

City of Colorado Springs  
Historic Preservation Board

# Survey Plan

Revised 2013

DRAFT

## Introduction

The National Historic Preservation Act provides for the certification or approval of local historic preservation programs by the State Historic Preservation Office (SHPO) and the Secretary of the Interior. Certification of a preservation program operated by a local government makes the program eligible for grants-in-aid from the Historic Preservation Fund administered by the Secretary, which are passed through the SHPO. Certification also makes it possible for a local preservation program to exercise greater autonomy in the nomination of properties to the National Register and in other aspects of the national historic preservation program.

As a certified local government program, the City of Colorado Springs Historic Preservation Board must perform duties as outlined in the Historic Preservation Ordinance, adopted in 1988 as part of the City's Zoning Code, section 7.5.1601 and refined in the 1988 City of Colorado Springs Historic Preservation Plan. These duties include the establishment and maintenance of a qualified historic preservation review commission, the provision of adequate public participation in its activities, and performance of other functions delegated to it by the SHPO under the National Historic Preservation Act. It must also maintain a system for the survey and inventory of historic properties, consistent with guidelines provided by the SHPO. Thus the conduct of surveying activities is a necessary basis for the SHPO's and the Secretary's certification of the City of Colorado Springs historic preservation program and for participation in related activities under the National Historic Preservation Act.

In conjunction with the original City of Colorado Springs Historic Preservation Plan, adopted in 1988, the Historic Preservation Board has developed the following revised Survey Plan to maintain compliance with the requirements of Certified Local Government status and to assist with the integration of current and future survey information into existing historic preservation planning data and to guide future Preservation Board activities. This revised Survey Plan aims to establish priorities for addressing the future of historic resources within the framework of the existing Preservation Plan, while providing more current goals and guidelines that have been adopted by the present Preservation Board.

## What is a historic survey?

In this document, the term *survey* means a process of identifying and gathering data on our community's historic resources. A historic resources survey can define the overall historic character of Colorado Springs in general or a particular area/neighborhood, and can provide the basis for making sound judgments in future planning. Surveys help ensure consistent identification, documentation, and evaluation of our important cultural and historic resources, identify important buildings and districts that should be protected, as well as identify areas or buildings that are appropriate for future development. Further, surveys can help our community identify the historic, cultural, aesthetic, and visual relationships that unify and define its component areas, and establish policies, procedures, and strategies for maintaining and enhancing them. They can lead to an increased understanding and awareness of the historic environment by officials and citizens within Colorado Springs and an increased commitment to preserving it.

Surveys can be conducted at a variety of scales, producing different kinds of survey data applicable to different needs. Together with planning and development priorities, and available personnel and financial resources, *historic contexts* are the most influential factors in defining the structure of a survey effort. A historic context is a broad pattern of historical development in a community or region that may be represented by historic resources. The City of Colorado Springs Historic Preservation Plan has provided a number of such contexts that have informed survey efforts for the Preservation Board to date. Future updates to the Historic Preservation Plan will include the updating of existing historical contexts and the development of additional historic contexts for the community.

## What should a survey include?

A survey should begin with *archival research*, which is the study and organization of information on the history, prehistory, and historic resources of the community. It is on the basis of archival research that historic contexts are established and refined, providing basic direction for the survey. Archival research makes it possible to predict where different kinds of historic resources will occur and what their characteristics may be. Archival research probably will have been carried on during survey planning, but in most cases it will be necessary to continue it during the survey operation itself to provide input to the field survey process as questions develop about specific areas and properties.

It also includes *planning* and *background research* before field survey begins, both of which will inform the general area of ground to be covered by the field survey.

The *field survey* is the physical search for and recording of historic resources on the ground. The field survey will note the types of properties looked for within a specific area, the boundaries of the area inspected, the methods used for inspection, a general street plan for the area, a description of the architectural and natural environment and any other areas noted that may contain historically significant resources.

*Survey data* refers to the raw data produced by the field survey; that is, all the information gathered on each significant property and area investigated.

An *inventory* is one of the basic products of a survey, and is an organized compilation of information on those properties that are evaluated as historically significant.

Finally, the survey will contain an *evaluation*, which is the process of determining whether identified properties meet defined criteria of historical, architectural, archeological, or cultural significance. In other words, evaluation involves culling the survey data to produce an inventory of significant properties.

## Survey Goals

### What are the main goals for completing survey work and what will surveys do for our community?

In general, surveys will:

- Identify properties that contribute to the Colorado Springs' character, or that of its neighborhoods, or that illustrate its historical and architectural development and deserve consideration in planning.
- Identify properties or areas whose study may provide information about the community's past, and contribute to scholarship, which should be preserved.
- Establish priorities for conservation, restoration and rehabilitation efforts within the community.
- Provide the basis for using legal and financial tools to protect and enhance historic resources. The conduct of historic resources surveys can also facilitate cooperation among local, State, and Federal government agencies in both preservation and community development activities. They can also serve as a basis for the Secretary of the Interior's certification of local statutes and historic districts, which can facilitate the use of Federal Investment Tax Credits to stimulate rehabilitation of historic buildings. It can help the City government carry out the historic preservation review responsibilities delegated to it by the US Department of Housing and Urban Development in the administration of

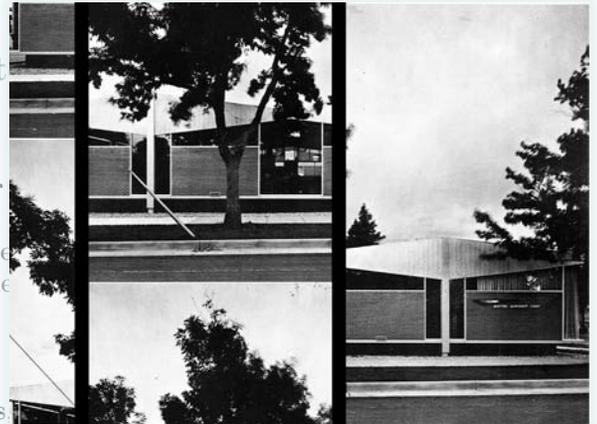
Community Development Block Grants and certain other grant programs, and it can simplify environmental review of Federal agency projects and assistance programs in the community. Finally, it can provide the basis for designing preservation projects that can receive funding assistance from the State Historic Preservation Officer, the Federal government, and other sources.

- Provide planners with a data base from which to monitor and channel new development. Surveys will be part of the data that is relevant to land use and preservation decisions should be assembled to inform review of development proposals and building permit applications.
- Increase awareness in the public and private sectors of the manmade environment and the need for preservation efforts. Information contained in surveys will be offered to both residential and commercial property owners in an affected historic areas to facilitate responsible property improvement decisions.
- Enable Colorado Springs to meet planning and review responsibilities under existing Federal legislation and procedures and the Certified Local Government Program. It is a key component of the preservation program for the City of Colorado Springs to retain the certified local government status and to comply with National and SHPO regulations for doing so.

## Next Steps for Colorado Springs Survey Work

### 1. Utilize the existing historic contexts contained in the Historic Preservation Plan to pursue survey work in previously identified areas.

A number of contextual histories have already been completed for the Colorado Springs, as have a small number of surveys based upon these contexts. In order to facilitate moving forward with the development of new surveys in as timely a manner as possible, the Board would like to utilize the existing contextual histories contained in the Preservation Plan to begin survey work. Priority areas that could be explored at this time include: railroad development, early health care facilities, mining industry legacies and tourism.



### 2. Develop further contextual histories for application in future survey work.

It is the recommendation of the Preservation Board that a professional city wide reconnaissance survey be completed to identify areas in need of intensive survey. From this city wide survey, a comprehensive list of intensive surveys required can be compiled. The Board has identified a number of additional sites, areas, themes and/or building types that bear further study and documentation, although we are aware that there are likely many additional resources that will be uncovered during the city wide reconnaissance. Those that we are currently aware of include, but are not limited to: modern movement (mid century) architects and buildings, post war subdivisions, the Colorado Springs downtown commercial core, the Broadmoor, educational buildings, and fraternal organization buildings.

### 3. Institute a plan for disseminating the results of existing historic surveys

### and future surveys.

It is the goal of the Historic Preservation Board that the historical contexts developed be put into use by planners, building owners, neighborhoods and the entire community. In order to do so, the Board must work actively to make the results of surveys and their potential uses readily available to key stakeholders. This required outreach will likely require a multi-faceted approach that includes individual contact of owners and organizations within a survey area, public educational meetings before and following survey completion, and the electronic availability of documents easily.

## 4. Identify potential private and public partnerships that can be built or strengthened to assist with the completion and dissemination of surveys.

Many organizations in the nonprofit, private and public sectors can be enlisted as partners to ensure the successful completion and use of our historic surveys. At the State government level, the SHPO should be made aware of survey activities and provide feedback to the Board and community about how to best utilize the results, whether that be through the formation of a historic district, the designation of individual properties, or the implementation of tax credit programs. The SHPO is also an excellent source for funding survey work, and has grants available annually to offset the professional costs of this work. Surrounding municipalities and their existing preservation programs can also serve as reciprocal partners for achieving survey and preservation goals.

Numerous local historical non profit groups are active in the Colorado Springs area, and could help facilitate the outreach and community education activities necessary. Institutions of higher education should also be aware of survey activities, and may provide educational opportunities for students and labor for the completion of surveys. Public historical institutions are also powerful allies and sources of information for survey work, and should be a key partner in the completion of these projects. Neighborhood and business associations should also be consulted when survey work is performed in their area.

## 5. Develop recommendations for outreach to help property owners utilize survey results for designation, nomination, tax credit and grant activities.

The Preservation Board should work to develop communication that is readily accessible and easy to disseminate that provides information about the “how, why, where, when and what” of a survey project, as well as the potential uses of the survey following its completion. Education regarding tax credits and designation and districting are among the most important topics that should be shared. Communications may include public presentations developed and delivered by the Board and staff, handouts to be mailed or delivered, and/or electronic information available on the Board website.

## 6. Timeline and methods for implementation of survey plan:

This timeline should be updated by the Historic Preservation Board on an annual basis to reflect progress on existing projects and future goals.

### 2013:

#### Complete new survey

- Identify potential survey area from existing historical contexts
- Obtain consent from City Council to pursue an application (no match funding required) for the completion of survey in identified area
- Solicit proposals from qualified consultants for the completion of survey in identified area
- Prepare grant application to State of Colorado (deadline November 15) for the completion

#### Begin Developing Additional Contextual Histories

- Identify additional area to be evaluated
- Utilize Board members, local history organizations, students and volunteers to perform research for designated area

- Obtain professional assistance as necessary for writing historic context

**Begin Developing a Plan for Publicizing Surveys**

- Community outreach strategy
- Presentation for stakeholders
- Handouts and electronic information

**2014:**

**Outreach to Public/Private Organizations**

**Develop recommendations for stakeholders in existing survey areas**

**Make public presentation for stakeholders**

**Complete survey/grant from 2013**

**Prepare for submission of additional survey grant in November 2014 for additional identified area**

