

A PRESERVATION PLAN FOR DURANGO

Prepared By

THE DURANGO HISTORIC PRESERVATION COMMITTEE

and

**CITY OF DURANGO DEPARTMENT OF PLANNING
AND COMMUNITY DEVELOPMENT**

JANUARY, 1990

DURANGO CITY COUNCIL

Lynn Shine, Mayor

Leonel Silva

Greg Bell

Bob Dolphin

Harrold Shipps

HISTORIC PRESERVATION COMMITTEE MEMBERS

Duane Smith, Chairman

Maxine Peterson, Vice Chairman

Richard Ellis

Robert McDaniel

Dinah Leavitt

Dan Officer

Sherrell Hayes

Debbie Siverson

Scott Warren

Volunteer Survey Members

Allan Nass

Barb Benson

Janice Sheftel

Gay Smith

DURANGO OFFICE OF COMMUNITY DEVELOPMENT

Gregory S. Hoch, Director

Jill Seyfarth

Craig Roser

TABLE OF CONTENTS

| | | |
|------|---|----|
| I. | Introduction | 1 |
| | Statement of Goals | |
| | Summary of Recommendations | |
| II. | Preservation And Durango | 6 |
| | Recent Preservation Issues | |
| | The Historic Preservation Committee | |
| III. | Durango's Significant Properties and Landmarks | 12 |
| | Preservation Goals - HPC Recommendations | |
| IV. | Recommended Actions to Preserve Durango's History | 16 |
| | Creating a Preservation Board and a Local Historic Register | |
| | Creating a Designation Process | |
| | Determining Historic Value | |
| | Preserving Designated Landmarks Through the Permit Review Process | |
| | Standards to review alterations to a Landmark | |
| | Minimum maintenance requirements | |
| | Developing Incentives for Preservation | |
| V. | Implementation Process | 26 |
| VI. | Appendix | 27 |
| | Durango and Its History | 28 |
| | Early Man Through The Anasazi | |
| | Ute and Navajo through the Depression | |
| | World War II to the Present | |
| | The HPC Survey | 33 |
| | Construction Periods | |
| | Assessments and Recommendations by Neighborhood | |
| | - Central Business District | |
| | - East 3rd to East 6th Avenues between 1st and 6th Streets | |
| | - East of 3rd Avenue to 6th Avenue, between 6th and 8th Streets | |
| | - East and West of Main between Park Avenue | |

- and 24th Street
- 24th to 26th Streets west of Main and up
Junction Street
- Old Animas City

Highlighted Historic Resources

43

List of Figures

- Figure 1, **The HPC Survey Form**
- Figure 2, **Preservation Board**
- Figure 3, **Some of the Identified Historic
Features in South Durango**
- Figure 4, **Some of the Identified Historic
Features in North Durango**
- Figure 5, **Alterations on Main**

Durango's Archaeological Ordinance

46

I. INTRODUCTION

This Plan is the result of extensive study and fieldwork from a citizens group appointed by the City Council, and known as the Historic Preservation Committee (HPC). Over a one year period, the HPC has worked with the City's Office of Community Development to conduct field surveys in Durango and to thoroughly research preservation techniques used across the country. Their findings have directed the formulation of preservation goals and of recommendations on how to achieve these goals. The following six goals are discussed in Chapter III.

- **Create and support continuous methods of historic preservation in Durango to protect and enhance our City's character for both residents and visitors.**

- **Provide educational opportunities to increase public appreciation of Durango's unique heritage.**

- **Encourage methods to enhance property values of historically significant properties and to contribute to Durango's economic prosperity.**

- **Investigate and implement the best methods possible for incorporating Durango's past into the future.**

- **Support comprehensive, responsible planning practices involving preservation of historic resources, and coordination with the stated preservation objectives of the Durango Comprehensive Plan.**

- **Meet the requirements necessary to obtain certified local government status to qualify for state and federal assistance.**

The Plan is divided into five sections providing a background summary of local preservation

issues; a summary of the types, numbers, and conditions of remaining historic features in Durango; recommended actions; and a discussion of how the recommendations could be implemented. The appendix includes a brief history of Durango which highlights resources identified for future consideration as historic landmarks and districts, and a copy of the Durango Archaeology Ordinance. Detailed survey results are on file at the Durango Department of Planning and Community Development.

This plan addresses historic resources within the City of Durango and the necessary actions to preserve historically important properties.

Recommendations for a preservation program are discussed in Chapter IV and are summarized below.

Recommendations For A Preservation Program

Public education programs should be implemented on Durango's history. Technical assistance and incentives should be made available to property owners interested in restoring their property.

An Historic Preservation Board should be created by an ordinance. The Board should maintain a register of historic places in Durango, and review alterations to properties listed on the register. The Board's function should also include public outreach programs related to historic preservation.

Criteria should be adopted by the Historic Preservation Board to evaluate the historic significance of a property.

A review process to consider the impact of proposed alterations to designated historic resources should be established. Reviews should incorporate standard criteria such as those defined by the Secretary of the Interior.

A program of public and private incentives should be provided to encourage preservation, public education, and restoration of historic properties. Public incentives should include a form of financing available to owners of designated landmarks who propose improvements that meet preservation standards.

Financial incentives should be made available including:

- 1. Waiver or reduction of building permit fees for qualified preservation work on designated properties.*
- 2. Make low interest loans available for qualified preservation work on designated properties.*
- 3. Charge the Historic Preservation Board to actively pursue grant funding.*
- 4. Adopt the Uniform Conservation Building Code (UCBC) to address health/safety issues on designated historic buildings.*
- 5. Pursue designation as a Certified Local Government to obtain state and national technical assistance and funding.*
- 6. Sponsor or co-sponsor the development of promotional educational material, especially walking tours, of the City's residential and commercial historic areas.*

The following recommendations address specific resources in Durango and are discussed in the appendix.

Recommendations For Historic Resources in Durango

Stronger measures are necessary to preserve the historic buildings on Main Avenue to protect the historic atmosphere and character of the core of the CBD.

The Durango Light and Power building is an unusual resource with a great amount of historic significance and should be actively protected.

The 9-R Administration Building, the Public Library, and other commercial and residential buildings on East Second Avenue should be considered for historic designation. Alternative uses should be considered for the 9-R Administration Building.

The area south of 6th Street between 3rd and 6th Avenues should be considered for historic district designation. Any study of housing conditions and propositions for improvements in this area should consider the historic contribution of the neighborhood to the City's character.

The area between East 3rd and 6th Avenues and between 6th and 9th Streets should be considered for an extension of the Boulevard Historic District, or for a separate historic designation. Any housing assessment of this area should include the impacts of recommendations on the property's historic value. The review process for newly proposed rental units should include an assessment of the impact on the property's historic value. The Boulevard Historic District should be included in a local register of historic properties.

Individual properties between the Animas River and 20th Street on either side of Main should be considered for historic designation. These properties include the State Fish Hatchery and St. Columba's Church. Measures should be taken to preserve the exterior of the historically significant residential structures that may be converted to commercial uses.

Further study of the houses on either side of Junction Creek west of Brookside Park should be undertaken to determine the level of historic significance in this area and the potential for either landmark or district designations. Multi-family zoned historic properties should be protected from potential damage to the historic elements of the property.

Specific individual historic resources in Animas City, including the Animas School, the Joy Cabin, the Cemetery, and the Connor Dairy should be considered for historic landmark designations. The City should consider a means for public access and education regarding the Animas City Cemetery.

Individual properties scattered throughout town should be considered for historic designation.

Preservation of our history contributes to the quality and character of the entire community. This document serves all residents of Durango, and is not intended to address

the needs of only a part of the community. The following recommendations are flexible and open to discussion. Guidelines and the included sample criteria suggest a method to implement the recommendations and have been provided as a framework for public discussion about the best treatment for our history.

II. PRESERVATION AND DURANGO

No one knows who made the first stand to preserve Durango's history, but one of the more visible early fights occurred in the 1960's when Ella Birkheimer fought to save the stately La Plata County Courthouse which was built in 1891-92. Mrs. Birkheimer lost her battle in a time when "modernization" was the key word. The 1950's and early 1960's saw such proposals as covering the median on Third Avenue with concrete and removing as many trees as possible. Perhaps the reaction to these proposals brought about the first appreciation of preservation.

Recent Preservation Issues

In 1975, a study group of individuals concerned about Durango's business district developed a downtown improvements plan entitled "Heritage for Tomorrow". The study found that much of the community's positive qualities lay in its history. The heritage plan recommended "*...provide for the preservation of historic buildings and districts... Durango has a very unique heritage that is worthy of preservation and enhancement.*"

The Centennial Celebration and the Main Avenue Historic District

An outgrowth of the Heritage Plan was the consideration of the commercial value of history in its appeal to tourists and locals. During the 1980-1981 Centennial Celebration of Durango's first 100 years, through combined public and private efforts, the buildings on Main Avenue were inventoried, nominated, and listed as an historic district on the National Register of Historic Places. The District spans Main Avenue between 5th Street and 12th Street.

Rehabilitation and Design Guidelines

A few property owners on Main have used the federal tax incentives available for

restoration projects located within National Register Historic Districts, such as the First National Bank Building at the corner of 9th and Main. Other business owners undertook restoration projects on their own. These projects included the Newman Building at the corner of 8th and Main. Successful rehabilitations inspired other business owners on Main to apply for low interest loans and design assistance through a City sponsored Community Development Block Grant (CDBG) program aimed at improving building facades on Main. The CDBG program required conformance with Design Guidelines as a condition of the grant, resulting in a number of attractive remodels on Main. The success of the guidelines led from voluntary conformance by individuals without CDBG funds, to incorporating the design standards into the City development code. Conformance with the Design Guidelines is now a required element for any remodeling or new construction within the Central Business District. The guidelines do not require strict adherence to specific preservation criteria and standards, but they do encourage designs compatible with historic features and preservation principles.

Neighborhood Plans and Historic Designations

Visual success with commercial buildings inspired preservation methods in residential areas. Members of the Boulevard Neighborhood Association incorporated a National Register Historic District designation into their overall neighborhood plan for East Third Avenue. The plan was subsequently adopted as part of Durango's Comprehensive Plan. Residents of the area around Mercy Hospital recommended listing historic properties within their neighborhood on the National Register as part of the Mercy neighborhood element of the Comprehensive Plan.

Historic Lights and Historic Property

The City has recently instituted a new element of respect for the scale of the historic buildings in the CBD by replacing the metallic cobra head street lights with a more

sympathetic historic style. Although debate rages over whether these lights should be painted to look exactly like old posts, or treated as modern, historically compatible, fixtures, the lights have added a new dimension in a quest to highlight some of Durango's older, gentler qualities. The City of Durango has also purchased the historic Durango Light and Power building, which is listed on the National Register of Historic Places.

Conflicts and Change

Preservation, however, has not always been universally supported in Durango. Beginning with Ella Berkheimer's vociferous opposition to the destruction of the La Plata County Courthouse, growth and change have provided a catalyst for conflict in Durango. In the late 1970's and early 1980's, Durango's booming economy brought new businesses and new business demands. Some of the oldest commercial, industrial, and residential structures gave way for those changes. Residents learned that the Main Avenue National Register Historic District designation cannot prevent destruction of historic resources. The Fiorini Residence at 546 Main Avenue, a clapboard frame house built in 1883 and listed in the Main Avenue Historic District, was destroyed and replaced with a new brick retail building. Some of the oldest homes in Durango were bought and remodelled into multi-family rental units managed by absentee landlords. All vestiges of the smelter industry were destroyed and removed in a radioactive tailings EPA superfund cleanup project. The individual cribs from the prostitute's side of the tracks were systematically torn down as development increased along Camino del Rio.

Old timers and newer residents watched this removal of pieces of Durango's history, and began to act. Some ventures were successful. In 1974, the La Plata County Historical Society was formed. The Society's first major project was to purchase the old Animas School and to restore the building. A volunteer group, known as the Clock and Bell Tower Committee, raised money to have a tower added to an addition to the 1964 courthouse to house the old clock and bell.

Other attempts failed. The Save Our Stack Committee fought hard to protect a remnant of the smelter industry which had dominated Durango's economy until the 1960's. The committee could not persuade the federal government of the value of the smelter smokestack, and it was destroyed. Undaunted by the stack's destruction, the committee commissioned a monument to commemorate the smelter industry.

Archaeology Ordinance

Concerns had also arisen regarding the impact of new development on Durango's buried history. In 1983 the local archaeological community proposed that the City consider an archaeological policy. After development and consideration of a plan, an ordinance was passed requiring archaeological review of any ground disturbing activities, authorizing a mitigation program for significant archaeological resources on public property, and strongly encouraging the same for private projects. The ordinance also provides the authority to appoint a City Archaeologist to develop a register of historic and archaeologically significant remains, maintain records of cultural resources, and provide assistance to the public regarding treatment of archaeological resources. The ordinance also provides the power to develop significant cultural resources for public enjoyment. (A copy of the Archaeological Ordinance is included in the Appendix.) The archaeological program has resulted in numerous surveys throughout the City, and a few excavations such as the mitigation project at the Red Lion Inn, and test pits to recover information from the site of the old Courthouse.

The Historic Preservation Committee

By 1984, the archaeological program was underway, but the historic structures of Durango were still unprotected. In late 1987, members of the Boulevard Neighborhood Association approached the City Council with a request that the Council consider an historic preservation ordinance to protect the structures of historic value remaining in Durango.

The Council responded with two study sessions in 1988 to consider a preservation program. A citizen's Historic Preservation Committee (HPC) was subsequently appointed by the Council to study the preservation issues in Durango and to recommend an appropriate plan of action. The HPC began its work in May of 1989.

The HPC began their activities with an assessment and study of the historic features in Durango. Throughout the summer and fall of 1989, committee members walked every block of Durango that had been developed before 1940. Using house construction dates in the County Assessor's records, Committee members recorded a brief summary of the historic elements of each block and mapped their findings on City maps.

| | | |
|---|--|-------------------------------------|
| Computer No. <u>297</u> | DURANGO HPC 1989 | |
| POTENTIAL RESOURCE FIELD RECONNAISSANCE | | |
| | Field Map # _____ | |
| LOCATION: _____ | Resource # _____ | (Sanborn) Map Date _____ |
| TYPE: | Surface? _____ | or Buried? _____ |
| ____ Structure | Description _____ | |
| ____ Landscape feature/park | _____ | |
| ____ View corridor | _____ | |
| ____ Other | _____ | |
| CONTEXT: | | APPROXIMATE AGE: |
| Railroad _____ | Logging Lumber _____ | Pre 1900 _____ |
| Metal Mining _____ | Recreation, Tourism _____ | 1900-1920 _____ |
| Coal Mining _____ | Federal Activity _____ | 1920-1940 _____ |
| Non-Metallic Mining _____ | Social/Cultural _____ | 1940-Present _____ |
| Transportation _____ | Commercial/Merchant Development _____ | Unknown; Should be determined _____ |
| Agricultural _____ | Municipal Development _____ | _____ |
| Water/Irrigation _____ | Residential Housing _____ | Unknown _____ |
| FIELD ASSESSMENT OF CONDITION: | | POTENTIAL DAMAGE: |
| ____ Additions | ____ Imminent (i.e. proposed demolition) | |
| ____ Remodeled | ____ Short term (i.e. neighborhood appears to be undergoing extensive changes) | |
| ____ Partially Destroyed | ____ Long Term | |
| ____ Original Condition | ____ None evident | |
| ____ Excavated | | |
| Appears to have potential for historic significance _____ | | |
| Does not appear to have historic potential _____ | | |
| Potential for significance based on relationship to: | | |
| Context _____ | Other _____ | Describe _____ |
| Historic Event _____ | _____ | |
| Historic person or group _____ | _____ | |
| Style _____ | _____ | |
| | Date of Survey _____ Name of Surveyors _____ | |
| FIGURE 1 The HPC Survey Form | | |

The survey revealed the major periods of construction across the City, and the status of the remaining historic features in the City. Committee members also learned of other, non-structural, historic remains (such as hitching rings or trails) in Durango. The survey also provided a perspective for HPC members to discriminate items of historic importance from the myriad of old features in Durango.

In addition to field work, the Committee reviewed legislation ordinances and incentive programs used in other communities. Two members attended a statewide workshop on community preservation. The HPC's research work ended in November and was followed by discussion of the members' findings and recommendations for preserving Durango's heritage. These findings are outlined in the next section of this plan. While recording the historic resources in the older neighborhoods, the HPC located both little and well known parts of Durango's past. A list highlighting these resources and their estimated potential for historic significance is included in the Appendix.

III. DURANGO'S SIGNIFICANT HISTORIC PROPERTIES AND LANDMARKS

The HPC Survey

The HPC's goal was not to designate every old item in the City as historically important, but to evaluate and to highlight those historic elements that contribute to Durango's character. The survey considered the significance and the condition of each resource. Significance is defined in terms of the resource's potential to make a valuable contribution to Durango's history, and provides a basis for comparison between historic resources. The criteria used to determine significance as outlined below, were based on locally and nationally important issues.

HISTORIC SIGNIFICANCE

Is the resource associated with:

- a local, regional, or national historic theme or trend?
- an event of importance to the history of Durango?
- a person who contributed to or noticeably affected activities in Durango's past?
- a social, cultural, religious or economic group whose presence affected the City's character?

Is the resource 50 years old or older?

ARCHITECTURAL SIGNIFICANCE

Is the resource associated with

- an architectural trend in Durango?
- the work of a well known architect or builder?

Is the resource representative of a unique or unusual architectural design in Durango?

PREHISTORIC SIGNIFICANCE

- has archaeological investigation determined potential for significance?

The relationship between resources and their potential for significance as a group, or district, was also considered.

Each resource's condition was evaluated for its physical condition and for potential future impacts. The criteria included the following factors:

- Does the resource's current physical state represent the property's inherent historic value?
- Has the resource been maintained at a level where the historic value will be preserved?
- Do conditions (physical, neighborhood pressures) exist which threaten the resource's historic value?
- What are the impacts of the existing comprehensive planning program (such as the zoning or neighborhood plan)?

Based on the significance and condition factors, the HPC listed each recorded resource as either having potential to be considered for historic significance, or not having the potential. A description of the survey findings is outlined in the Appendix.

Preservation Goals - HPC Recommendations

The survey showed a wealth of historic features remain in Durango, ranging from residential, to commercial, to publicly owned properties. The residential areas include a large number of properties in need of maintenance and/or repair. Historic residences located at the base of Fort Lewis College invite the wear and tear of boarding houses and college rental units in some of Durango's oldest houses.

The historic commercial properties have been faced with some of the strongest and most persistent erosion of historic value. These buildings reflect the changes made by numerous

tenants over time, many of whom have little knowledge of Durango's history and its relationship to the downtown. Design issues are regulated in the Central Business District, but these issues focus more on avoiding bad design, than on accurately preserving historic character. Public buildings also hold a great deal of Durango's history. The uncertain future of the 9-R Administration Building and the Durango Light and Power Building are matters of great concern.

The HPC's survey found that a significant number of historically important properties remaining in Durango contribute to its character. Many of these properties face potential destruction or alteration to the point where the inherent historic value is no longer present. These properties, and the issues surrounding them illustrate the need to address a means of designating and protecting historic properties, and of promoting public awareness of the value of these properties. This determination led to the development of the following goals for preservation in Durango.

Create and support continuous methods of historic preservation in Durango to protect and enhance our city's character for both residents and visitors. This goal can be achieved through a designation and protection process.

Provide educational opportunities to increase public appreciation of Durango's unique heritage. Public awareness can be obtained through general programs and through provision of technical assistance.

Encourage methods to enhance property values of historically significant properties and to contribute to Durango's economic prosperity. Housing and commercial improvement programs can be tied to historic preservation issues.

Investigate and implement the best methods possible for incorporating Durango's past into the future. Encouragement of rehabilitating and reusing, rather than

destroying, older buildings can promote preservation.

Support comprehensive, responsible planning practices involving preservation of historic resources, and coordination with the stated preservation objectives of the 1985 Comprehensive Plan. This process has begun with the recommendations for preservation included in the old Durango and Mercy neighborhood plans.

Meet the requirements necessary to obtain certified local government status to qualify for state and federal assistance. The Certified Local Government program provides technical and financial assistance to qualifying communities with historic preservation programs.

IV. RECOMMENDED ACTIONS TO PRESERVE DURANGO'S HISTORY

The first step in preserving historic resources is to identify whether a resource is important enough to Durango to warrant special recognition. If a resource or a combination of resources is historically significant it can be designated as an historic landmark or historic district. The designated property is listed on a register of historically significant properties. Any proposed alterations to any of the designated properties would be subject to a review to determine if the proposed alterations would damage the property's historic significance.

This chapter addresses the process of designating an historically significant property on a local register, and the review of proposed alterations for a designated property.

Creating an Historic Preservation Board and a Local Historic Register

The National Register Versus a Local Register.

Durango has properties listed on the National Register of Historic Places. The National Register was created to designate buildings, districts, historic and

DURANGO'S NATIONAL REGISTER PROPERTIES

The Main Avenue Historic District
The Boulevard (Third Avenue) Historic District
The Durango Light and Power Company Building
The D&SNGRR Depot, Track, Yards and Rolling Stock

prehistoric sites, structures and objects of historic importance. Listing on the National Register can provide a federal tax credit to the property owner who accurately restores the building according to standards devised by the Department of the Interior and enforced through the National Park Service and the State Historic Preservation Office. Listing a

property on the National Register can thus result in a financial bonus along with the special recognition from being included on the Register. A National Register designation, however, does not impose any responsibilities on the private property owner for care or restoration. National Register properties may be remodelled or destroyed without any formal review.

The National Register has a broader scope than a local register. Properties of local importance, such as the Animas City Cemetery, may not qualify for the National Register. No register of locally significant historic properties exists in Durango, yet the HPC survey indicated a large number of properties other than those on the National Register which should be recognized for their historic contribution to the town. The survey also showed that some properties listed on the national Register have been altered to the point where they may no longer have historic value. Many benefits can result from creating a local register of properties with significant historic value.

Listing on a local register can:

- formally identify an historic resource as important to the community;
- increase public awareness of the resource's value;
- alert potential purchasers of the property's contribution to the community;
- instill pride in ownership, and
- contribute to the general information used in promotion of Durango's history for tourism and economic development.

The Durango Archaeology Ordinance already calls for a register of historically significant properties. No such register has been created because the mechanism to review individual properties and to evaluate their relative significance has not been created. An Historic Preservation Board of qualified Durango citizens representing all of the City can serve to review nominations to Durango's register and determine the nominee's eligibility for listing on the register. Nominations for designation should be open to all members of the

community to allow for equal representation and for a chance to consider all kinds of historic resources in the City. Since designation is based on whether the resource contributes to the community of Durango, both the property and the entire community are affected by an historic designation. Listing a property on the register should require a public process to allow consideration from the entire community. Conversely, the review should reflect a community designation without depending upon approval from the current resource's property owner.

An historic preservation board should be created by an ordinance with powers to maintain a register of locally historically significant properties in Durango and to review alterations to properties on the register. The Board's function should also include public outreach programs related to historic preservation.

An Historic Preservation Board could function to review historic properties, provide expertise to people interested in preservation issues, assist a property owner in pursuing a National Register designation, serve as the applicant for grants and assistance related to preservation, and increase public awareness of Durango's past. Board membership would require a level of knowledge to determine historic value of a property and should strive for a balance of community wide representation. Figure 6 describes a proposed constitution of the Board.

**RECOMMENDED MEMBERSHIP FOR AN HISTORIC
PRESERVATION BOARD**

- Seven members total
- One member may reside outside the City limits
- At least three members should be professionals, or have extensive expertise, in a preservation related discipline (such as history, architecture, planning, archaeology)
- A member's term would be three years
- At least one member must attend one educational meeting a year

Figure 2

Creating a Designation Process

Significance

The Board should set its own criteria for determining the historic value of the proposed designated properties, but general criteria have already been developed and applied during the initial survey by the HPC. Criteria should be specific enough to provide a method of comparison and evaluation, but general enough to apply to a wide variety of resources within the community. The following criteria were helpful during the survey (see Page 16), and are listed here as an example of what could be used to evaluate a property nominated for a historic landmark or district designation. Nominated properties would have to meet the significance criteria to be listed on the register.

HISTORIC SIGNIFICANCE

Is the resource associated with:

- a local, regional, or national historic theme or trend?
- an event of importance to the history of Durango?
- a person who contributed to or noticeably affected activities in Durango's past?
- a social, cultural, religious or economic group whose presence affected the City's character?

Is the resource 50 years old or older?

ARCHITECTURAL SIGNIFICANCE

Is the resource associated with

- an architectural trend in Durango?
- the work of a well known architect or builder?

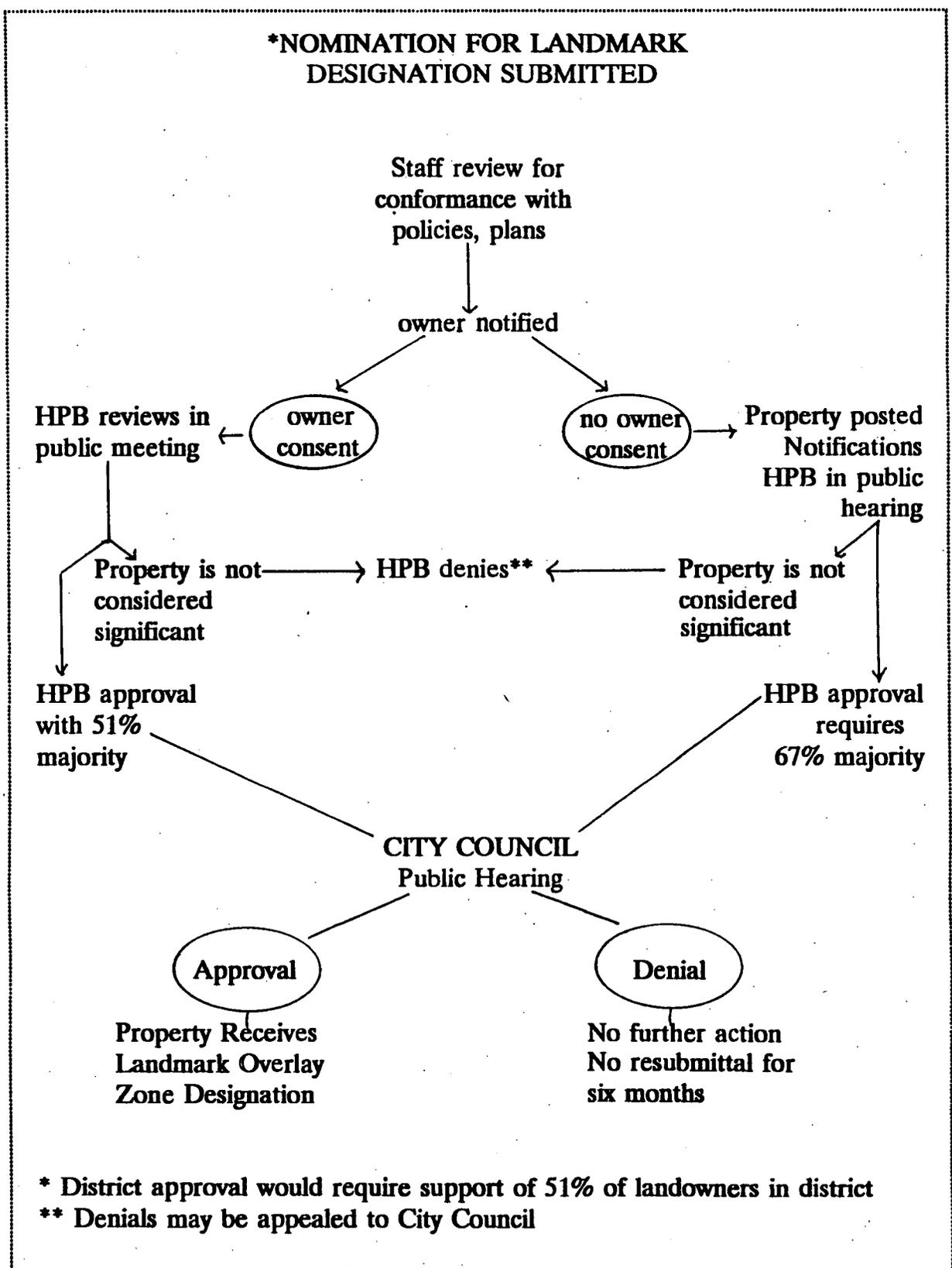
Is the resource representative of a unique or unusual architectural design in Durango?

PREHISTORIC SIGNIFICANCE

- has archaeological investigation determined potential for significance?

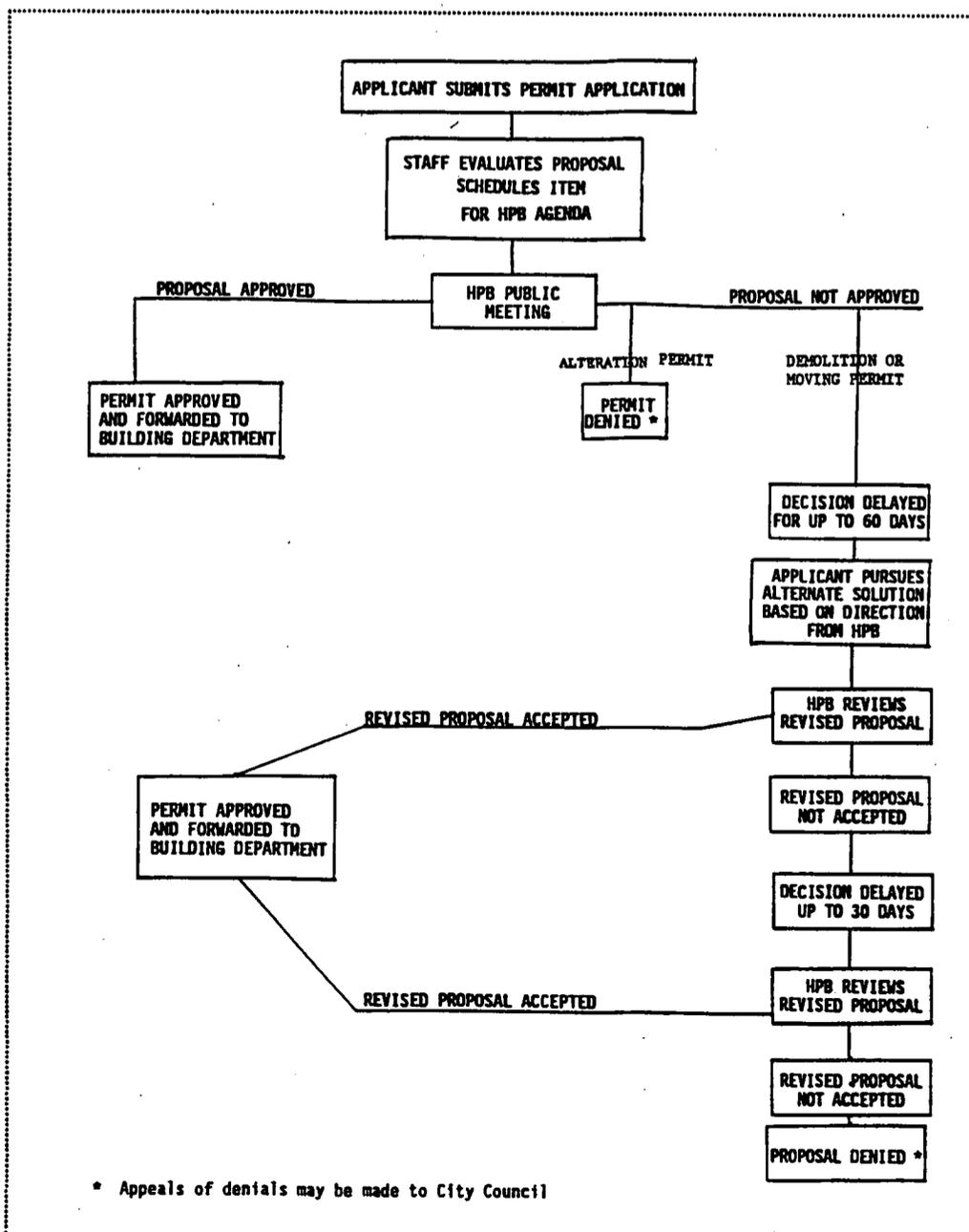
Criteria should be adopted by the Historic Preservation Board to evaluate the historic significance of a property.

The public impact of designating property as either a landmark or a district calls for a public review process. The following recommended review process outlines the designation of a property from the nomination stage to the final review by the City Council. In this process, the presence or absence of owner consent is taken into account by the required percentage of Historic Preservation Board members recommending approval of the nomination, and through public notification requirements. The process empowers the Preservation Board to review a nomination and make a recommendation to the City Council. The Council would weigh the Board's decision and make a final determination.



By using these criteria, changes to a designated property would not detract from the resource's potential for listing on the National Register of Historic Places. The criteria should also include allowances for exemptions from the standards when the applicant can show either a complete inability to work within the standards and make the property economically feasible, or show an immediate health/safety threat. In the Central Business District, the Historic Preservation Board's standards for review would be incorporated into the existing Design Guidelines to avoid additional reviews.

The Historic Preservation Board would also review applications to move or demolish a designated resource, and to determine the impact of moving or demolition on the resource's historic significance. The severity of moving or demolition implies a more complex review process, in which approval can be delayed if the proposal threatens the historic value of the resource. The delay period encourages applicants to find alternatives acceptable to both the community and the applicant. The process is outlined below.



Preserving Designated Landmarks Through a Permit Review Process

As the National Register listings have shown in Durango, designation is no guarantee of preservation. Regulations and incentives promote protection of the historically significant element of the resource and can discourage alterations to the historic character. A review of proposed alterations to designated properties could ensure that the alterations would not destroy the property's historic value. Alterations include any application for a building permit or work proposed on the exterior of the resource, excluding color choice.

Standards to Review Alterations to a Landmark

The Historic Preservation Board would use review criteria to ensure fair review of proposed alterations to a designated historic property. The criteria could be the Secretary of the Interior's Standards for Rehabilitation, which are general statements of direction for preserving the existing historic elements of the designated resource. The Standards are listed below.

The Secretary of the Interior's Standards for Rehabilitation

1. Every reasonable effort shall be made to provide a compatible use for a property which requires minimal alteration of the building, structure, or site and its environment, or to use a property for its originally intended purpose.
2. The distinguishing original qualities or character of a building, structure, or site and its environment shall not be destroyed. The removal or alteration of any historic material or distinctive architectural features should be avoided when possible.
3. All buildings, structures, and sites shall be recognized as products of their own time. Alterations that have no historical basis and which seek to create an earlier appearance shall be discouraged.
4. Changes that may have taken place in the course of time are evidence of the history and development of a building, structure, or site and its environment. These changes may have acquired significance in their own right, and this significance shall be recognized and respected.
5. Distinctive stylistic features or examples of skilled craftsmanship which characterize a building, structure, or site shall be treated with sensitivity.
6. Deteriorated architectural features shall be repaired rather than replaced, wherever possible. In the event replacement is necessary, the new material should match the material being replaced in composition, design, color, texture, and other visual qualities. Repair or replacement of missing architectural features should be based on accurate duplications of features, substantiated by historic, physical, or pictorial evidence rather than on conjectural designs or the availability of different architectural elements from other buildings or structures.
7. The surface cleaning of structures shall be undertaken with the gentlest means possible. Sandblasting and other cleaning methods that will damage the historic building materials shall not be undertaken.
8. Every reasonable effort shall be made to protect and preserve archeological resources affected by, or adjacent to, any project.
9. Contemporary design for alterations and additions to existing properties shall not be discouraged when such alterations and additions do not destroy significant historical, architectural or cultural material, and such design is compatible with the size, scale, color, material, and character of the property, neighborhood or environment.
10. Wherever possible, new additions or alterations to structure shall be done in such a manner that if such additions or alterations were to be removed in the future, the essential form and integrity of the structure would be unimpaired.

Minimum Maintenance Requirements

A minimum maintenance requirement for designated properties would protect the property from deteriorating beyond the point of restoration. The minimum standard should not force excessively expensive maintenance measures but should require that the historic value not be destroyed from deterioration.

Penalties for Non-compliance

A final regulatory issue is the determination of the penalty for failing to comply with the review process. Destruction of historic character is irreversible and should not be tolerated when illegally executed. A stiff fine and a one year moratorium on building permits should be levied on any designated property where work is undertaken without a review and approval from the HPB. A stiffer penalty should be issued if a designated property is demolished without a permit. *A public review process to consider the impact of proposed alterations to designated historic landmarks should be established. Reviews should incorporate standard criteria such as those defined by the Secretary of the Interior.*

Developing Incentives For Preservation

Incentives for preservation promote voluntary measures to designate and preserve historic resources. Incentives often increase public awareness by providing benefits to people who normally would not seek out preservation information. Incentives offered through the City or other public agencies also reinforce a commitment to preservation and provide a leadership role for the community at large.

City sponsored incentive programs have resulted in many successes in the past. One example, the Community Development Block Grant (CDBG) program promoted building improvements in the Central Business District, and included an incentive in which business

owners received low interest loans for meeting a variety of stipulations, including compliance with the Design Guidelines. The resulting "facelifts" partially restored the historic architectural character of the downtown.

The HPC survey showed a high percentage of historic structures in need of repair, restoration, and replacement of original materials. The City of Durango is responding to housing issues by implementing a housing quality study and considering a housing code. A method to encourage housing improvements that are compatible with the building's historic character is to provide financial incentives to improve structures to owners of designated historic property. Southwest Community Resources used a similar program which required housing improvements to meet the Secretary of the Interior's preservation standards (see Page 37) when federal CDBG funding was used on residences in the Boulevard Historic District. Without a local preservation board to review the proposed alterations, interpretations of the standards were left to the State Historic Preservation Office in Denver. *A program of public and private incentives should be provided to encourage preservation, public education, and restoration of historic properties. Public incentives should include a form of financing available to owners of designated landmarks who propose improvements that meet preservation standards.*

Incentives can also apply to commercial properties. Some of the simplest financial incentives include the following and are recommended actions:

| | | |
|--|---|--|
| <i>Waiver or reduction of building permit fees</i> | for restoration/rehabilitation work on designated properties | this incentive has been used successfully in Boulder |
| <i>Make low interest loans available</i> | for restoration/rehabilitation work on designated properties | similar to CDBG program; design standards (such as those on Page 37) would need to be met to qualify for funding |
| <i>Charge the Historic Preservation Board to actively pursue grant funding</i> | for a small one-time-only uniform amount grant to the owner of a designated property to be used for s p e c i f i c restoration/rehabilitation projects | used successfully in Park City, Utah, this program required the applicant to match the grant funds and use the match money for specific structural improvements to upgrade housing |

City government can also encourage preservation measures through public assistance, and support for designated residential and commercial properties such as:

Adopt the Uniform Conservation Building Code (UCBC) to address health/safety issues on designated historic buildings. This Building Code would be used when new work is proposed on historic structures which were built with materials and techniques no longer considered in modern construction. The UCBC provides standards for safe regulation of these older elements of a building.

Sponsor or co-sponsor the development of promotional educational material, especially walking tours, of the City's residential and commercial historic areas. Walking tours and plaques increase pride in ownership and inform the community of the value of the property.

Pursue designation as a Certified Local Government to obtain state and national technical assistance and funding. Certified Local Governments receive federal funding which is apportioned through the State Historic Preservation Office and technical assistance, to use for preservation surveys and data collection, walking tours, and other work related to preservation planning.

More complex preservation incentives have been used in other communities using financing and development schemes. These incentives could be considered in the future if the demand exists.

V. THE IMPLEMENTATION PROCESS

The recommendations in this plan call for an ordinance to create an Historic Preservation Board to enact the objectives and recommendations listed in the plan. An ordinance would be considered by the City Council in the following procedure.

A. General publication and public comment period for a draft plan.

B. Public review of draft plan.

A public hearing will be held by the Planning Commission on March 22, 1990 to determine if the Plan should be recommended for adoption as an amendment to the Comprehensive Plan.

C. Adoption of Preservation Plan.

A public hearing will be held by the City Council to determine if the Comprehensive Plan should be amended to add the Preservation Plan element.

D. Preparation of the Ordinance.

City Council would direct the City Attorney to prepare an ordinance for review.

E. Ordinance Passed.

Two readings of the ordinance are held in front of City Council.

F. Historic preservation Board appointed by City Council.

APPENDIX

DURANGO AND ITS HISTORY

Durango has a rich, well documented history. This section is not intended to provide a detailed history, but gives an historic background to evaluate the historic features remaining in Durango today.

Early Man through the Anasazi

Archaeological and historical research show that the Animas Valley has been occupied for a very long time. Isolated archaeological finds with possible relationships to the Paleo-Indian period and sites tentatively dated to the Archaic period (6000 B.P. to 2000 B.P.) have been found outside the Durango City limits. The Durango area may have been visited by these very early populations, but it is unlikely that the fragile remnants from that time would have survived the extensive ground disturbance that comes with growth and change. Durango's earliest documented occupants are the Basketmaker Period antecedents to the Pueblo Period Anasazi. Basketmaker II sites including pit houses, pottery, and evidence of horticulture have been excavated in Durango. The Anasazi may have seen Durango's first boom-bust cycle well before tourism and natural resource development took hold. The numbers of sites known to the area indicate a swelling population in the Basketmaker III and Pueblo I periods, followed by a considerable drop in occupied sites in the Pueblo II and III periods when Mesa Verde, Hovenweep and areas to the south prospered. Although many archaeological sites have been destroyed as a result of the growth of Durango, prehistoric archaeological sites remain buried under streets and house foundations throughout town, especially along the ridges overlooking waterways.

Ute/Navajo through the Depression

Following the Anasazi period, the area was occupied by the Utes and sporadically by the Navajo. Both groups moved seasonally in small groups through the Animas Valley up to

the early 19th centuries. By the 18th century Europeans had begun to explore the area before the Dominguez-Escalante Expedition passed through the area in 1776. Records from the expedition indicate the path crossed the present day Bodo Industrial Park and Ridges Basin. The 1848 treaty of Guadalupe Hidalgo transferred the area from Mexican to American control, followed by a series of agreements between the Southern Utes and the United States Government in which large areas of Ute lands were relinquished to the Government, who opened the country to settlers and miners. Durango has no known physical remains of these early days before the property came under control of the U.S. Government.

Durango began its modern life in 1880 as the younger upstart sister to Animas City, which had been surveyed two miles up the river in 1876. While Animas City grew slowly, developing such industries as lumber, agriculture, and blacksmithing, the City of Durango practically leapt from the ground as one of the planned cities of the Denver and Rio Grande Railroad. In two short years, the property on the east side of a bend of the Animas River had been bought and neatly parcelled, and was up for sale to eager newcomers bent on creating a little bit of their midwestern or eastern heritage out in the West. A tidy grid system of streets, placing retail and wholesale outlets closest to the river and quiet residential neighborhoods upslope and beyond the commercial areas, was planned from the beginning and retains this character today. Most of the city south of 12th Street owes its streets, lots, and layout to the speculators of the railroad. And the speculators returned some of their gains to the city. The original development group, known as the Durango Trust, donated twenty-one lots to schools, churches, and public buildings. The lots containing present day City Hall and the modern courthouse were a result of this generosity. The Trust's best intentions also guided an attempt to require downtown builders to use brick and stone, but this standard lost out to the fervent pace of development and cheaper available building supplies of wood. A major fire in 1889 destroyed most of the downtown's frame structures which were replaced with the brick and stone buildings that still stand on Main Avenue today. In 1884, the Trust reorganized into

the Durango Land and Coal Company who expanded the development of their holdings in 1889 to include the Mountain View and Sunnyside additions located in the southeast part of the City. Other Durango developers included Peter Fassbinder whose bridge over the Animas River connected north and south Durango. Mr. Fassbinder sold water piped over the river from a spring on the property he owned, which is now the site of the Colorado State Fish Hatchery. The three houses standing side by side on West 17th Street behind Arby's were all built on Mr. Fassbinder's development. In the meantime, squatters settled on the "poor side" of the tracks between the proposed railroad tracks and the river where many of the prostitutes lived and conducted their business.

Business people on the other side of the tracks included Tom Graden, whose flour mill was located at the present site of the Red Lion Inn, and Alfred Camp, who merged his Animas City bank with the First National Bank at the northwest corner of 9th and Main. Caroline Romney founded the Durango Record in 1880. Charles Newman who made a respectable income from his pharmacy business, made his real money mining in Rico, and in 1892 built the Newman Building at the corner of 8th and Main.

Mining operations combined with the railroad to quickly establish Durango's economic base. The first smelter opened in 1882 followed by a second in 1892. With railroad transportation, ore from much of the San Juan mining region was processed in these smelters. Coal from local mines fueled the smelters, local homes, and businesses. The Durango Coal Company, located near the northeast corner of East 8th Avenue and 3rd Street built a tram up the hillside in 1881. The first coal fired power plant was constructed nearby, followed in 1889 by the Durango Light and Power Company building at 14th and Camino del Rio which provided the power for the street lights on Main and for the first developments north of the Animas River.

Durango's early days included its share of "socializing" elements. Numerous churches were established along The Boulevard supplemented by the Catholic parishes of St. Columba

at the north end of town and Sacred Heart at the south end. Five newspapers operated by the end of Durango's first year. School district records show high school graduates as early as 1889.

The early surge in growth was challenged by a severe depression beginning in 1893. Labor relations problems at the smelter followed by strikes at the smelters and coal mines, and the silver crisis produced tumultuous times for a community whose economic strengths had been based on natural resource development and on the railroad that transported these products. The smelters closed in 1894, victims of the drop in silver prices. The city emerged from hardship only to face another depression in 1907-1908 brought on by a nationwide banking failure. The depression did not completely halt activity. The library on East 2nd was constructed in 1907 with partial funding from Andrew Carnegie. The smelter reopened under new ownership, but suffered through strikes and union conflicts.

Although still a major force in the economy, the smelter's role was supplemented by the growth of agriculture and tourism. Ranchers and farmers relied on Durango as their central shipping and supply point. Growth was slow but steady during this time.

With decreasing support from the mining industry, the railroad's strength lost out to the car. Popular acceptance of the automobile brought the more adventurous tourists into southwest Colorado. Durango's boosters advertised the town as the starting point for visitors to Mesa Verde and the San Juan National Forest -- two newly established federal properties. New hotels, camper parks, and restaurants opened in town.

Tourism expanded even through the depression of the 1930's and has continued as a mainstay today. The Great Depression expanded the amount of Federal Government involvement in the community. In the 1930's, Durango petitioned for and received a Civilian Conservation Corps camp who worked on such projects as the Lion's Den on College Hill. The Works Progress Administration was responsible for constructing the

County Fairgrounds, assisting in developing Chapman Hill, installing public improvements; and building Smiley Junior High School. A combination of federal and state agencies sponsored archaeological investigations in the city led by local archaeologist Helen Sloan Daniels.

World War II to the Present

Along with the rest of the nation, Durango pulled out of the depression and into World War II. The smelter, which had been closed in 1930 was adapted to process uranium and vanadium during the war and continued operations to become the area's largest employer. Once again, Durango was a "smelter" town until the operations ended in 1963.

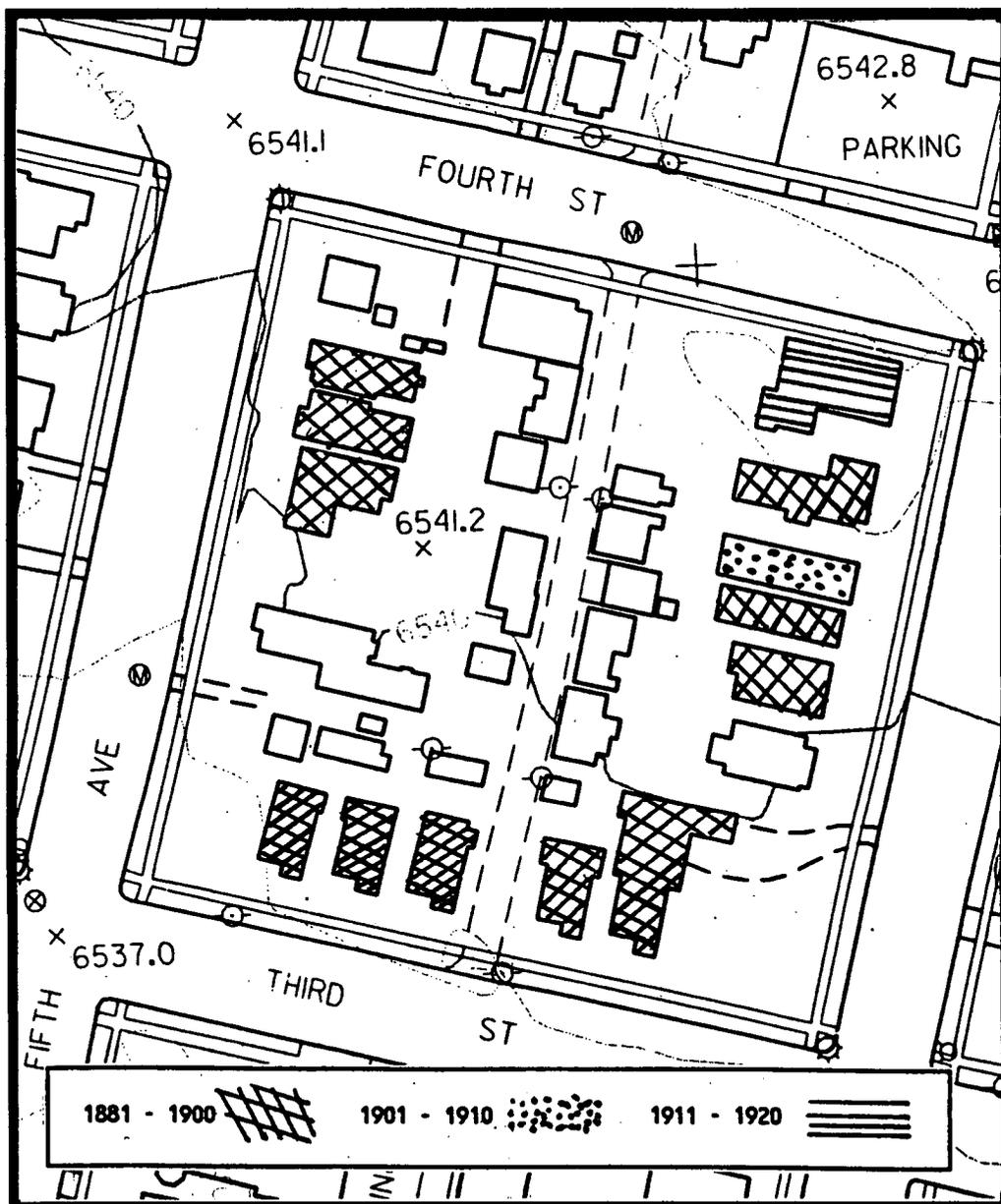
After World War II, Durango expanded upon its tourism and recreation roots. Animas City became part of Durango in 1948. Fort Lewis College moved to town in 1956 supplying steady teaching jobs, opening the community to a broader spectrum of cultural activities and swelling the local population during school sessions. The rising oil and gas industry propelled the city into growth and development. Oil and gas brought more people, more money, and new ideas to the region. Two new subdivisions, Crestview and Riverview, were built for this market. Purgatory Ski Area, founded by an oil man, brought a stronger winter tourist base to complement the well established summer tourist traffic which came to Durango to ride the train to Silverton and to camp and fish. The steady rise in tourism overwhelmed the impact of agriculture.

Durango is still involved in this dilemma. Faced with a waning agricultural industry and an ever increasing tourism base, more interest is paid towards luring light industry and "clean" business to the area. Durango faces the challenge to establish steady year round employment.

HPC SURVEY RESULTS

Construction Periods

Dates of construction help show if entire neighborhoods were developed and defined at one time. Construction periods also reflect popular building materials and styles of the time. As could be expected, most of the oldest remaining residences (1880's - 1900) were in the neighborhoods along 3rd Avenue and at the south edge of the City (1st, 2nd, 3rd, and 4th Streets) closest to the smelters and coal mines. Another early development area was located between 6th and 9th Streets, east of 3rd Avenue. This segment appears to be an extension of the housing style of "The Boulevard" on 3rd Avenue. In all three of these areas are classic examples of both brick and frame Queen Ann and Victorian Eclectic homes and boarding houses.



Survey Map noting the construction dates showed development patterns in neighborhoods. Most of this block was built in the 1890's.

Durango's first speculative resubdivision, the Valley View Subdivision, is located along Third Street. Other early areas of construction resulted from Peter Fassbinder's development around Park Avenue and his provision of a separate water supply. Farther north, a few of the farms that bordered Animas City are left along Junction Creek.

From the turn of the century until 1930, home building appeared to occur sporadically, with no specific concentration in any particular area. Construction patterns during the Depression showed some very specific building areas along major thoroughfares in the vicinity of East 7th and 8th Avenues, south of 5th Street, and on the blocks on the west side of Main between 25th and 30th Streets. 1930's era housing was also built as infill along alleys, on the very south edge of town, and in areas of old Animas City between 28th and 32nd Streets on the east side of the river. Based on the County Assessor's records, Animas City was apparently popular for new homes in the 1940's, but the data may have been affected by the annexation of Animas City into Durango in 1948. Post World War II construction, and the oil and gas boom of the 1950's resulted in numerous subdivisions along the remaining vacant hillsides on either side and above the river.

Assessments and Recommendations by Neighborhood

The survey findings varied from the old County Poor Farm to Chapman Hill. Durango and Animas City's range of historic items is an astonishingly broad representation of the settlement and growth of two communities side by side. Some of the most visible elements of our past are in the establishment and development of our neighborhoods. The following discussion of survey findings is organized by area to show how these features work together to provide historically significant elements of Durango.

Central Business District

The earliest commercial activity extended from the depot north along Main, with some development along East Second Avenue. A majority of the buildings in this area were

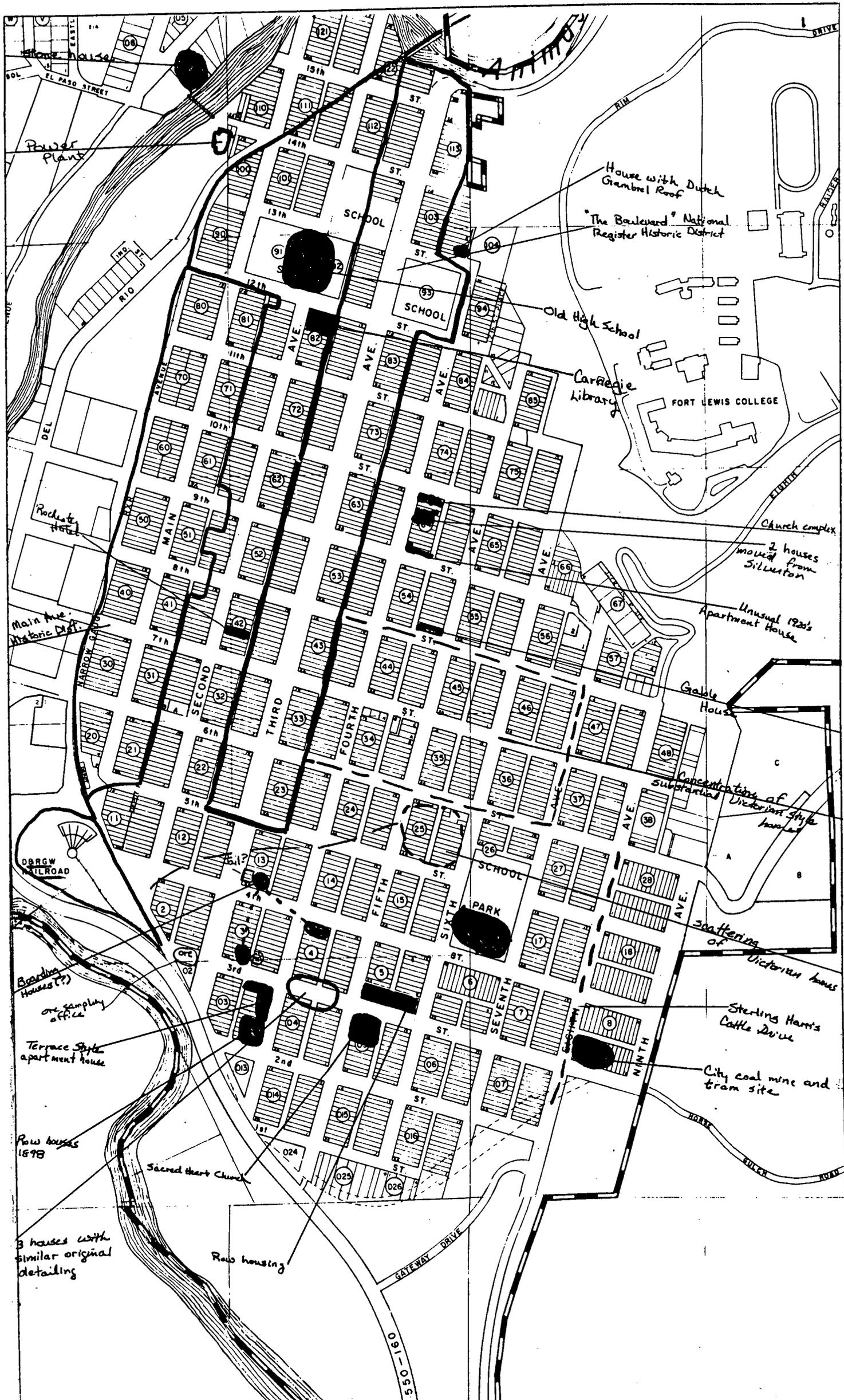


FIGURE 3 Some of the Identified Historic Features in South Durango

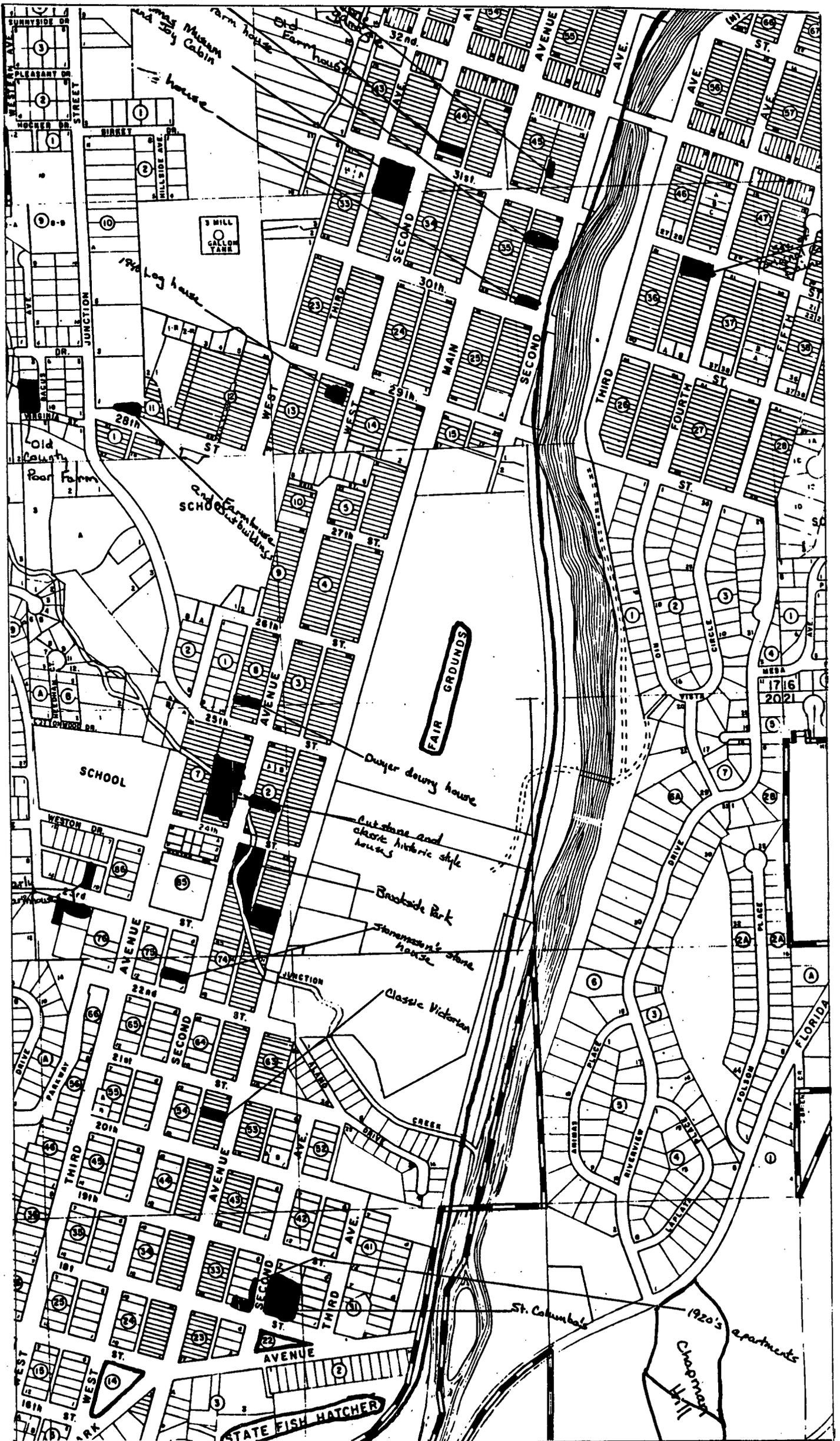


FIGURE 4 Some of the Identified Historic Features in North Durango

built in the late 1800's by the pioneering business people of the West. A walk down Main today shows that very few of these buildings have escaped alterations. Original facades have been covered with stucco, paint, or wood siding. With some effort on the owner's part, many of the facade alterations are reversible. Restoration projects such as the McDaniel Building (1040 Main) and the Schneider Block (990 Main) have returned a few of the buildings to their original state, but many remain covered or altered, hiding their original architectural features.

The major danger to the historic character of Main Avenue is the constant pressure to modernize buildings and to accommodate changing needs of commercial tenants. The City of Durango enforces design guidelines to encourage architectural compatibility in remodels, but restoration/preservation measures are not required. The HPC's review of the Main Avenue Historic District revealed that the authentic historic fabric of the area is slowly but consistently being replaced with contemporary features.

| | |
|----------------------|---|
| LOCATION: | 846 Main Avenue |
| CURRENT USE: | Piedra's Gallery |
| ORIGINAL USE: | Jewelers |
| CONDITION: | About one-half of the historic Carrera glass has been removed and destroyed. The exterior remains exposed |
| | |
| LOCATION: | 920 Main Avenue |
| CURRENT USE: | Vacant |
| ORIGINAL USE: | Retail / Confectionary |
| CONDITION: | Marble tile facade has been painted over. |

Figure 5. Here are two examples of the numerous alterations to the historic buildings in the Main Avenue Historic District

The changes may already be great enough to have decreased the percentage of historically significant buildings on Main Avenue to the point where the Main Avenue Historic District is in danger of losing its status as an historic district on the National Register of Historic Places. *Stronger measures are necessary to preserve the historic buildings on Main Avenue to protect the historic atmosphere and character of the core of the CBD.*

Just off Main is the vacant Durango Light and Power building. This property, owned by the City and listed on the National Register of Historic Places, was the first of only a very few Missionary Style industrial buildings built west of Chicago. The City unsuccessfully marketed the property for development in 1983. Federal tax credits and grants are available for rehabilitation work in this building, due to its listing on the National Register of Historic Places. The property has potential for development. *The Durango Light and Power building is an unusual resource with a great amount of historic significance and should be actively protected.*

East Second Avenue, originally intended as a retail street, contains a number of government and professional buildings interspersed with a few remaining single family homes and apartments. This avenue includes buildings from different eras with potential for historic significance. The 9-R School District Administration Building and Buckley Park anchor the north end of the street. The 9-R Building, constructed on property donated by the Durango Trust, operated as Durango's high school until 1976. Across the street, the original library was built with funding from Andrew Carnegie in 1907. Other public buildings on East Second are modern structures on old sites. City and County offices are located on properties donated near the turn of the century by the Durango Trust. East Second also holds Durango's only skyscraper, which was constructed during the oil and gas boom in the 1950's. Although it is not quite old enough to be considered of historic value right now, this building should be considered in the future for its representation of a major Durango industry.

The residential structures on East Second include older family homes, apartments, and the Rochester Hotel which was constructed between 1890 and 1893, and is included as an extension of the Main Avenue Historic District. Some of the homes and apartments should be considered for their possible historic value. The commercial zoning of this area points to the eventual destruction of residential structures for more intensive commercial development. The uncertain future of the old high school could be a threat to that structure.

The 9-R Administration Building, the Public Library, and some of the residential buildings on East Second Avenue should be considered for historic designation. Alternative uses should be considered for the 9-R Administration Building.

East 3rd Avenue to East 6th Avenue between 1st and 6th Streets

The residential areas to the east of downtown grew with the establishment of the smelter operations to the south, the coal mines, and the activities on Main. The area between East Third Avenue and East Sixth Avenue, south of Sixth Street was a vibrant neighborhood with strong ties to Sacred Heart Church. Remnants of housing developments for the men and women who worked at the smelters, the coal mines, and the railroad dominate the neighborhood. Hitching rings were found in some of the curbs. Former boarding houses, neighborhood groceries, and "row" houses are located in this area. At least two "Terrace" style apartment houses, a rare architectural style in Colorado were identified here. This area provides a solid core of turn of the century architecture with some infill from the 1910 through the 1930's. Very little has been built since 1940.

The age of this neighborhood shows in the condition of the structures. Much of the original construction material needs restoration or replacement. Propanel roofing and metal frame windows have replaced numerous original windows and roofs. The neighborhood has a mix of owner occupied and rental properties. The predominant zoning

(RST-8) allows for single family homes and duplexes, but most lot sizes are not large enough to meet the size requirement for a duplex. The City of Durango is currently considering a housing study to assist in improving Durango's housing stock. *The area south of 6th Street between 3rd and 6th Avenues should be considered for historic district designations. Any study of housing conditions and propositions for improvements in this area should consider the historic contribution of the neighborhood to the City's character.*

East of 3rd Avenue between 6th and 9th Streets and Extending to 6th Avenue

East of 3rd Avenue between 6th and 8th streets and extending to 6th Avenue is a concentration of homes similar to the housing in "The Boulevard" historic district. Some of Durango's early professional community located here, including Dr. Oschner, a physician and talented amateur photographer. This concentration of homes is a part of a larger neighborhood in "Old Durango" and does not appear to have a specific core.

Many homes east of the District contain four to five bedrooms. The neighborhood is located near the base of college hill, and appeals to buyers of rental properties. Many of the houses in this area are occupied by college students and experience the wear associated with numerous tenants moving in and out over the college semesters. The survey showed that in spite of the heavy traffic in these homes, many historic architectural features remain intact. Recent changes in the Durango Codes instigated a review process (Conditional Use Permit) prior to establishing new boarding houses, where no review had previously been required. *The area between East 3rd and 6th Avenues and between 6th and 9th Streets should be considered for an extension of the Boulevard historic district, or for a separate historic designation. Any housing assessment of this area should include the impacts on recommendations on the property's historic value. The review process for newly proposed rental units should include an assessment of the impact on the property's historic value.*

The National Register Boulevard District has a high level of pride in ownership and is in

very good condition. *The National Register Boulevard District should also be recognized on a local register.*

East and West of Main Between Park Avenue and 24th Street

Development along Park Avenue owes its beginning to Peter Fassbinder, who built the first Main Avenue bridge across the Animas River and subdivided property near West Park. Construction along East and West Park may have been spurred by St. Columba's Church in 1881, and the State Fish Hatchery's establishment between 1900 and 1925. Some of the earliest homes in Fassbinder's addition are on the west side of Main between Park Avenue and 20th Street. Both sides of Main Avenue, between Park Avenue and 20th Street, have various individual properties with historic potential. The HPC survey did not determine enough related properties to form an historic district, but certain individual properties deserve recognition.

The Mercy Neighborhood Plan element of the Durango Comprehensive Plan includes recommendations to preserve the remaining historic elements of the neighborhood. The neighborhood plan references the encroachment of health care related clinics and facilities resulting from conversions of existing residential structures. These conversions should not disturb historic facades. *Individual properties between the Main Avenue Bridge and 20th Street on either side of Main should be considered for historic designation. These properties include the State Fish Hatchery and St. Columba's Church. Measures should be taken to preserve the exterior of historically significant residential structures that may be converted to commercial uses.*

24th to 26th Street West of Main and up Junction Street

The Animas City-Durango connection became more evident as the survey moved north towards Junction Creek. A concentration of larger homes located on either side of

Junction Creek to the west of Brookside Park includes a scattering of farmhouses from the 1890's to the 1910's, houses on larger parcels of land, and the brick home built as the dowry for La Plata County Sheriff Robert Dwyer's daughter. Further up Junction Street is the old county poor farm, and a few remaining farmhouses on the farthest extent of Animas City. Junction Street also provides an historic entrance to the San Juan National Forest and mines of the La Plata Mountains.

This area includes a widely scattered distribution of originally rural homes. The current zoning is a mix of single and multi-family housing. The multi-family zoned properties with historic buildings have been expanded in order to "maximize" the multi-family designation, sometimes at the expense of the original building. The single and two-family zoned parcels, however, remain in good shape and exhibit a great potential to provide historic value. *Further study of the houses on either side of Junction Creek west of Brookside Park should be undertaken to determine the level of historic significance in this area and the potential for either landmark or district designations. Multi-family zoned historic properties should be protected from potential damage to the historic elements of the property.*

Old Animas City

Few historic resources remain in Animas City. Old Animas City appears to contain a scattering of individual properties with potential for historic significance. Many of the very early log structures, built before the sawmill or brickyard operated were torn down or replaced. One log cabin, which was a residence and blacksmith shop, has been saved and is currently located on the grounds of the Animas Museum. The Animas Museum, formerly the Animas School, is visible from almost any location in Animas City. The school was built in 1906 to replace the school building which was located across the street. A few old farmhouses, including the old Connor Dairy are located on either side of the Animas River. Just outside the City limits lies the Animas City Cemetery. The Cemetery is owned by the City of Durango and will be annexed into the City in the future. Some of the first residents of the valley are buried in this cemetery. The property is currently

not easily accessible and is not maintained. The Cemetery has potential to provide an educational historic resource for all residents of the area. *Specific individual historic resources in Animas City, including the Animas School, the Cemetery, and the Connor Dairy should be considered for historic landmark designation. The City should consider a means for public access and education regarding the Animas City Cemetery.*

Other areas of the City contain various individual features with possible historic significance. These items are listed individually in the Appendix. A representative sample includes the following:

RESOURCE

COMMENTS

Lion's Den

Although partially rebuilt, the Lion's Den represents the CCC projects of the 1930's.

Chapman Hill

Represents the recreation element so integral to Durango's history. Originally developed with the help of WPA projects.

Stock Drive Route along 8th Avenue

Sterling Harris and possibly others used this route for stock drives.

Individual historic properties scattered throughout Durango should be considered for historic designation.

Summary of Goals For Preservation In Durango

The survey also raised other preservation issues in Durango. Surveyors talked to residents of the neighborhoods and learned how much and how little Durangoans know about their

past. The HPC found that most people have a general interest in Durango's past, and are curious to learn more. Some homeowners wish to learn more about their properties and about restoration of their homes. *Public education programs should be implemented about Durango's history. Technical assistance and incentives should be made available to property owners interested in restoring their properties.*

**HIGHLIGHTED HISTORIC RESOURCES
WITH POTENTIAL FOR HISTORIC SIGNIFICANCE**

| <u>ITEM</u> | <u>LOCATION</u> | <u>COMMENTS</u> |
|---|--|--|
| Identical row houses from 1890's | Between 5th & 6th Ave on 3rd Street | First recorded housing development in Durango Valley View Subdivision |
| Sacred Heart Church | 3rd St. & 5th Ave | Early Catholic Church |
| Row houses 1898 | 200 Block of 4th Ave | Used by smelter employees |
| Terrace style Apt. House | 200 Block of 4th Ave | Unusual architectural style in Colorado from 1890's-1920's |
| Turn of the century boarding houses (3) | NE corner of 4th St & 3rd Ave; NE corner of 3rd St & 3rd Ave; NE corner of 4th St & 4th Avenue | Used by smelter employees Need more research |
| Three houses with original gable ornamentation and much of original detailing | 400 Block of 3rd Street | Possibly tied to Sacred Heart Church |
| Original location of old city coal mine and tram | NE corner of 3rd Street and 8th Avenue | Should be surveyed more thoroughly to see if anything remains |
| Route of the Sterling Harris cattle drive | 8th Avenue | Route should be commemorated - Ties to agriculture |
| Park next to Park School | Park School | Early Durango park |
| A scattering of class victorian homes | Between 5th & 6th Ave and between 5th & 6th Streets | |
| Concentration of substantial brick and frame classic Victorian, Queen Anne, Bungalow and Row House Styles | Between 6th & 8th St from Boulevard Historic District to the east to 7th Avenue | Potential for an historic district, very similar to 3rd Avenue historic district |
| Gable House | 805 E. 5th Avenue | At one time Ochsner |
| 20's (?) style apartment house | 400 block of 9th Street | Possible terrace style |
| Hitching rings | Scattered throughout City | |

| <u>ITEM</u> | <u>LOCATION</u> | <u>COMMENTS</u> |
|---------------------------------|-----------------------------------|--|
| Two houses moved from Silverton | 900 Block of 4th Ave | |
| Free Methodist Church complex | SE corner of 10th St & 4th Avenue | Church, parish house |
| Dutch Gambrel Roof house | Corner of 13th St & 4th Avenue | One of only two in Durango |
| 9-R Administration Building | 12th St & E. 2nd Ave | Old High School |
| Smiley Jr. High | 13th St. & E. 3rd Ave. | Built by WPA |
| State Fish Hatchery | | 2nd (?) oldest in Colorado |
| Stone Houses | West Park Avenue | One is Dr. Ochsner's old hospitals |
| Viles Park | 2nd Avenue & 17th St | |
| Mercy Neighborhood | | Individual landmarks potential |
| St. Columba's Church & Vestry | 2nd Ave & 19th St. | First Catholic church in Durango |
| Apartments | Across Street from St. Columba's | 1926 - Needs further research |
| Rick Lane's Office Bldg. | 2000 Block of Main | Retains historic character |
| Stone House | 2200 Block of W. 2nd | Cummins (stonemason) home |
| Brookside Park | 2301 Main | Turn around for street car; early campground |
| 3-4 Houses | W 300 Block of 23rd St. | Early farmhouses, some early barns and agricultural buildings |
| Group of 4-5 houses | 2400 Block W. 2nd | 2 beautiful cut stone houses, and 3 1890's vintage homes with unusual architectural styles |
| Barker Home | 2500 Block W. 2nd | House built as dowry for daughter of first white settler (Dwyer) |
| Clovis Apartments | Corner of Virginia and Bacus | Old County poor farm; "gold cure" company may have also used the structure |

| <u>ITEM</u> | <u>LOCATION</u> | <u>COMMENTS</u> |
|----------------------------------|--|---|
| Farm and barn | 28th & Junction | |
| County Fairgrounds | | |
| Log House | 2800 Block of W. 2nd | Should be studied further for ties to Yeager family |
| House | 3001 E. 2nd Avenue | Legend of serving as Army officers' quarters |
| Farmhouse (?) | 3065 E. 2nd Avenue | Needs further research |
| Animas Museum Joy Cabin | 31st & W. 2nd Avenue | |
| Stone Garage | Alley south of North City Market | Possible stable or blacksmith |
| Lion's Den | Rim Drive | |
| Chapman Hill | Florida Road | |
| Animas Dump | Above 32nd Street | Used by Animas City and Durango |
| Farmhouse Dairy | 3072 E. 4th Avenue | Site of original Connor |
| Dump | Roosa & Avenida del Sol | |
| Boulevard Historic District | East Third Avenue | National Register Historic District |
| Main Avenue Historic District | Main Avenue between 5th and 12th Streets | National Register Historic District |
| Durango Light and Power Building | Corner of 14th and Camino del Rio | Listed on National Register of Historic Places |
| Durango Public Library | 1188 East 2nd Avenue | Constructed in 1907 with Carnegie funding |

DURANGO ARCHAEOLOGICAL ORDINANCE

10-5-16 Archaeological resources. The city recognizes the existence and importance of buried prehistoric and historic archaeological resources in the city and declares as a matter of public policy that strong and consistent efforts will be made to identify, preserve and protect such resources wherever possible and reasonable.

- (a) All archaeological sites, whether designated or nondesignated, archaeological structures, and artifacts on city-owned property are the collective property of the citizens of the city and it is unlawful to remove, plunder or disturb any such site, structure or artifact without prior written authorization having first been obtained from the office of the city manager.
 - (1) Anyone violating any provisions of this section (10-5-16) shall be subject to penalties as set forth in Article 14.
- (b) The city council shall implement the above archaeological policy in accordance with the following:
 - (1) Shall appoint a city archaeologist to serve and advise the city upon request concerning any matters regarding archaeological and historical preservation.
 - (2) Shall examine any site and make appropriate recommendations in advance of the issuance of any city development approval or permit to ensure that all potential archaeological resources have been identified and professionally evaluated.
 - (3) If found to be of archaeological significance to the community, state, or nation, shall undertake necessary mitigation programs for such resources on public property, and shall encourage the implementation of necessary mitigation programs for such resources on private property should important archaeological resources be threatened with damage by any construction or development proposed to be permitted, licensed or funded by the city.
 - a. Such mitigation programs shall include, to the extent feasible:
 - 1. The preservation of archaeological resources in their original location.
 - 2. Necessary excavations for purposes of recording and documenting the archaeological site, structure or artifact.
 - 3. Examination and investigation sufficient to obtain necessary information to ensure the preservation of the historic, archaeological and other scientific significance of the site, structure or artifact.
 - 4. The completion of necessary mapping, photographing or recording of any historical structure in accordance with standards of the Historical American Building Survey and the Historic American Engineering Record.
 - 5. Shall maintain a complete set of maps and other necessary records pertaining to all known archaeological sites within the city limits.

- (a) Such records shall include appropriate repositories for any maps, photographs, records or artifacts recovered during an archaeological survey of sites within the city.
- 6. Shall create and institute a register of historic and archaeological properties within the city limits.
 - (a) Nominations to the register of historic and archaeological properties may be made by any private or public entity or person and shall be reviewed by a committee established by the city council for such purpose.

The committee shall make the necessary recommendations for inclusion within the register to the city council. The register of historic and archaeological properties shall be independent of any similar federal or state register.
- 7. Shall require that any work carried on by employees of the city involving archaeological sites, structures or artifacts, be appropriately documented and reported according to accepted professional standards, including the filing of a copy of any such report with the Colorado Historic Preservation Office.
- 8. Shall establish a system of liaison and public information, whereby residents of the city may be given qualified assistance regarding archaeological and historic preservation.
- 9. Shall identify and designate structures or sites of an archaeological nature that may have potential for development and to further develop such structures or sites for public viewing, enjoyment, recreation and education.
- 10. Shall publicize, promote and encourage public awareness of the need for, and the benefits to be derived from, archaeological preservation and to further encourage private individuals, property owners, and developers to participate in and financially support the archaeological monitoring of their projects in a spirit of public cooperation and goodwill.