



Item No.: 9.c.1.
Meeting Date: 9/10/2019

TITLE: ANNUAL REPORT OF THE HISTORIC AND ARCHITECTURAL REVIEW COMMISSION (HARC) FOR FISCAL YEAR 2018-2019

SUBMITTING DEPARTMENT: Historic Preservation

ATTACHMENTS: Notes from February 12, 2019 HARC Retreat

COMMISSION RECOMMENDATION: On August 21, 2019 HARC voted 5-0 to recommend approval of the annual report as contained herein.

BACKGROUND

Pursuant to Land Use Code (LUC) Section 9-206.E, HARC submits an annual report to Town Council in September. The report is intended to:

- Summarize HARC's decisions and activities in the preceding year
- Analyze design issues that have arisen
- Comment on design trends
- Propose projects for inclusion in the Town Council's Goals and Objectives

This report covers the period between August 1, 2018 and July 31, 2019. In the past, this period has coincided with History Colorado's fiscal year for reporting on Certified Local Government activity. However, this year, the National Park Service has requested that Colorado CLGs align their reporting deadline with that of other States, using the Federal fiscal year instead of the Colorado State fiscal year. Starting in FY2019-2020, this will require the reporting period to run from October 1 - September 30 each year.

ONGOING ACTIVITIES AND PROJECTS

Regulation Changes (ongoing activity). HARC reviews and makes recommendations regarding proposed changes to the Land Use Code (LUC) pertaining to districts within the THLD or the Transitional Hillside Treatment Area. Staff continues work on priority items identified by Town Council, HARC, and P&Z.

- In March 2019, Town Council adopted a LUC amendment to clarify the criteria for extensions of Certificates of Appropriateness.
- In June 2019, Town Council adopted amendments to the LUC which incorporate a threshold for the demolition of existing structures.
- In June 2019, Town Council amended the Land Use Code to eliminate the limit on the number of consecutive years the HARC Chairperson and Vice-chairperson may serve as officers.

Training (Ongoing activity):

- February 12, 2019: HARC held a retreat to discuss issues related to board review and ways to increase efficiency within the HARC process. (See retreat notes attached.)
- February 4-7, 2019: One HARC member attended the State Historic Preservation (Saving Places) Conference in Denver.
- On-going: Staff continues to present "mini-trainings" during the first 10 minutes of each HARC meeting. Examples of topics include: Demolition Standards, the Historic Preservation Ordinance, navigating the Town’s website, and Design Guidelines Glossary terms.
- December 7, 2018: Town Council, HARC, and P&Z held a joint retreat to discuss the process and issues related to development review.

Tax Credits (Ongoing activity): No new projects have requested historic tax credits.

HARC Preservation Awards (Ongoing activity): The Preservation Awards were reinstated in 2019, during National Preservation Month. The 2019 Award of Excellence for Rehabilitation and Restoration was presented to Jack Wesson Architects and Finbro Construction for the restoration of the Holly House at 114 S. Townsend St.

Telluride Historic Architectural Survey (THAS) Update:

- In January 2019, the small shed at 466 W. Colorado was given final approval for an increase in rating from “Non-Contributing without Qualifications” to “Supporting” due to the successful completion of a rehabilitation project.
- In February 2019, 547 West Pacific Ave. was given final approval for an increase in rating from “Supporting” to “Contributing” due to its successful completion of its rehabilitation and addition project.

DEVELOPMENT APPLICATIONS & REVIEW / DESIGN ISSUES AND TRENDS

NUMBER OF HARC MEETINGS			
	FY 2016-2017	FY 2017-2018	FY 2018-2019
Regular Meetings	23	23	24
Special Meetings	6	4	2

In fiscal year 2018-2019, the HARC board, the HARC Chair, and Staff reviewed a total of **220** projects:

FY 2018-2019				
Review	Type	Historic	Non-Historic	Total
HARC Board	Small / Large	2	16	18
HARC Chair	Minor	11	23	34
Staff	Insubstantial	46	122	168
Total		59	161	220

By comparison, in fiscal year 2017-2018, the HARC board, the HARC Chair, and Staff reviewed a total of **218** projects:

FY 2017-2018				
Review	Type	Historic	Non-Historic	Total
HARC Board	Small / Large	11	14	25
HARC Chair	Minor	28	15	43
Staff	Insubstantial	42	108	150
Total		81	137	218

- Overall, there were fewer number of Historic applications, but Non-Historic applications increased by 18 percent.
- The majority of construction projects are residential, and the majority of Certificate of Appropriateness (CA) applications for alterations and additions are at the Insubstantial Scale (staff level review). There were fewer board and chair level reviews, but more staff level reviews than in 2017-2018.
- There are also a significant number of Site/Landscape and Sign applications, which are processed as Insubstantial Scale.
- In fiscal year 2018-2019, small and large scale HARC applications required, *on average*, 1.5 hearings to receive approval.

HARC & HISTORIC PRESERVATION DEPARTMENT UPDATES

- The Historic Preservation Department was created in October 2018 with two staff: Historic Preservation Director and Historic Preservation Planner II.
- In Spring 2019, the Historic Preservation Department implemented a paperless HARC application submittal system and paperless Certificates of Appropriateness. The Town's website was updated to provide easier navigation to preservation resources and the HARC applications.
- The format and content of the HARC staff reports and supporting materials have been revised to provide more relevant and concise information.
- Again this summer, HARC is partnering with the Telluride Historical Museum to offer twice monthly walking tours that highlight preservation projects and the work of HARC. These tours are free and open to the public and are scheduled the first and last Fridays of each month from June through September.
- Historic Preservation Department staff and current and former HARC members assisted with the Telluride Historical Museum's annual exhibit, *If These Walls Could Talk: Preservation & Change*, which opened in June 2019.

PROPOSED PROJECTS

Rehabilitation finance

Staff will continue to provide support for projects seeking historic rehabilitation grants or tax credits. In 2018, the State of Colorado reauthorized the 2014 tax credit program, expanded the types of projects that are eligible for tax credits, and the amounts available.

Training

1. Staff will continue to provide training for HARC via mini-trainings and opportunities to attend Certified Local Government training.
2. A HARC member handbook could be created/updated to assist with on-going training of board members.
3. The annual HARC board retreat typically occurs in the winter, and the next retreat is anticipated in January or February of 2020.

HARC Board Requests

1. Presentations from guest Historic Preservation Experts – such as Noré Winter (hoping to have him here this fall), Ron Wheaton, or Bob Yapp.
2. A site visit tour (or presentation) on recently completed projects held to acquire feedback on HARC's past approvals.
3. Continuation of joint retreats with Town Council, HARC, and P&Z to discuss issues related to development review.

Prepared by: Jonna Wensel
Historic Preservation Director

Town Manager Approval

Notes from the HARC Retreat February 12, 2019

Expectations of HARC Retreat and HARC Board:

- Top 10 action item list.
- Respect
- Efficiency
- Enable Staff
- Get more directive feedback from Staff
- Have follow-thru in field
- Have outside speakers come to HARC to present
- Get perspective from outside on preservation climate
- Balance of recusals and absentees
- Realize it's the differing opinions that keeps HARC unique
- Telluride is a balance of Preservation AND Development
- Reviewing beyond the period of significance
- Using the Design Considerations of the LUC – Mini Training**
- TC Opinion: HARC is supported by TC
- HARC's Review = Architecture (≠ Political or Social Considerations)

Brainstorming:

- What are examples of locally significant structures?
- Apply the demolition criteria for further protection
- Demolition by neglect
- Less vacant lots = More and more demolition
- Clarification of demolition criteria / possible LUC amendment – Mini Training**
- Identifying structures of architectural interest
- Would the period of new interest be based on an era or architectural attributes?
- What would happen if we had only rated structures next to all modern?
 - Lack of character

Things to improve/ work on:

- Time limit for applicants during meetings:
 - 1st time presenting: More time allotted (20 mins)
 - After continuation presentation: shorter time (10-15 mins)
 - Mark a hard cutoff
 - Egg timer?
 - Chair to control

- Only talk when you have something to say
 - But be comfortable to express opinions
 - Don't repeat
 - Chair to ask "Who's in agreement?"
 - Know when to give up your opinion (or vote "No" during motion if opposed)
- GOAL: 45 Minutes per application
 - Includes staff presentation, applicant presentation, deliberations, and motion
- Continuation Policy
- Staff to clarify or interject if HARC Board gets into the weeds
- Applicant to be allowed to speak if new condition has arisen during deliberations
 - only talk to new condition
 - not allowed to talk about things already discussed
- Helping applicant through problems during the HARC Hearing
 - Pros
 - Cons
 - Be very, very careful not to design project
- Concerns:
 - Lack of open space in all projects
 - Deck projections and sizes
 - Use of materials
 - Changing historical context (making 1 story buildings into 2 stories)
- Preservation Awards
 - Staff to bring proposal to HARC
- Future topics:
 - Balancing HARC Review in Town Projects
 - Pearl Property
 - SMPA
- Maybe Retreat on review process in Town Projects w/ Affordable Housing
 - P&Z
 - TC
 - HARC
- HARC Priorities:
 - Preservation
 - Areas that allow for more modern design
 - Balancing the context between the two
- Preservation vs Design Review – **Mini Training****
- Request Town Council Un-restrict Terms of Chair & Vice Chair

ACTIONS

- Schedule another Developers Toolkit meeting, including contractors
- Survey HARC applicants after completion of process
- Take Site Walks to ensure compliance / critique DG compliance
- Public Outreach – brochure, educational program

Mark Shambaugh's Notes:

Highlights of actions taken since last retreat:

- 1) 4/5 motion process changes implemented
- 2) Valuable mini trainings implemented by staff
- 3) successful Public outreach seminar put on – HARC Without the Heartache
- 4) process flow chart completed and given to applicants
- 5) HARC Walking tours initiated
- 6) HARC Elevated to director position reflecting it's prominence and impact on the community and our economy.
- 7) HARC value statement with four key objectives Developed and serving as our guide post

Brainstorming action items (categorized by HARC VALUES which should guide all of our thinking and decision making)

PRESERVATION:

- 1). Bring in speaker on preservation and our role, to address us, council, and possibly public
- 2) Staff to research (what have other communities done?) and recommend expansion of preservation period or certain projects to be designated. This could be expanding the period of significance, or identifying critical structures to preserve if they add character to the neighborhood, and/or expand and change the demo criteria in the land use code.
- 3) Repeat historical preservation tours in 2019.
- 4). Staff to recommend specific program for reinstating preservation awards before May 1. This benefits via education and community outreach/recognition
- 5) hold future discussion possibly together with town council on public benefits versus preservation or moreover, how we can work together to support both with future projects, while NEVER Trading public benefit for preservation.

EFFICIENCY:

- 1) Board to be more assertive with last year's policy change regarding applicants who "after "one continuance, come back with mass and scale and 10 to 15 conditions still a part of their project. Unless they're on the cusp of approval, we will shortcut discussions and recommend continuance without discussion while further encouraging them to get staff consensus before coming back (send them to end of line) Also helps to empower staff.
- 2) Suggest to 20 minute applicant presentation policy and enforce same with egg timer. Remind board not to make redundant remarks but just say they agree with other members. Continue to utilize straw polls to expedite deliberation process.

RESPECT:

- 1) Staff to develop and implement survey of applicants after approvals. This is out of respect for the applicant and consideration of improvement ideas.
- 2) Staff to develop and implement HARC brochure and website enhancement as public outreach educational tools for the importance of preservation, our values, and how we work with the applicants.
- 3) Hold second annual developers seminar in combination with building department as public outreach to help applicants get their projects through efficiently. (One aspect could be top 10 examples of applicant failures to get approvals without multiple continuances)

4) To show fairness of the process and respect for the applicants, if a new condition or new slant on one appears during board deliberations, chair may re-open discussion with the applicant and then of course the public, before voting. Staff is encouraged to be more vocal even during deliberations with relevant comments to the board motion.

CONSISTENCY:

- 1) have mini training to look at photos of projects under construction and or finished from 2016-2019 to determine our consistency between zones and overall preservation accomplishments or failures.
- 2) Hold future discussion on past town projects .Did we bend the guidelines?
- 3) hold future discussion on changes in guidelines between the zones and review if we are ruling with these differences in mind and encouraging innovation.

COUNCIL REQUEST:

The board unanimously voted to appeal to town manager, Town attorney, and Council to change 9-204 A in the municipal code, deleting the last sentence of that paragraph that prevents officers for more than three consecutive terms should the board Vote that way. This will make it consistent and equivalent to the exact language in the planning and zoning commission officers 9-104 A paragraph. The consent of this board is that we should have the same rules for officers as planning and zoning to determine our leadership. As with planning and zoning, the council will still control the election of board members as they have every right to do. This will illuminate the current discrimination against the HARC board in this regard.

Notes from the HARC Retreat
January 19, 2018
Updated at February 12, 2019 Retreat

STRENGTHS

- Professionalism
- Staff preparedness
- Passion for preservation
- Dedication
- Openness / willingness to listen
- Thoughtfulness of board & staff
- Variety of perspectives
- Staff interaction with public
- ~~Dedicated~~ commitment
- Straw polls to determine where members are

WEAKNESSES

- ~~Emotion~~
- ~~Political will in process~~
- ~~When staff / board are unprepared~~
- Process re: board deliberations & letting applicant respond
- Intimidating situation
- Anything after 10 p.m.
- Inherent inefficiency in process
- Lack of feedback to board members re: how they are doing
- ~~Hangover of "bad" reputation~~
- Applicants not being thorough in submittal
- Applicants asking for more than needed / expected
- Don't always clarify what other members want (in motions)
- Public perception that application will be picked apart

ACTIONS

✓ Completed since 1-19-2018

- ✓ **Values Statement**
- ✓ **Motion process improvements**
 - List for public how process works at each meeting
 - Support from staff on clarity for items (i.e. with affordable housing not supposed to look at public benefit)
 - Context for HARC's charge /review
 - Will help audience
 - Role of board
 - Opportunity to learn from other board members
 - Too much efficiency and less discussion not always good for newer board members
 - Feedback on how board is working, communicating on regular basis
 - ✓ **Training at beginning of meeting – 15 minutes to talk about issue, guidelines, etc. (Mini Trainings)**
 - Clarity on how guidelines support decision so that board can say no when needed
 - Prioritizing on project level of consideration (i.e. location in district higher priority)
 - Should listen to audio of continued items, if absent
- ✓ **Schedule developer meeting on HARC process (Developers Tool Kit)**
 - Survey of applicants after decision is made with question on how to improve
 - List of Top 20 guidelines – most universally applied guidelines
 - ✓ **Or, bold/underline in staff memo most important guidelines with guidance on where more discussion needed**
 - Training / reminder from Intro to guidelines
 - Refresher training on how to apply guidelines
 - More sharing of knowledge
 - Site Walk – need to see story poles from variety of views, not just at center – group should walk around site
 - Can board member make written comments about applications if absent from meeting?
 - Not good practice
 - Deliberation efficiencies: if point is made can agree rather than repeat / frame conversations – staff can help with memos
 - Framework could be staff recommendations and conditions
 - Public outreach
 - ✓ **Museum talked about doing exhibit on HARC / Walking tours**
 - Program on benefits of HARC & contributions to community broader than meetings
 - ✓ **Brochure & website with flow chart and benefits**
 - Bios of members for website