Item #: D.1.

Background / Discussion:

Please review the attached excerpts from the Municipal Code and from the Historic Preservation Master Plan. Based on recommendations outlined in the Preservation Plan, the Commission should plan to discuss if revisions to the Historic Preservation ordinance should be considered, to put the Municipal Code more in alignment with the policies, goals and objectives of the Preservation Plan.

As discussed, the HPC might approach their individual analysis by looking at:

1. how the current ordinance supports the Preservation Plan
2. how the current ordinance conflicts with the Preservation Plan
3. whether or not there are other items in the current ordinance that stand apart from the Plan
4. how the current ordinance may be limiting the efforts of the HPC

Note, revisions to the Municipal Code must go through an extensive evaluation by Planning Staff and the Town Attorney. So initially, the Commission's discussion will focus more generally on those Preservation Plan items that are in alignment with the Code; that have conflicts and discrepancies with the Code; and any additional items that might be included or excluded from the Code. Again, the goal will be to bring the Code in alignment with the Preservation Plan. If the Commission develops a potential approach to Code revisions, Staff will work with Planning and the Town Attorneys to see how these considerations might be written into the Code.

Financial Impact:

Relationship to Strategic Plan:

Recommendation:

CC:

Scott Ballstadt, Director of Planning

Attachments:

1. Municipal Code Chapter 15 Article XVI - Historic Preservation
2. Pages from Windsor Preservation Plan - FINAL_11.1.2023 - ADOPTED

ARTICLE XVI - Historic Preservation

Sec. 15-16-10. - Purpose and intent.

It is the purpose and intent of this Article to provide for the protection and preservation of the Town's historic and cultural heritage through the designation of historic landmarks and districts. Such protection and preservation will enhance property values through the stabilization of historic neighborhoods and commercial areas and will create economic and financial benefits to the Town by making it attractive to tourists, visitors, homebuyers, businesses and developers. This Article is designed to create a method to draw a reasonable balance between private property rights and the public interest in preserving the Town's historic character by ensuring that the demolition of, moving of or alterations to properties of historic value shall be carefully considered for the impact to the property's contribution to the Town's heritage.

(Ord. 2020-1620, §2)

Sec. 15-16-20. - Commission established.

There is hereby created an Historic Preservation Commission, hereinafter referred to as the "Commission," which shall have the principal responsibility for matters of historic preservation as more fully set forth hereafter.

- (1) Membership. The Commission shall consist of five (5) members providing a balanced, community-wide representation. The Commission shall be composed of both professional and lay members, all of whom have demonstrated interest, knowledge or training in fields closely related to historic preservation. Three (3) members shall be professionals or shall have extensive expertise in a preservation-related discipline, including but not limited to history, architecture, planning or archaeology. If the required number of professional members cannot be found to serve on the Commission, this requirement may be waived until the next vacancy occurs, at which time the Town shall again diligently seek professional representation. In the case of a lack of professional appointees, the Commission may, with Town Board approval, be allowed to retain professional consultants to advise the Commission as necessary to fulfill its duties. The Windsor-Severance Historical Society and the Windsor Chamber of Commerce are encouraged to submit nominees for Town Board consideration.
- (2) Appointments and terms of office.
 - a. Members of the Commission shall be appointed by the Town Board and shall serve four-year staggered terms from the date of appointment. For the purpose of establishing staggered terms, initial appointments shall be two (2) years for one (1) member, three (3) years for two (2) members and four (4) years for two (2) members. Thereafter, all appointments shall be for four-year terms.
 - b. Members may continue to serve until their successors have been appointed. Members may be reappointed by the Town Board to serve successive terms without limitation. Appointment to fill vacancies on the Commission shall be made to fill out the remainder of the vacated term only. Members of the Commission shall serve at the pleasure of the Town Board and may be removed with or without cause by a majority vote of the Town Board.
- (3) Residency. Pursuant to the provisions of the Home Rule Charter, all members of the Commission shall be residents of the Town, and if any member ceases to reside in the Town, his or her membership on the Commission shall immediately terminate.
- (4) Exclusive service. No voting member of the Commission shall be eligible to serve on any other board or commission of the Town during that member's tenure on the Commission.
- (5) Removal from Commission. In accordance with the provisions of the Home Rule Charter, Commission members may be removed by the Town Board for inefficiency, neglect of duty or malfeasance upon written notice and after public hearing.
- (6) Vacancies. The Town Board shall make such appointments as necessary to fill the unexpired terms of vacancies that may occur on the Commission.
- (7) Quorum and voting. A quorum for the Commission shall consist of a majority of the regular membership. A quorum is necessary for the Commission to hold a public hearing or take official actions, except that a public hearing may be continued by a majority vote of the members present when a quorum is not present. A tie vote shall be deemed a denial of the motion or recommended motion.
- (8)

Officers. At the Commission's first meeting of the calendar year, the Commission shall, by majority vote, elect one (1) of its members to serve as Chair to preside over the meetings of the Commission and one (1) member to serve as Vice-Chair. The members so designated shall serve in these capacities for one (1) year and may serve successive terms.

(9) Meetings. The Commission shall hold meetings at regularly scheduled intervals but shall meet a minimum four (4) times a year. Minutes shall be kept of all proceedings.

(10) Powers and duties. The Commission shall:

- a. Adopt criteria for review of historic properties and for review of proposals to alter, demolish or move designated resources.
- b. Review properties nominated for designation as an historical landmark and recommend that the Town Board designate by ordinance those properties qualifying for such designation.
- c. Review and make decisions on any application for alterations to a designated historic landmark.
- d. Review and make decisions on any application for moving or demolishing an historic landmark.
- e. Maintain a list of significant historic properties in the Town.
- f. Advise and assist owners of historical properties on physical and financial aspects of preservation, renovation, rehabilitation and rescue, including nomination to the National Register of Historic Places.
- g. In conjunction with the Windsor-Severance Historical Society, develop and assist in public education programs, including but not limited to walking tours, brochures, a marker program for historic properties, lectures and conferences.
- h. Conduct surveys of historic areas for the purpose of defining those of historic significance, and prioritizing the importance of identified historic areas and structures.
- i. Advise the Planning Commission and Town Board on matters related to preserving the historic character of the Town.
- j. In conjunction with other entities and private individuals, actively pursue financial assistance for preservation-related programs through grants and other means.

(11) Bylaws and rules. The Commission shall adopt bylaws and rules for the transaction of business and shall keep a record of its resolutions, transactions, findings and determinations, which record shall be a public record.

(Ord. 2020-1620 §2)

Sec. 15-16-30. - Designation of landmarks and historic districts.

(a) Pursuant to the procedures hereinafter set forth, the Town Board may by ordinance make the following designations of landmarks and historic districts:

- (1) Designate as a landmark an individual structure or other feature or an integrated group of structures and features on a single lot or site having a special historical or architectural value, and designate a landmark site for each landmark;
- (2) Designate as an historic district an area containing a number of structures having a special historical or architectural value.

(b) Each such designating ordinance shall include a description of the characteristics of the landmark or historic district that justifies its designation, a description of the particular features that should be preserved, and a legal description of the location and boundaries of the landmark site or historic district. Any such designation shall be in furtherance of and in conformance with the purposes and standards of this Article. The property included in any such designation shall be subject to the controls and standards set forth in this Article.

(Ord. 2020-1620 §2)

Sec. 15-16-40. - Procedures for designating structures and districts for preservation.

A nomination for designation may be made by any member of the Commission or by any citizen by filing an application with the Town. Upon such nomination, the Planning Department and at least one (1) member of the Commission shall contact the owner of record of the nominated property and outline the reasons and effects of the designation as a landmark and, if possible, shall secure the consent of the owner to such designation before the nomination is accepted as complete for review.

- (1) Commission review with owner's consent. No more than sixty (60) days after the filing of an application for designation, the Commission shall hold a public hearing on any proposal. The Commission shall review the application for conformance with the established criteria for designation. Within thirty (30) days of the conclusion of the public hearing, the Commission shall approve,

conditionally approve, or deny the nomination. The Commission shall forward its recommendation by written report to the Town Board for consideration and final action.

- (2) Commission review without owner's consent. If the owner of the property nominated for designation does not consent to the review, the Commission shall hold a public hearing on the proposal no more than sixty (60) days after the filing of the application. Notice of time, date and place of such hearing and a brief summary or explanation of the subject matter of the hearing shall be given by at least one (1) publication in a newspaper of general circulation within the Town no less than fifteen (15) days prior to the date of the hearing. In addition, at least fifteen (15) days prior to the hearing date, the Town shall:
 - a. Post the property so as to indicate that a landmark or historic district designation has been applied for; and
 - b. Mail written notice of the hearing to record owners, as reflected by the records of the County Assessor, of all property included in the proposed designation. Failure to send notice by mail to any such property owner where the address of such owner is unknown and not a matter of public record shall not invalidate any proceedings in connection with the proposed designation.

The Commission shall review the application for conformance with the established criteria for designation. Within thirty (30) days of the conclusion of the public hearing, the Commission shall either approve, modify and approve or disapprove the proposal. The Commission shall forward its recommendation by written report to the Town Board for consideration and final action.

(Ord. 2020-1620 §2; Ord. 2022-1663 §14)

Sec. 15-16-50. - Proceedings by the Town Board.

- (a) Within thirty (30) days after the Commission has taken action, the Town Board shall hold a public hearing on the proposed designation. Notice of time, date and place of such hearing and a brief summary of explanation of the subject matter of the hearing shall be posted on the property in a manner visible from all adjacent public rights-of-way at least fifteen (15) days prior to the hearing. Where the property owner does not consent to the proposed designation, written notice of the hearing shall also be provided to the record owner at least fifteen (15) days prior to the hearing. The Town shall be responsible for accomplishing the public notice.
- (b) Within thirty (30) days of the conclusion of the public hearing, the Town Board shall approve, modify and approve or disapprove the proposed designation.
 - (1) If the owner of the property does not consent to the review, approval shall require the affirmative vote of three-fourths ($\frac{3}{4}$) of all members of the Town Board in office at the time. In such cases, the Town Board shall use the following criteria in addition to the designation criteria listed in this Article:
 - (2) The property has overwhelming historic importance to the entire community. The term overwhelming significance shall, for purposes of this Article, encompass:
 - a. Possessing such unusual or uncommon significance that the structure's potential demolition or major alteration would diminish the character and sense of place in the Town community.
 - b. Demonstrating superior or outstanding historical characteristics. The term superior shall mean excellence of its kind, and the term outstanding shall mean marked by eminence and distinction.
 - (3) The Town Board may exempt a property from meeting the above criteria if the Town Board finds that the property owner has shown that the historic designation creates an undue hardship. The following criteria shall be used in assessing the potential for hardship:
 - a. Economic hardship:
 1. For investment or income-producing properties, the owner's inability to obtain a reasonable rate of return in its present condition or, if rehabilitated, under the alterations criteria.
 2. For non-income-producing properties consisting of owner-occupied single-family dwelling and/or institutional properties not solely operating for profit, the owner's inability to convert the property to institutional use in its present condition or, if rehabilitated, under the alterations criteria.
 - b. Noneconomic hardship:
 1. Designation creates a situation substantially inadequate to meet the applicant's needs because of specific health and/or safety issues.
 2. The Commission and the Town Board may adopt additional guidelines and criteria for the submittal and review of information pertaining to economic and other kinds of hardship, which shall be made available to the public.

3. When a landmark has been designated by the Town Board as provided above, the Planning Department shall promptly notify the owner of the property included therein and shall cause a copy of the designating ordinance to be recorded, together with a summary description of the penalties and sanctions for violation of this Article.

(Ord. 2020-1620 §2)

Sec. 15-16-60. - Criteria for designation.

The Commission and the Town Board shall consider the following criteria in reviewing nominations of properties for designation:

- (1) Landmarks. Landmarks must be at least fifty (50) years old and meet one (1) or more of the criteria for architectural, social or geographic/environmental significance hereinafter described. A landmark could be exempt from the age standard if it is found to be exceptionally important in other significant criteria.
 - a. Historic sites shall meet one (1) or more of the following:
 1. Architectural.
 - a) Exemplifies specific elements of an architectural style or period.
 - b) Example of the work of an architect or builder who is recognized for expertise nationally, statewide, regionally or locally.
 - c) Demonstrates superior craftsmanship or high artistic value.
 - d) Represents an innovation in construction, materials or design.
 - e) Style is particularly associated with the Windsor/Northern Colorado area.
 - f) Represents a built environment of a group of people in an era of history.
 - g) Pattern or grouping of elements representing at least one (1) of the above criteria.
 - h) Significant historic remodel.
 2. Social.
 - a) Site of historic event that had an effect upon society.
 - b) Exemplifies cultural, political, economic or social heritage of the community.
 - c) An association with a notable person or the work of a notable person.
 3. Geographic/environmental.
 - a) Enhances the sense of identity of the community.
 - b) An established and familiar natural setting or visual feature of the community.
 - b. Prehistoric and historic archaeological sites shall meet one (1) or more of the following:
 1. Architectural.
 - a) Exhibits distinctive characteristics of a type, period or manner of construction.
 - b) A unique example of structure.
 2. Social.
 - a) Potential to make an important contribution to the knowledge of the area's history or prehistory.
 - b) An association with an important event in the area's development.
 - c) An association with a notable person or work of a notable person.
 - d) A typical example/ association with a particular ethnic group.
 - e) A unique example of an event in Windsor/Northern Colorado's history.
 3. Geographic/environmental.
 - a) Geographically or regionally important.
 - b) Buried human remains will be handled in as culturally sensitive and appropriate manner as possible.
 - c. All properties will be evaluated for their physical integrity using the following criteria (a property need not meet all of the following criteria):
 1. Shows character, interest or value as part of the development, heritage or cultural characteristics of the community, region, State or nation.

2. Retains original design features, materials and/or character.
3. Original location or same historic context after having been moved.
4. Has been accurately reconstructed or restored based on documentation.

(2) Districts.

- a. For the purposes of this Section, a district is a geographically definable area including a concentration, linkage or continuity of subsurface sites, buildings, structures and/or objects. A district is related by a pattern of either physical elements or social activities. Significance is determined by applying criteria to the patterns and unifying elements. Nominations will not be considered unless the application contains written approval of sixty percent (60%) of the property owners within the district boundaries. Properties that do not contribute to the significance of the historic district may be included within the boundaries, as long as the noncontributing elements do not noticeably detract from the district's sense of time, place and historical development. Noncontributing elements will be evaluated for their magnitude of impact by considering their size, scale, design, location and/or information potential.
- b. District boundaries will be defined by visual changes, historical documentation of different associations or patterns of development, or evidence of changes in site type or site density as established through testing or survey.
- c. In addition to meeting at least one (1) of the criteria outlined in Subsections d.1. through d.4. below, the district must be at least fifty (50) years old. The district could be exempt from the age standard if the resources are found to be exceptionally important in other significant criteria.
- d. Historic districts shall meet one (1) or more of the following criteria:
 1. Architectural.
 - a) Exemplifies specific elements of an architectural style or period.
 - b) Example of the work of an architect or builder who is recognized for expertise nationally, statewide, regionally or locally.
 - c) Demonstrates superior craftsmanship or high artistic value.
 - d) Represents an innovation in construction, materials or design.
 - e) Style particularly associated with the Windsor/Northern Colorado area.
 - f) Represents a built environment of a group of people in an era of history.
 - g) Pattern or grouping of elements representing at least one (1) of the above criteria.
 - h) Significant historic remodel.
 2. Social.
 - a) Site of historic event that had an effect upon society.
 - b) Exemplifies cultural, political, economic or social heritage of the community.
 - c) An association with a notable person or the work of a notable person.
 3. Geographic/environmental.
 - a) Enhances sense of identity of the community.
 - b) An established and familiar natural setting or visual feature of the community.
 4. Archaeology/subsurface.
 - a) Potential to make an important contribution to the area's history or prehistory.
 - b) An association with an important event in the area's development.
 - c) An association with a notable person or work of a notable person.
 - d) Distinctive characteristics of a type, period or manner of construction.
 - e) Geographical importance.
 - f) A typical example or association with a particular ethnic group.
 - g) A typical example or association with a local cultural or economic activity.
 - h) A unique example of an event or structure.

(Ord. 2020-1620 §2)

Sec. 15-16-70. - Revocation of designation.

If a building or special feature on a designated landmark site was lawfully removed or demolished, the owner may apply to the Commission for a revocation of the designation. The Commission shall review the application and make a recommendation to the Town Board, and the Town Board shall thereafter make a final determination. The Town Board shall revoke a landmark designation upon determination that without the demolished building or feature, the site as a whole no longer meets the purposes and standards for designation.

(Ord. 2020-1620 §2)

Sec. 15-16-80. - Amendment of designation.

Designation of a landmark or historic district may be amended to add features or property to the site or district under the procedures set forth in this Article for initial designations. Whenever a designation has been amended, the Town shall promptly notify the owners of the property included therein and shall record a copy of the amending ordinance with the Weld or Larimer County Clerk and Recorder.

(Ord. 2020-1620 §2)

Sec. 15-16-90. - Landmark alteration certificate required.

- (a) No person shall carry out or permit to be carried out on a designated landmark site or in a designated historic district any new construction, alteration, removal or demolition of a building or other designated feature without first obtaining a landmark alteration certificate for the proposed work under this Section, as well as any other permits required by this Code or other ordinances of the Town.
- (b) The Town shall maintain a current record of all designated landmark sites and historic districts and pending designations. If the Building Department receives an application for a permit to carry out any new construction, alteration, removal or demolition of a building or other designated feature on a landmark site or in an historic district or in an area for which designation proceedings are pending, the Building Department shall promptly forward such application to the Town Manager and the Town Board.

(Ord. 2020-1620 §2)

Sec. 15-16-100. - Construction on proposed landmark sites or in proposed districts.

No person shall receive a permit to construct, alter, remove or demolish any structure or other feature on a proposed landmark site or in a proposed historic district after the date an application has been filed to initiate the designation of such landmark site or district.

(Ord. 2020-1620 §2)

Sec. 15-16-110. - Landmark alteration application and review.

- (a) An owner of property designated as a landmark or located in an historic district may apply for a landmark alteration certificate, such application to include all information which the Planning Department determines is necessary to consider the application, including without limitation, plans and specifications showing the proposed exterior appearance, with texture, materials and architectural design and detail, and the names and addresses of the abutting property owners.
- (b) Upon receipt of an application for an alteration certificate, the Planning Department shall submit that application, together with a recommendation thereon, to the Commission for final approval.

(Ord. 2020-1620 §2)

Sec. 15-16-120. - Unsafe or dangerous conditions exempted.

Nothing in this Article shall be construed to prevent any measures of construction, alteration, removal or demolition necessary to correct the unsafe or dangerous condition of any structure, other feature or parts thereof where such condition is declared unsafe or dangerous by the Town and where the proposed measures have been declared necessary by the Town Manager to correct the condition.

(Ord. 2020-1620 §2)

Sec. 15-16-130. - Criteria for review of alteration certificate.

- (a) The Commission shall issue an alteration certificate for any proposed work on a designated historical site or district only if the Commission determines that the proposed work would not detrimentally alter, destroy or adversely affect any architectural or landscape feature which contributes to the original historical designation. The Commission must find that a proposed development is visually compatible with designated historic structures located on the property in terms of design, finish, material, scale, mass and height. When the subject site is an historic district, the Commission must also find that the proposed development is visually compatible with the development on adjacent properties. For purposes of this Section, the term compatible shall mean consistent with, harmonious with and/or enhances the mixture of complementary architectural styles, either of the architecture of an individual structure or the character of the surrounding structures.
- (b) The Commission will use the following criteria to determine compatibility:
- (1) The effect upon the general historical and architectural character of the structure and property.
 - (2) The architectural style, arrangement, texture and material used on the existing and proposed structures and their relation and compatibility with other structures.
 - (3) The size of the structure, its setbacks, its site, location and the appropriateness thereof, when compared to existing structures and the site.
 - (4) The compatibility of accessory structures and fences with the main structure on the site, and with other structures.
 - (5) The effects of the proposed work in creating, changing, destroying or otherwise impacting the exterior architectural features of the structure upon which such work is done.
 - (6) The condition of existing improvements and whether they are a hazard to public health and safety.
 - (7) The effects of the proposed work upon the protection, enhancement, perpetuation and use of the property.
 - (8) Compliance with the Secretary of the Interior's Standards for Rehabilitation as listed below:
 - a. A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.
 - b. The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.
 - c. Each property shall be recognized as a physical record of its time, place and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.
 - d. Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.
 - e. Distinctive features, finishes and construction techniques or examples of craftsmanship that characterize a property shall be preserved.
 - f. Deteriorated historic features shall be repaired rather than replaced. When the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical or pictorial evidence.
 - g. Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.
 - h. Significant archaeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.
 1. New additions, exterior alterations or related new construction shall not destroy historic materials that characterize the property. To protect the historic integrity of the property and its environment, the new work shall be differentiated from the old and shall be compatible with the massing, size, scale and architectural features.
 2. New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

(Ord. 2020-1620 §2)

Sec. 15-16-140. - Relocation criteria.

The Commission shall use the following criteria in considering alteration certificate applications for relocating a landmark, a structure on an historic site, a building or structure within an historic district, a structure onto a landmark site or a structure to property in an historic district:

- (1) For consideration of the original site, the Commission will review for compliance with all of the following criteria:
 - a. Documentation showing that the structure cannot be rehabilitated or reused on its original site to provide for any reasonable beneficial use of the property;
 - b. The contribution the structure makes to its present setting;
 - c. Whether plans are specifically defined for the site to be vacated, and have been approved by the Town staff;
 - d. If the structure can be moved without significant damage to its physical integrity and the applicant can show the relocation activity is the best preservation method for the character and integrity of the structure;
 - e. Whether the structure has been demonstrated to be capable of withstanding the physical impacts of the relocation and re-siting; and
 - f. Whether a structural report submitted by a licensed structural engineer adequately demonstrates the soundness of the structure proposed for relocation.
- (2) For consideration of the new location, the Commission will review for compliance with all of the following criteria:
 - a. Whether the building or structure is compatible with its proposed site and adjacent properties, and if the receiving site is compatible in nature with the structure or structures proposed to be moved;
 - b. The structure's architectural integrity and its consistency with the character of the neighborhood;
 - c. Whether the relocation of the historic structure would diminish the integrity or character of the neighborhood of the receiving site; and
 - d. If a relocation plan has been submitted and approved by the Town staff, including posting a bond, to ensure the safe relocation, preservation and repair (if required) of the structure, site preparation and infrastructure connections as described in this Code.

(Ord. 2020-1620 §2)

Sec. 15-16-150. - Exemptions from alteration certificate requirements.

An applicant may request an exemption from the alteration certificate requirements set forth herein. The applicant must provide adequate documentation to establish qualification for one (1) of the following exemptions:

- (1) Economic hardship exemption. Exemptions are granted only to the specific owner and use and are not transferable.
 - a. For investment or income-producing properties: the owner's inability to obtain a reasonable rate of return in the property's present condition or if rehabilitated.
 - b. For non-income-producing properties consisting of owner-occupied single-family dwellings and/or non-income-producing institutional properties not solely operating for profit: the owner's inability to convert the property to institutional use in its present condition or if rehabilitated.
 - c. The consideration for economic hardship shall not include willful or negligent acts by the owner, purchase of the property for substantially more than the market value, failure to perform normal maintenance and repairs, failure to diligently solicit and retain tenants or failure to provide normal tenant improvements.
- (2) Undue hardship. An applicant requesting an exemption based on undue hardship must show that the application of the criteria creates a situation substantially inadequate to meet the applicant's needs because of specific health and/or safety issues.

(Ord. 2020-1620 §2)

Sec. 15-16-160. - Appeal or call-up disapproved proposals.

- (a) A decision of the Commission approving or disapproving an application for alteration or extending the review period on the application is final unless appealed to or called up by the Town Board as provided below:
 - (1) Appeal. An applicant may appeal any decision of the Commission to the Town Board by filing a written notice of appeal with the Planning Department within seven (7) days of the Commission's decision.

- (2) Review. The Town Board may call up for review any decision of the Commission to disapprove, modify or suspend action on an alteration application by serving written notice on the Commission within twenty-one (21) days of the Commission's decision.
- (3) Town Board meeting and decision. Within thirty (30) days of the date of any decision of the Town Board to disapprove or modify an alteration certificate application, the Town Board shall hold a public meeting on the matter. Where a decision to move or demolish a landmarked structure is involved, public notice shall be required in accordance with this Article. The Town Board shall consider the written findings and conclusions of the Commission and the proposal's conformance to adopted alteration certificate criteria and shall approve, modify and approve, or disapprove the proposed application.
- (4) Undue hardship appeals. The Town Board may consider claims of economic or undue hardship in cases where the Commission denied an applicant an alteration certificate. The applicant must provide adequate documentation and/or testimony at the Town Board meeting to justify such claims. The following includes the type of information, plus any other information the applicant feels is necessary, that must be submitted in order for the Town Board to consider a hardship appeal:
 - a. Estimate of the cost of the alteration proposed under the denied alteration certificate, and an estimate of any additional costs that would be incurred with the alterations recommended by the Commission.
 - b. Estimate of the value of the property in its current state, with the denied alterations, and with the alterations proposed by the Commission.
 - c. Information regarding the soundness of the structure or structures, and the feasibility for rehabilitation that would preserve the character and qualities of the designation.
 - d. In the case of the income-producing properties, the annual gross income from the property, the operating and maintenance expenses associated with the property, and the effect of the proposed and Commission-recommended alterations on these figures.
 - e. Any information concerning the mortgage of other financial obligations on the property, which are affected by the denial of the proposed alterations.
 - f. The appraised value of the property.
 - g. Any past listing of the property for sale or lease, the price asked and any offers received on that property.
 - h. Information relating to any nonfinancial hardship resulting from the denial of an alteration certificate.
- (b) The Town Board may refer the information for review by the Commission prior to rendering its final decision on any hardship-related appeal. If it is determined that the denial of the certificate of alteration would pose an undue hardship on the applicant, then a certificate of alteration noting the hardship relief shall be issued, and the property owner may make the alterations outlined in the alteration certificate application.

(Ord. 2020-1620 §2)

Sec. 15-16-170. - Enforcement and penalties.

- (a) No person shall violate or permit to be violated any of the requirements of this Article or the terms of a landmark certificate.
- (b) Violations of this Article are punishable as is otherwise provided in this Code and, in addition, are subject to the following penalties:
 - (1) Alterations to a designated landmark or district without an approved landmark alteration certificate will result in a one-year moratorium on all building permits for the subject property; and
 - (2) Moving or demolishing a designated structure without an approved landmark alteration certificate will result in a five-year moratorium on all moving, demolition or building permits for the structure and for the property at the structure's original location.

(Ord. 2020-1620 §2)

Section 5 – Goals and Policies

5.1 What are the Resources We Want to Protect?

We want to safeguard the heritage of the town by historical designation and associated regulation of buildings, districts, landscapes, sites, and structures that signify the town's history. We also want to ensure that new development preserves or enhances the character of the Downtown and historical designated buildings, districts, landscapes, and structures. We seek to promote the town's history and foster public support, appreciation, and understanding of historic resources through public education and partnerships. By creating a strong educational focus to this plan, we are hoping that we see an increase in the amount of support for additional regulation or review when it comes to changes to historic resources. There is hope that residents that own historic properties will seek direction from the town and feel comfortable asking questions.

Many of Windsor's historic resources have been previously identified in inventory surveys including certain residential streets, publicly owned buildings and structures, industrial and civic spaces, parks and open spaces, and commercial areas. Only a small percentage are protected. It should be noted that National Register listing affords no protection for a historic resource nor does it trigger design review at the local level.

5.2 How can We Achieve Protection?

Developing incentives for the preservation, restoration, and adaptive reuse of historic structures is a strategy to achieve protection. We recommend that the town help to compile funding resources that can be made available to residents that own historic properties, participate in applying for these funds in tandem with the owners, and promote these individual efforts by formally recognizing people that take on these important preservation tasks. The local awards program can be re-imagined to make a more meaningful impact, it can include a yearly award for exemplary individual efforts taken on by property owners for preservation. More than incentivization, protection is achieved through a strong, enforced ordinance that is properly administered and understood by the appointed body whose job it is to apply the preservation regulations. In the case of Windsor, only formally landmarked historic properties go through a design review process and are subject to the application of preservation regulations. However, it is important for the HPC to establish guidelines for additional local properties that can be subject to their input and review. To create their guideline, the HPC can use this Plan to identify the historic trends and characteristics of the community that warrant protection and seek a broader understanding of why enforcement of the regulations is so crucial to the maintenance of historic resources.

Since preservation is a local effort, listing a property on the National Register of Historic Places is not the only action available. While National Register designation requires the property owner's consent, local designation does not require owner consent. The local designation process includes the Historic Preservation Commission holding a public hearing and making a recommendation to the Town Board for final action. If owner consent is not obtained by the HPC, there are specific requirements to public notice, mailing,

publication, and posting on the properties being considered for designation. (Sec. 15-16-40). The town can also harness public input received to justify designation of larger geographical areas through the creation of historic districts that may have distinctive characteristics, related uses, or collectively represent a certain period. These locally created districts also require a public process, but do not require consent from property owners within a proposed district.

Local designation for preservation results in a landmarked site or in a designated historic district that is protected in the sense that no person shall carry out or permit to be carried out any new construction, alteration, removal or demolition without first obtaining a landmark alteration certificate for the proposed work including plans and materiality. An owner of property designated as a landmark or located in an historic district may apply for a landmark alteration certificate with the Planning Department. The Planning Department then submits the application and a recommendation to the Commission for final approval.

The downtown and some neighborhood areas could be designated as historic districts. This districting strategy can work to create more historically potent neighborhoods where the experience of interacting with historic resources embraces and bolsters the unique charm of that area. To that effect, historic districting can allow for the review of infill development entering the district in order to ensure compatibility with existing historic structures. The Action Item List found in Section 6 of this plan provides a proposed roadmap for effective preservation efforts and must be carefully studied, prioritized, and implemented where found appropriate.

5.3 Existing Land Use and Preservation Codes

Alignment, balance, and preservation of character are some of the guiding principles of Land Use planning. The town has done much work to implement land use strategies that further the goals of the town. The goal of this Plan includes creating alignment between the land use regulations, preservation standards, and the guiding documents such as the *Windsor Visions 2025 Plan*, *Downtown Corridor Plan*, and the *2016 Comprehensive Plan*, or identifying where there is disconnect. The goals and policies in this Plan build upon those identified by past planning efforts to help guide growth and development in a way that is respectful to historic resources. They are intended to serve as a policy guide for additional plans as they relate to identified historic resources of Windsor.

Existing provisions of plans and standards, especially in the *Downtown Corridor Design Guidelines* contain objectives to maintain historic resources and aim to create a pattern in the design of new development near historic resources. Architectural standards aid in suiting a pedestrian-scaled, walkable downtown core that is vibrant, and avoids trending materiality and promotes either historic materials or complementary materials to remain cohesive with the surrounding historic buildings. These design standards can be more strictly enforced in a designated historic district, so designation should be the overarching goal for suitable neighborhoods, downtown, and other areas of historic significance. In addition, Design Guidelines for historically sensitive areas should provide property owners with adequate detail in terms of materials, design, features, massing, etc.

The Guidelines articulate the importance of preserving “the historic heritage of the original core community” and explains that surveys completed by Windsor residents display a clear preference for keeping the “Small Town Feel.” Land Use regulations can promote this shared community value and have already made strides to do so. Promotion of unique destinations and innovative adaptive reuse of historic structures in the town center will further advance the notion that a nod to the history of the town is important for community connection and a highlight of the community. Retrofitting buildings in a way that increases their viability, while protecting the historic character should be a goal with any updates to preservation codes. The code should be protective but not overly restrictive so that a large variety of businesses would be able to exist within historic buildings and highlight past architecture as a unique advantage to occupying the space. According to community outreach (See Section 7.5) conducted for the creation of this Plan, it is clear that Windsor residents could be made comfortable with additional regulation if they are educated on the reasons why such regulation might be pertinent.

Article XVI - Historic Preservation Sec. 15-16-10. - Purpose and intent, of the *Town of Windsor Charter and Municipal Code* states:

It is the purpose and intent of this Article to provide for the protection and preservation of the town’s historic and cultural heritage through the designation of historic landmarks and districts. Such protection and preservation will enhance property values through the stabilization of historic neighborhoods and commercial areas and will create economic and financial benefits to the town by making it attractive to tourists, visitors, home buyers, businesses, and developers. This Article is designed to create a method to draw a reasonable balance between private property rights and the public interest in preserving the town’s historic character by ensuring that the demolition of, moving of or alterations to properties of historic value shall be carefully considered for the impact to the property’s contribution to the town’s heritage.

Historic Preservation can help Windsor accomplish goals to ensure that downtown remains vibrant by promoting the maintenance of infrastructure, buildings, and historic resources, and creating a cultural center where activities take place in iconic surroundings. These efforts can create a tangible presence of history in a location and provide a rich environment that people want to make a destination. The efforts in preservation of heritage will in-turn promote hometown pride by furthering understanding of the history and promoting connection with the past for residents and visitors alike. The town would be able to utilize historical resource preservation to advance goals of providing diverse cultural opportunities, programmatic outreach, and opportunities for the community to collaborate and live up to the “Small Town Feel.” Detailed analysis of historic preservation benefits is provided in Section 4.1.

The ordinance in its current state does not include HPC Design review for all historic properties (over 50 years of age) or new development near historic sites to confirm that they are sensitively designed to be compatible with their historic surroundings. Questions on the support of these review options were taken to the public with a Historic Preservation Master Plan Survey and found to be supported by the majority of responders. (See Section 7.4)

The 2016 Comprehensive Plan highlights goals that relate directly to the preservation of historic resources in the community. The 2016 Plan offers that Windsor considers the use of form-based code regulations to maintain and enhance the desired design of the neighborhood, promote desired infill development. It also discusses goals to maintain the character of existing residential neighborhoods and make investments that leverage their distinctiveness from newer parts of town, to invest in projects that reinforce the community's tight-knit, small town character, to promote diversity in the types of housing available (including historic homes) and creating opportunity for affordable housing development. (See Section 4.1)

The Town of Windsor is updating their Comprehensive Plan. The draft vision statement and guiding principles have been distributed for community input and many are in alignment with the goals of this Historic Preservation Plan. Some notable draft guiding principles that relate to historic preservation are:

- *Balanced and sustainable growth that contributes to Windsor's character, enables quality of life amenities and services.*
- *A vibrant and resilient economy that leverages Windsor's cultural hubs and activity centers, which build upon dynamic commercial, educational, and employment districts, and emphasizes innovation and adaptability.*
- *A sense of place and small-town character that makes Windsor a desirable place to live, work, and recreate.*

While some comprehensive plans have an element or chapter dedicated to historic preservation, others distribute recommendations for historic preservation in various chapters. The new Windsor Comprehensive Plan should be seen as interacting with this Historic Preservation Plan to provide a complete approach recognizing Windsor's cultural heritage.

5.4 Role of the Historic Preservation Commission

The Historic Preservation Commission was established for the purpose of taking on the responsibility of historic preservation matters. The commission should consist of five members, three of which have some professional or technical knowledge or skills that relate to historic preservation, or a notable interest in the topic of the community's history. Of the Historic Preservation Commission's powers and duties, some are advisory in nature, participating in public education programs, conducting surveys, and pursuing financial assistance for preservation-related programs.

There are two key quasi-judicial roles:

- Review the proposed designation of landmarks and historic districts. The Commission shall forward its recommendation by written report to the Town Board for consideration and final action. (Sec. 15-16-30)
- Review and make decisions on any application for alterations to a designated historic landmark. (Sec 15-16-90 and following sections)

For decisions relating to proposed demolition, redevelopment, or relocation of designated resources or landmarked properties, the Town Board has final decision-making authority.

The HPC adopts the criteria for review of historic properties nominated for designation as an historical landmark and creates a recommendation for those that meet the criteria that the Town Board designate by ordinance the properties that qualify designation.

This review includes a list of exemptions that the HPC may want to consider in making its determination. Of particular concern may be the “economic hardship exemption” since no specific criteria are provided in the Code for this exemption.

The final decisions of the HPC with respect to alteration certificate applications are further subject to appeal or call-up by the Town Board. An applicant may appeal the decision of the HPC to the Town Board within a designated period of time. See Section 5.5 for more information on Landmarking of Historic Resources.

5.5 Landmarking of Historic Resources

The Town of Windsor’s municipal code (Sec. 15-16-60) provides extensive discussion of the criteria for landmarking historic properties and districts (this is referred to in the code as “designation”). Review of this material indicates that it is overly complex and in need of revision. Why the criteria were spelled out in this way is unclear. What is apparent today is that the language and formatting need to be streamlined and improved to make the criteria section easier to understand and apply by the Town of Windsor’s planning staff and Historic Preservation Commission. This will also provide resource owners with greater clarity as their properties are considered for local landmark designation. Many communities across Colorado adhere closely to the far more concise criteria used by the Colorado State Register of Historic Properties and National Register of Historic Places. In some cases, these are slightly modified or expanded to account for local characteristics. The guidelines developed for the state and national programs can also be used to direct Windsor’s landmarking program, again with local modifications made as necessary. It is recommended that the Town of Windsor engage in a process to review and revise the current landmark eligibility criteria with the goal of improving them. Guidance for that process could be provided by a preservation consultant, the Colorado Department of Local Affairs, or the State Historic Preservation Office.

Nomination for designation as a local landmark can be made by HPC members or any resident by filing an application with the town. The Planning Department and at least one member of the Commission shall contact the owner to explain the reasons and effects of the designation in an effort to gain consent from the owner. Before the application is complete for review, this consent must be secured. Process is explained

in Section 15-16-40 & 15-16-50 of the *Town of Windsor Charter and Municipal Code*. There is a separate procedure (15-16- 40(2)) for HPC review without the owner's consent, followed by Town Board proceeding (15-16-50(a&b)). Especially concerning designation for non-consenting owners, it is important for the HPC and Town Board to have clear criteria for designation.

The National Parks Service's *Preservation Planning Guidelines* explains the process of completing preservation work, the framework is explained, and it takes a broad approach so that it is easily replicable for a variety of purposes and could be applied to the Windsor context. Focus on public buy-in and participation is essential to the quality of the outcomes of preservation planning. This resource also makes the key point that preservation goals should be oriented toward the greatest possible protection of properties in the historic context and should be based on the principle that properties should be preserved in place, if possible, through affirmative treatments like rehabilitation, preservation, or restoration.

Understanding how to prioritize efforts that have the maximum potential for preservation and implementation in Windsor requires a review of a variety of tools, policies, and programmatic devices to be considered for the community along with discussion of how to collect findings. Questions that the municipality can ask of preservation projects to collect findings include; Does this bolster economic development? Does it conserve natural resources? Does it conserve cultural resources? Does it promote the community's historical education? Does it promote appropriate historically sensitive infill? Does it support other goals articulated by the town? (in plans, strategies, regulations, etc.)

Tools, policies and programmatic devices that answer "yes" to one or more of these questions can include;

- Local designation and protection of town-owned properties
- National Register of Historic Places (and Local Landmarking)
- Local Official Education (including Local Real Estate and Construction professionals)
- Resident Outreach and Education
- Adopt Historic Design Standards for residential development (just commercial for now/ covered by HPC)
- Demolition review (covered by HPC)
- Trails and Open Space review for Lakeside development
- Funding programs (incentives, tie to other initiatives like climate change/ affordable housing, tourism, etc.)
- Grant recipient readiness (shovel-ready preservation projects)
- Collaborative programs
- Continued advocacy programs
- Preserved historic resources attract business and home buyers to older urban areas when paired with a Historic tax credit program.
- Expansion of Awards Program.

5.6 Priorities for Preservation Efforts

Historic Resource Surveys: Windsor’s preservation ordinance was adopted in 1995, and among the various powers and duties of the HPC is a requirement that it “conduct surveys of historic areas for the purpose of defining those of historic significance and prioritizing the importance of identified historic areas and structures.” Other responsibilities of the HPC are reliant upon the completion of survey projects.

Survey work began in Windsor in 1996-1997, when 125 properties throughout the original townsite and its early additions were documented by a professional consulting team with the help of local volunteers. Many of the resources were found to be eligible for landmarking by the Town of Windsor and for designation to the State and National Registers of Historic Places. Two potential landmark districts were also identified in the historic residential neighborhood south of Main Street.

One decade later, in 2008-2010, a different professional consultant completed a survey and historic context of Windsor’s downtown commercial district. That project also identified properties that were eligible for local landmarking and designation to the State and National Registers. The historic context provided the Town of Windsor with a history and analysis of its commercial core, while also addressing the introduction of façade alterations in the 1970s that were intentionally completed to update or freshen Main Street by turning it into a faux version of the main thoroughfare in a central European town. At the time of the changes, this was referred to by community leaders and the newspaper as an “Old-World motif.” The question of a potential downtown historic district was addressed in light of the façade modifications as they existed at that time.

Between 2016 and 2019, three additional projects were completed in Windsor, all of them by students from Colorado State University. These included a study of the Great Western Sugar Company factory site on the east end of town, documentation of the community’s historic churches, and a survey of Walnut Street and completion of a brief guide to the town’s architecture. As discussed in greater detail above, these projects resulted in student-quality work, meaning that the documentation is highly variable. While some of the work done to document the historic residents of houses along Walnut Street or to establish the histories of churches was well-researched and written, principal elements of the survey forms and other project deliverables are not reliable for the purposes of preservation planning and decision-making. These projects essentially provided the students with experience outside the classroom and likely cost the Town nothing. However, they failed to provide Windsor with professional quality results, requiring that the resources be surveyed again.

Despite the historic resource survey projects that were completed over the past three decades, much of Windsor’s historic fabric needs to be resurveyed or documented for the first time. Also, as time has passed the number of properties reaching the fifty-year mark has only increased. This is particularly notable in Windsor because the town started to emerge from a lengthy period of stagnation around 1970. When the previous surveys were completed, many of these built resources were not considered for documentation because they had not reached the minimum age standard. This includes places such as Tozer Primary School, some commercial and public buildings, and the many apartment buildings, residences, and new residential additions that date from the late 1960s and early 1970s.

The expansion of survey work throughout Windsor needs to cover three primary periods in its history of development: town settlement and early growth during the 1880s and 1890s; growth and transformational change during the first half of the 20th century sparked by construction of the Windsor Mill and Great Western Sugar Company factory; and the sudden burst of growth and change in the late 1960s and 1970s that was caused by the arrival of Kodak. All of these need to be taken into consideration as future preservation surveys and other studies are planned.

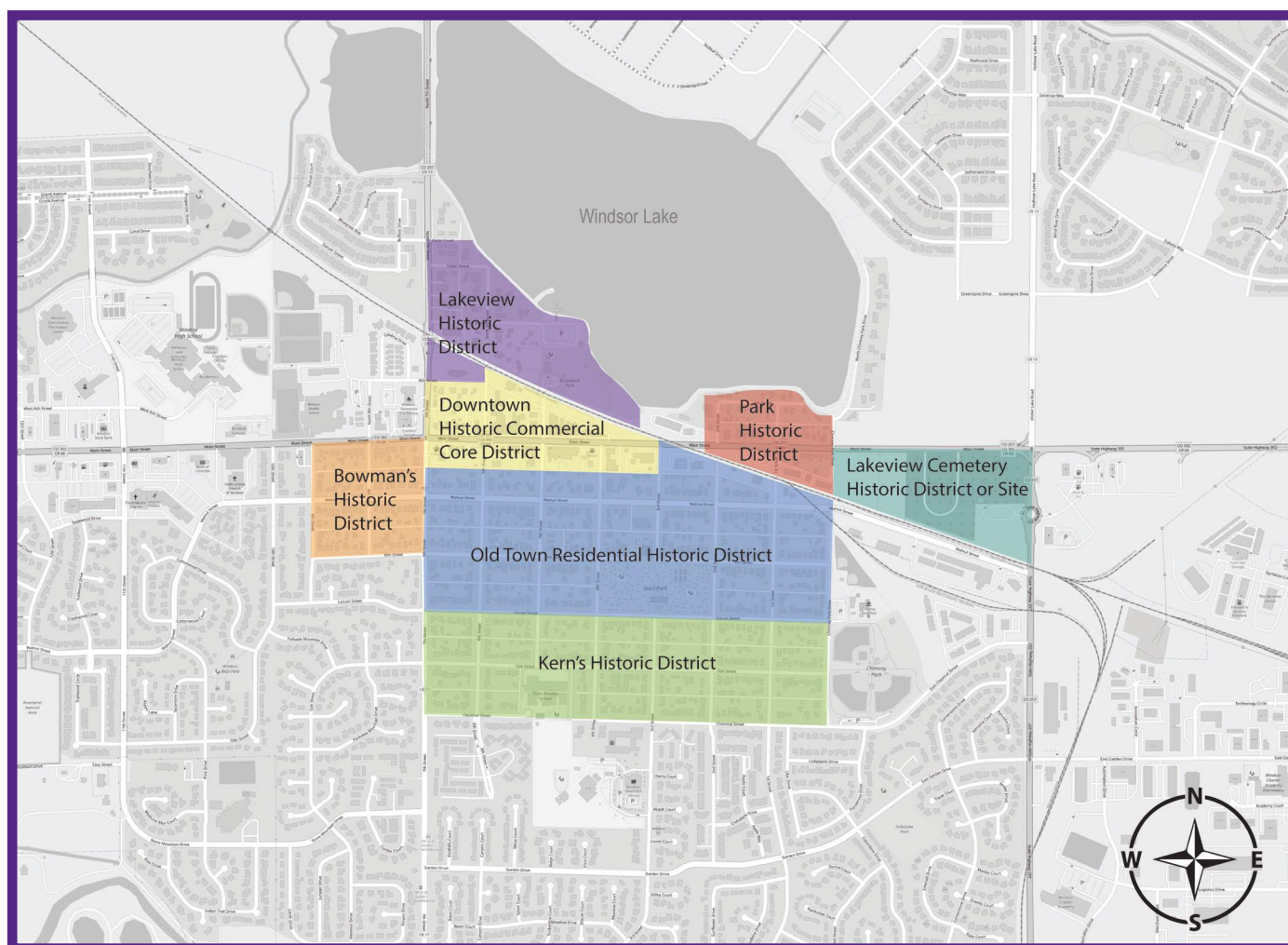
Downtown Commercial District: Survey work in the downtown commercial district was completed between thirteen and fifteen years ago, at a time when many of the Old-World alterations of the early 1970s were still in place and none were near the fifty-year mark. Many changes have taken place in the area since that time, including multiple façade remodels. While the project deliverables from 2008-2010 were well written and remain useful today, some of the site forms likely need to be updated to reflect architectural changes, to fill information gaps (for example using digitized newspapers that were not available at the time), and to re-assess the integrity and significance of each property. This could result in changes to the individual determinations of eligibility for landmark status. Properties that were developed during the 1960s and early 1970s might also need to be documented for the first time. Re-survey of the commercial district might result in a conclusion that a potential historic district is present there or that individual properties have become eligible (or are now ineligible) for landmark status due to façade restorations and renovations. Survey and re-survey in this key area should be treated as a high priority in the near future.

Original Residential Neighborhood and Early Additions: Windsor's original residential neighborhood and early additions are predominantly occupied by houses, churches and public buildings. Lakeview Cemetery and Windsor Park are also part of the early additions to the town. These areas and features are all deserving of reconnaissance survey followed by focused intensive-level survey. Priority surveys should cover the original residential neighborhood, followed by the Town of Windsor 2nd Filing and Kern's Addition to the south, and Bowman's Addition to the west. The Park and Lakeview Additions would follow those unless redevelopment pressures or other factors make them rise in priority. The sugar factory site and cemetery could be documented at any time, independently of the larger survey efforts.

Historic Resources Dating from the 1960s and 1970s: Rapid growth in Windsor during this period resulted in the development of individual properties such as Tozer Primary School and Faith United Church of Christ, along with new additions close to the town's earlier historic core. That would include the residential blocks south of Chestnut Street and west of 7th Street. Survey in these areas should start with reconnaissance work that would define the resources and boundaries for further investigation. That would direct intensive-level survey so that it focuses upon those areas or individual resources that merit the time and expense.

Agricultural Resources: As the Town of Windsor expanded into the surrounding countryside over the past several decades, various historic agricultural resources were annexed into the community. Crop fields were developed into housing subdivisions, a process that is ongoing today. This also resulted in the loss of farmsteads and other historic agricultural features. What remains are several surviving farmsteads along

with irrigation ditches that run through the Town of Windsor. These include segments of the Whitney Ditch, Greeley No. 2 Canal, B. H. Eaton Ditch, and the Loudon Ditch. All of these features of the area's agricultural heritage are worthy of documentation and analysis in the coming years.



Potential Historic Districts in Windsor

Historic Districts: The fieldwork and research completed for this plan indicate that more than one historic district is merited in the Town of Windsor. Although Main Street will require additional study, it might retain enough integrity to be designated by the Town of Windsor as a historic downtown commercial district. Its history is well documented. Eligibility will rely upon how much the buildings have changed and in what ways, including in recent years, and whether the area is intact enough to merit designation. At this time, it appears that a nomination would be successful through the Town of Windsor. Whether it merits nomination to the State or National Registers would require further investigation and discussions with the Colorado State Historic Preservation Office.

South of Main Street, the original residential neighborhood along Walnut Street and the north side of Elm Street is little changed from the early 20th century, with few major alterations, demolitions, or infill projects to alter its integrity. The early Town of Windsor 2nd Filing and Kern's Addition to the south, along with Bowman's

Addition to the west, are similarly intact and appear as an extension of the original neighborhood due to the ages and styles of the houses. The area also includes Windsor's historic Town Park. While these areas might appear to merit the establishment of a single residential historic district, that might be problematic due to the excessively substantial number of properties. Instead, they might need to be approached as two or three districts. A reconnaissance survey conducted to focus upon potential boundaries would be the starting point for the nomination of residential districts.

Windsor Lake has been discussed as a potential individually landmarked historic site or district due to the central role it has played since the 1870s or 1880s in area irrigation along with recreation from the late 19th century through the 20th century.

Mid-20th century resources should also be considered for potential historic district status in the coming years and decades. Areas highlighted for consideration might include Windsormere Village, Windsor Village, the Windsor West Subdivision, the Willow Park Subdivision, and the Windsor West Shopping Center. However, these would need to be studied first to analyze their architecture, look at potential boundaries, and determine whether they merit district designation.

Alleyway Buildings: Windsor's original town plat and its historic additions include alleyways that bisect the blocks on an east-west axis. Many of the historic residential properties include what might be termed alleyway buildings, or residential outbuildings, although not all of them are accessed from the alleys. Among these are detached garages, workshops, sheds used to store various items, at least one carriage house, trash incinerators, and possibly some surviving chicken coops or other small animal sheds. The detached garages, typically set back behind the houses, seem to be primarily accessed from the front streets by way of long driveways along the sides of the houses. Some are accessed directly from the alleys. Other outbuildings are in the backyards or side yards.

As the decades passed and many of these buildings went out of use or weathered to the point that they needed repairs, some were demolished. Others remain standing today, still being used or simply left to deteriorate. With a growing population along the Front Range and increasing pressure for urban density and the permitting of Accessory Dwelling Units on residential lots, the survival and preservation of historic alleyway buildings has become an important preservation topic.

In recent years, communities such as Boulder and Lafayette have arranged for surveys of their alleyway buildings to determine what is still standing and whether preservation efforts should be undertaken to encourage preservation of the more important examples. A brief reconnaissance of Windsor's alleyways indicates that at least one carriage house remains standing, along with many detached garages and other outbuildings. A survey of these resources should be conducted in the coming years to increase understanding, set priorities, and grow public appreciation and support for these small, often overlooked structures that played an important role in the community's historic development.

Examples of Alleyway Buildings



**Oversized Sing-Wide Garage
Double Doors and Stuccoed Exterior**



**Oversized Single-Wide Garage
Sliding Wood Doors on Side Entry**



**Single-Wide Garage
Brick Walls and Hipped Roof**



**Single-Wide Garage
Enlarged to Double-Wide**



**Large Shop Building
Oversize Doors and Concrete Block Walls**



**Likely Trash Incinerator
Cinder Block Construction**



**Single-Wide Garage and Shed
Wood-Frame Construction**



**Single-Wide Garage
Concrete Block on Stone Foundation**



Carriage House

5.7 Preservation Incentives: Grants, Tax Credits and Other Options

The benefits of individual landmarking include the honorific designation that attaches to the property, along with the information about history and architecture that it provides to the property owner, the Town of Windsor, and the community as a whole. Depending upon the property types, the owners might also become eligible to compete for grants from the Colorado State Historical Fund and to apply for state and national preservation tax credits. No restrictions are imposed by the state or federal governments upon any properties that are designated as historic landmarks. Owners of private properties may do whatever they wish with their landmarked buildings as long as their plans meet local regulations and permitting standards.

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

- Under federal Law, the listing of a property in the National Register places no restrictions on what

a private owner may do with their property up to and including destruction, unless the property is involved in a project that receives federal assistance in the form of funding or licensing/permitting.

- If federal monies are attached to the property, then any changes to the property have to allow the Advisory Council on Historic Preservation to comment on the project. For federal, federally licensed, and federally assisted projects, Section 106 of the National Historic Preservation Act of 1966 requires that federal agencies allow the Advisory Council on Historic Preservation an opportunity to comment on all projects affecting historic properties either listed in or determined eligible for listing in the National Register. The Advisory Council oversees and ensures the consideration of historic properties in the federal planning process.
- Eligibility for certain tax provisions -- Owners of properties listed in the National Register may be eligible for a 20% investment tax credit for the certified rehabilitation of income-producing certified historic structures such as commercial, industrial, or rental residential buildings. This credit can be combined with a straight-line depreciation period of 27.5 years for residential property and 31.5 years for nonresidential property for the depreciable basis of the rehabilitated building reduced by the amount of the tax credit claimed. Federal tax deductions are also available for charitable contributions for conservation purposes of partial interests in historically important land areas or structures.
- Consideration of historical values in the decision to issue a surface mining permit where coal is located in accordance with the Surface Mining Control Act of 1977.
- Qualification for State or Federal grants for historic preservation when funds are available. The Colorado State Historical Fund (SHF) provides grant funding opportunities for physical work on National Register, State Register, and locally landmarked properties.
- SHF and Certified Local Government (CLG) grants can also be utilized to help in education and outreach efforts, survey, nominations, and other preservation planning projects.

5.8 Emerging Topics in Preservation Planning

Throughout the review of the Town of Windsor's existing plans and regulations, some of the emerging topics in preservation and planning were excluded. These include climate change preparedness, provisions for identifying and supporting the skilled trades and practitioners that are required to take on preservation work, and an overarching goal for inclusivity in historic preservation.

Climate Change: The increased frequency of significant weather events is indicative of climate change repercussions that require a vast number of resources and early investments for preparedness. Even with preparation, there are some weather events that are unavoidable, unpredictable, or that no amount of preparation can address. Historically relevant resources should be retrofitted to best endure potential climate impact. They can serve as a symbol of resilience, displaying the past in their stately, enduring way. Being that the Town of Windsor existing within Larimer and Weld Counties, we found it important to note that Larimer County has a Comprehensive Emergency Preparedness Plan, and Weld County has a Hazard Mitigation Plan that discusses goals and implementation of strategies to reduce loss of community assets in disasters,

this can include historic resources.

Skilled Trades: Encouragement of training in the traditional trades could positively impact the future of historic resources. Skilled tradespersons in construction are a dwindling resource. Replenishment of the pool of craftspeople skilled enough to tackle restoration projects jobs is a concern for the future of historic preservation. Some communities have made a point of identifying and even certifying tradespeople who are skilled in maintaining and renovating historic structures.

Equity and Inclusion: Communities throughout Colorado and the United States are working to ensure that underrepresented populations are being treated with fairness, their needs and interests are being taken seriously, and that they have a voice in government decision-making and action. As it relates to history and historic preservation in Windsor, much of the community's focus over the years has been upon its prominent Anglo-Saxon community and its many families whose origins are found in the immigration of Germans from Russia. This emphasis has been prevalent in published histories and newspaper articles covering the Town of Windsor and its surrounding agricultural district. What is missing is information on other minority groups that might be present.

As discussed above, inscriptions found on grave markers in Lakeview Cemetery show that people of Hispanic background have also been present in the area. Other minority groups that played a role in Windsor's history might also be found. In the coming years, an effort should be made to reach out to members of that community and determine whether there are any topics and places of importance that should be recognized and highlighted for documentation and preservation. A historic context study on the topic of underrepresented communities should also be prioritized.

Section 6 – Action Plan

6.1 Recommended Activities

These recommendations have been brought together into several broad categories, with timeframes attached. Although recommended timeframes are provided here, all actions will be subject to completion as staff availability and funding allows. Many items suggested here may become ongoing activities, while others can be removed upon completion. While most elements of the Historic Windsor Preservation Plan will remain valid well into the future, it is suggested that the Action Item List be revised on a relative frequent cycle to ensure that the goals remain timely, practical and are completed. The recommendation numbers are associated with the section of the plan that they relate to.

6.2 Action Item List

Task Area One: Community Survey and Education

Recommendation 1.3b: Create an educational toolkit for area contractors, real estate professionals, and town staff to continue their education in historic preservation. This educational approach to expanding the prevalence of historic preservation could cover a baseline understanding of what HP is, the history of the area, historic architecture, or technical skills that can be applied to restoration. With this toolkit, there should always be encouragement to pass knowledge and skills on, perpetuating and expanding the community capacity for Historic Preservation.

Recommendation 1.3c: Prioritize downtown as a vibrant core and focus historic preservation and enhancement efforts on this area.

Recommendation 1.3d: Maintain the Main Street Community Designation and reach for the benefits that the designation and program can provide.

Recommendation 1.3e: Survey residential buildings and consider protecting neighborhood districts by reviewing development and redevelopment in historic districts so that the characteristic of the historic neighborhoods remain intact but also enhance their long-term viability.

Recommendation 2.3a: Engage a professional historian to document and evaluate the sugar factory site, Main Street, correct other survey forms for Walnut Street, the Church Survey as well as conduct an update to the Architectural Guide to supplement the information and edit for accuracy.

Recommendation 2.3b: Support State or National Register designations for eligible sites. Consider a local designation for other eligible buildings and districts.

Recommendation 2.3c: Encourage the restoration of historic facades in the downtown area in collaboration with the Downtown Development Authority.

Recommendation 4.1b: Establish a robust information program on the rehabilitation and restoration of older structures within the community. This program would include information on the environmental

benefits of rehabilitation rather than a scrape-and-replace ethic. In the same way that most people understand the benefits of recycling as much household trash as possible, the environmental benefits of preservation should be made clear.

Recommendation 4.3d: Support and encourage attendance at the annual “Saving Places” Colorado Preservation conference by members of the HPC, planning staff, and interested Town Trustees.

Recommendation 4.3e: Provide educational opportunities for elected officials and department staff, hosted by the HPC, where they can become more knowledgeable about various aspects of preservation and how it can benefit the town economically and be integrated into many aspects of the town’s operations.

Recommendation 4.3f: Consider putting a guide to Windsor’s working-class architecture on the website to encourage residents to think about how smaller, often vernacular buildings can be just as important as the larger or more high-style ones found in big cities.

Recommendation 5.1a: Update and improve existing surveys and provide additional survey activities and historic context work as needed.

Recommendation 5.8: Complete a historic context study on the topic of underrepresented communities.

Task Area Two: Identify Additional Historic Resources and Establish Historic Districts

Recommendation 5.2a: Consider a local landmark process for all buildings and sites already listed in or eligible for listing in the National Register of Historic Places and/or the Colorado Register of Historic Properties.

Recommendation 5.6: Consider the establishment of one or more additional historic districts to include the Windsor Lake area and key residential neighborhoods.

Recommendation 5.1c: Increase the number and diversity of individually landmarked properties is an area of preservation that merits attention from the Town of Windsor. Districts should be considered for the local landmarking process.

Task Area Three: Branding and Community Outreach

Recommendation 1.3a: Expand the online resource Windsor Online Walking Tour to include the Walnut St. Survey historic residential properties and other notable historic sites to the map. Collaborate with the County and neighboring municipalities such as Severance, Timnath, and Loveland to identify historic resources within the 3-mile plan area. Include these resources in the Map in Section 7.1.

Recommendation 4.2a: Expand the Town of Windsor’s preservation awards program to take place on an annual basis and be more robust. Give out tangible awards, such as plaques that can be displayed and shared proudly. Create a page for the awards program on the town website that includes the full list of recipients from 2011 to the present time.

Recommendation 4.3a: Create a cohesive digital and print style to be utilized for all outreach and programmatic materials addressing historic preservation. A town social media account should be dedicated

to the purpose of promoting the importance of historic preservation, keeping community members engaged, and posting historic photographs to confirm this visceral connection to past times.

Recommendation 4.3b: Facilitate the launch of a branding campaign for Historic Preservation utilizing input from ongoing public engagement. A playful “pick your favorite” with options that encapsulate a historic theme could be a good engagement strategy.

Recommendation 4.3h: Engage in other educational activities in the community In addition to ongoing improvement of the website. The HPC should continue to engage in the development of a regular schedule of tours and lectures that focus upon historic resources and preservation topics.

Recommendation 4.4a: Develop a unified wayfinding and interpretive signage design and branding program for historic sites and districts to create a sense of place.

Task Area Four: Improvements to the Town’s Preservation Policies

Recommendation 3.1a: Collaborate with the Downtown Development Authority (DDA) on implementing façade improvements that restore the historic appearance of downtown street and promulgate the importance of retaining historic characteristics.

Recommendation 4.1a: Promote State Historic Tax Credit programs to stimulate historic preservation activity and economic development in Windsor Provide a website link to the tax credits page on the History Colorado website: <https://www.history Colorado.org/preservation-tax-credits>

Recommendation 4.1c: Implement a program to develop Certified Neighborhood Organizations that would include all historic neighborhoods within the town. A Certified Neighborhood Organization (CNO) program, similar to one that has been implemented in Denver but tailored to the needs and scale of Windsor, would perform uniform training for neighborhood leaders and a mechanism for representation before boards and Town Trustees on matters relating to the historic neighborhoods.

Recommendation 5.4a: Create and circulate the HPC design standards and review criteria so that residents can easily understand a standard review process.

Recommendation 5.4b: Keep a living list of historic preservation professionals and groups dedicated to historic accuracy or that have demonstrated interest in history, architecture, archaeology, engineering, and culture in order to help answer technical questions, confirm accuracy for future design standards, historic stories, etc. Ideally, the list prepared by the HPC will include local groups and individuals but also State and Federal Historic Preservation Officers and contacts that they might recommend for support.

Recommendation 5.5a: Streamline Eligibility Criteria for Local Landmarking. Guidance for the process could be provided by a preservation consultant, the Colorado Department of Local Affairs, or the State Historic Preservation Office.

Action Item Matrix

Town of Windsor: Historic Preservation Master Plan

Near Term → Long Term

Task Area One - Community Survey and Education

- 1.3b Create an Educational Toolkit
- 1.3c Prioritize Downtown as a Vibrant Core
- 1.3d Maintain the Main Street Community Designation
- 1.3e Survey Residential Buildings and Consider Protecting Neighborhood Districts
- 2.3a Engage a Professional Historian to Document and Evaluate Historic Properties
- 2.3b Apply for State and National Registration for Eligible Sites
- 2.3c Prioritize the Removal of Old-World Motif from Downtown Facades
- 4.1b Establish a Robust Information Program for Rehabilitation/Restoration
- 4.3d Support/Encourage "Saving Places" Colorado Preservation Conference Attendance
- 4.3e Provide Education Opportunities for Elected Officials/Town Staff hosted by the HPC
- 4.3f Create a Guide to Windsor's Working-Class Architecture
- 5.1a Update and Improve Existing Surveys
- 5.8 Complete a Historic Context Study



Task Area Two - Identify Additional Historic Resources and Establish Historic Districts

- 5.2a Begin Local Landmark Process for Properties Already on National and State Registers
- 5.7 Consider the Establishment of Historic Districts
- 5.1c Increase the Number and Diversity of Individually Landmark Properties



Task Area Three - Branding and Community Outreach

- 1.3a Create a Cohesive Digital/Print Style for Outreach Purposes
- 4.2a Facilitate the Launch of a Branding Campaign for Historic Preservation
- 4.3a Engage in Other Education Activities for Residents
- 4.3b Develop a Unified Wayfinding and Interpretive Signage Design
- 4.3h Expand Windsor Online Walking Tour
- 4.4a Reactivate Town Preservation Awards Program and Create Page on Website



Task Area Four - Improvements to the City's Preservation Program

- 3.1a Collaborate with the Downtown Development Authority
- 4.1a Promote State Historic Tax Credit Programs
- 4.1c Implement a Development Program for Certified Neighborhood Organizations
- 5.4a Create/Circulate HPC Design Standards and Review Criteria to Residents
- 5.4b Update Historic Preservation Professionals/Groups List for Historic References
- 5.5a Streamline a Review/Revise Process for Current Landmark Eligibility Criteria





MEMORANDUM

Date: January 10, 2024
To: Historic Preservation Commission
From: Kimberly Lambrecht, Senior Planner
Re: Content for Designation Certificates to be presented with the recent Plaque assignments
Item #: D.2.

Background / Discussion:

In the past, the Commission has provided a designation certificate to go along with the plaques that have been assigned to designated properties. Staff will be looking for volunteers to draft the narratives for these certificates. Staff will provide documents related to the designation of each of the properties to assist in the development of the content. Additionally, please refer to attached examples from previous certificates as a guide for the level of information to be included.

The four (4) properties being awarded plaques are:

- Windsor Railroad Depot (100 N. 5th Street, Unit B)
- Cheese Factory and Creamery (190 Ash Street)
- Halfway Homestead (33327 Weld County Road 15)
- Eaton House (130 N. 5th Street)

Financial Impact:

Relationship to Strategic Plan:

Recommendation:

CC:

Scott Ballstadt, Director of Planning

Attachments:

1. SAMPLE Content for Designation Certificates

116 5th Street

Established 1909

Windsor Town Hall, completed in 1909, is an excellent representative example of the Classical Revival style applied to modest government buildings in small, agricultural communities of Colorado's plains region. The building was designed and built by local builder, Oscar Felmlee, after several years of controversy surrounding the location, cost, and architect. Constructed on a "Fort Collins Rubble Stone" foundation, the building is ornamented with classical details such as pressed brick, pilasters with thin curved stone capitals, patera, columns with Corinthian capitals, pediment lintels, rock faced sandstone, and prominent cornice.

The main floor originally housed the Town Clerk's office, council chambers, a fireproof records vault, the town jail, and the fire department engine house. Originally left unfinished, the upper floor was intended as a community auditorium. However, building funds dwindled and the second floor was leased to Company E of the Colorado National Guard as an armory.

Finally completed in 1921, the second floor served many organizations over time including the Boy Scouts, American Legion, Chamber of Commerce, Civic Committee, Planning Commission, Housing Authority, and the Windsor Town Band.

As of 2022, Windsor's original Town Hall is the Art and Heritage Center and serves as a hub for art, culture, and history.

Designated as a local historic landmark on February 14, 2022

Ordinance number: 2022-1645

Property owner at time of designation: Town of Windsor

408 Walnut Street
Established 1901

The lots on which 408 Walnut sits were part of the original 1882 Town Plat and owned by Edward Hollister. In 1895, the property was purchased by Laura McGruder for \$40. Laura McGruder commissioned the construction of the home between 1901 and 1905. The McGruders were prominent members of the community. James McGruder was elected to Windsor Postmaster in 1898, was employed as the produce manager at the Windsor Mercantile, and was elected as a Colorado State delegate.

Members of the Dowding family occupied the home for the longest period, between 1932 and 1973. The Dowdings were a well-known family in Windsor. John Dowding and his son Charles Dowding built the Windsor Opera House in 1902, at 205 4th Street.

Constructed in the Queen Anne style this home features significant architectural features which include eave returns, decorative wood shingles on each gable, original double-hung wood windows, and a front porch with decorative columns, corbels, and spindles.

Designated as a local historic landmark on February 14, 2022
Ordinance number: 2022-1644

Owner of property at time of designation: Caleb and Caitlin Heusser

423 Main Street
Established 1898

Commissioned in 1898 by John T. Perkins, and built by Charles A. Button, this building first served as the J.T. Perkins General Merchandise Company. By 1911, this commercial space was a drug store. The Windsor Post Office occupied the building from 1916 to 1920. Beginning in 1920 the Darnell and Sons Market, followed by the Lorenz Market occupied the building until the mid-1940s.

During the 1950s, 423 Main Street housed a real estate business owned by C.L. Graves. In 1962 the newly organized North Weld County Water District moved in and used the space for nearly a decade. Following a remodel in 1972 the building reopened as the Sir Loin Restaurant and in 1977 housed Captain John's Seafood Restaurant. The 1980s saw the continued use of the space as a restaurant. At the end of the 20th Century, the local *Windsor Now* newspaper operated at the site.

423 Main Street is architecturally significant as an exemplary example of late 19th and early 20th Century American Movements/Commercial Style. Intact character defining elements of this type of building are the exposed masonry construction, recessed and corbelled entrance, and plate glass show windows with transoms. Additionally, the building boasts a decorative cornice.

As of 2022, the building houses The Merry Back company.

Designated as a Local Historic Landmark on August 23, 2021

Ordinance number: 2021-1628

Owner of property at time of designation: Paul W. Sacco

301 Walnut Street
Established 1905

The Windsor School District found its schools wholly inadequate for the incoming number of children brought to Windsor by the 1903 sugar beet boom. To meet the changing needs of a diverse and growing population, Town electors voted on June 25, 1904, to create a bond issue of \$12,000 for the construction of a high school building on the corner of Walnut and Third.

Built in 1905, by contractor O.R. Felmlee, the original Park School was a two-story, rectangular-shaped, stone structure. Between 1909 and 1910, a western wing was added to the building comprised of an identical structure with a large central block joining the 1905 portion and the 1910 wing. A partial third story was added at this time, creating the present configuration.

The Park School building is an excellent example of a Colonial Revival structure made from local stone. Its accentuated entrances with decorative arches, crowns, and pilasters extended forward, doors with fanlights, multi-paned sash windows, and overall symmetry are identifying features of the Colonial Revival style. The building also demonstrates superior craftsmanship of high artistic value with its exemplary stone work and styling, unlike any other structure in Windsor.

301 Walnut Street functioned as a school until 1978, when the school district finally outgrew Park School. Town administration purchased the building in 1984, to serve as Windsor's Town Hall.

Designated as a Local Historic Landmark on February 10, 2014

Ordinance number: 2014-1468

Owner of property at time of designation: Town of Windsor



MEMORANDUM

Date: January 10, 2024
To: Historic Preservation Commission
From: Kimberly Lambrecht, Senior Planner
Re: Review Future Meetings Agenda
Item #: D.3.

Background / Discussion:

Please see the attached Future Meetings Calendar, for review and comment. Review the list of Future Topics so the Commission can begin to compare these topics with the priorities noted in the Preservation Plan, with the goal of beginning to prioritize goals for next year and beyond.

Financial Impact:

Relationship to Strategic Plan:

Recommendation:

CC:

Scott Ballstadt, Director of Planning

Attachments:

1. HPC Future Meetings Calendar - January 2024



HISTORIC PRESERVATION COMMISSION FUTURE MEETINGS DISCUSSION ITEMS

DATE	TOPIC
January 10, 2024 5:45 pm	Code Revisions/Updates
February 14, 2024 5:45 pm	No meeting – Saving Places Conference: January 31 – February 2, 2024, Boulder, CO
March 14, 2024 5:45 pm	
April 10, 2024 5:45 pm	
May 8, 2024 5:45 pm	
June 12, 2024 5:45 pm	
July 10, 2024 5:45 pm	

Future Topics:

Educational materials for outreach
Letters to property owners eligible for Local Historic Designation
Outreach to the Poudre Valley Cemetery
Introductory meeting with Windsor Severance Historical Society
Website updates
Comprehensive Plan Updates (ongoing)
Windsor Lake – Historical Research – ongoing discussion
Local designations for the First United Methodist Church and the Kaplan-Hoover Site

<u>Upcoming Meeting Dates*</u>		
<u>Wednesday January 10, 2024</u>	5:45 P.M.	Regular HPC Meeting
<u>Wednesday February 14, 2024</u>	5:45 P.M.	NO MEETING
<u>Wednesday March 13, 2024</u>	5:45 P.M.	Regular HPC Meeting
<u>Wednesday April 10, 2024</u>	5:45 P.M.	Regular HPC Meeting
<u>Wednesday May 8, 2024</u>	5:45 P.M.	Regular HPC Meeting

* May not include any Historic Preservation Commission (HPC) work sessions which may be requested and may also be scheduled for these dates. Regular meeting dates may be changed to a work session at the discretion of the Chair when no action items are present.