

MEMORANDUM

November 2, 2016

TO: Landmarks Board

FROM: Lesli Ellis, Comprehensive Planning Manager
Debra Kalish, Senior Assistant City Attorney
Marcy Cameron, Historic Preservation Planner
James Hewat, Senior Historic Preservation Planner
William Barnum, Historic Preservation Intern

SUBJECT: Public hearing and consideration of an application to designate the building and a portion of the property at 4750 Broadway as a local historic landmark as per Section 9-11-5, Boulder Revised Code 1981 (HIS2016-00145).

STATISTICS

1. Site: 4750 Broadway, Boulder, Colorado
 2. Zoning: MU-1
 3. Owner/Applicant: Armory Community, LLC
 4. Legal Description: NW ¼ SW ¼ SW ¼ 7-1N-70 1 0 ACS M/L ARMORY BLDG.
 5. Date of Construction: 1940
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STAFF RECOMMENDATION

Staff recommends that the Landmarks Board adopt the following motion:

*I move that the Landmarks Board recommend that the City Council designate the building and a portion of the property at 4750 Broadway as a local historic landmark, to be known as the **Armory Mess Hall**, finding that it meets the standards for individual landmark designation in Sections 9-11-1 and 9-11-2, B.R.C. 1981, and adopt the staff memorandum dated November 2, 2016, as the findings of the board.*

FINDINGS

The Landmarks Board finds that, based upon the application and evidence presented and subject to the conditions of approval, the proposed designation application will be

consistent with the purposes and standards of the Historic Preservation Ordinance, Chapter 9-11, B.R.C. 1981, and:

1. The proposed designation will protect, enhance, and perpetuate a property reminiscent of past eras and persons important in local and state history and provide a significant example of architecture from the past. Sec. 9-11-1(a), B.R.C. 1981.
2. The proposed designation will help maintain an appropriate setting and environment and will enhance property values, stabilize the neighborhood, promote tourist trade and interest, and foster knowledge of the city's living heritage. Sec. 9-11-1(a), B.R.C. 1981.
3. The proposed designation draws a reasonable balance between private property rights and the public interest in preserving the city's cultural, historic, and architectural heritage by ensuring that demolition of buildings important to that heritage will be carefully weighed with other alternatives. Sec. 9-11-1(b), B.R.C. 1981.
4. The property proposed for designation has historic, architectural or aesthetic interest or value. Sec. 9-11-2(a)(1), B.R.C. 1981.

BACKGROUND

On March 4, 2016, the City of Boulder received an application from the property owner, Armory Community, LLC, for individual landmark designation of the Armory Mess Hall Building at 4750 Broadway. On Aug. 4, 2016, the Planning Board approved a Site Review Application (LUR2015-00012) for redevelopment of the property with up to 200 dwelling units and 8,400 sq. ft. of retail, and two new street connections. The Site proposal includes a 23 percent parking reduction and a condition of the approval was for the applicant to submit a landmark designation application for the Armory Mess Hall.

PROPERTY DESCRIPTION

The Mess Hall Building is located on an 8.55 acre property that is bounded by Broadway on the west, 14th Street on the east, and Lee Hill Drive on the north adjacent to the Holiday neighborhood. The front gabled building proposed for Landmark designation is oriented north-south building and located approximately 50 feet south of Lee Hill Drive and approximately 200 feet from Broadway, with the primary entrance

on the north end. The property is not located in a potential or designated historic district and has not been previously surveyed.

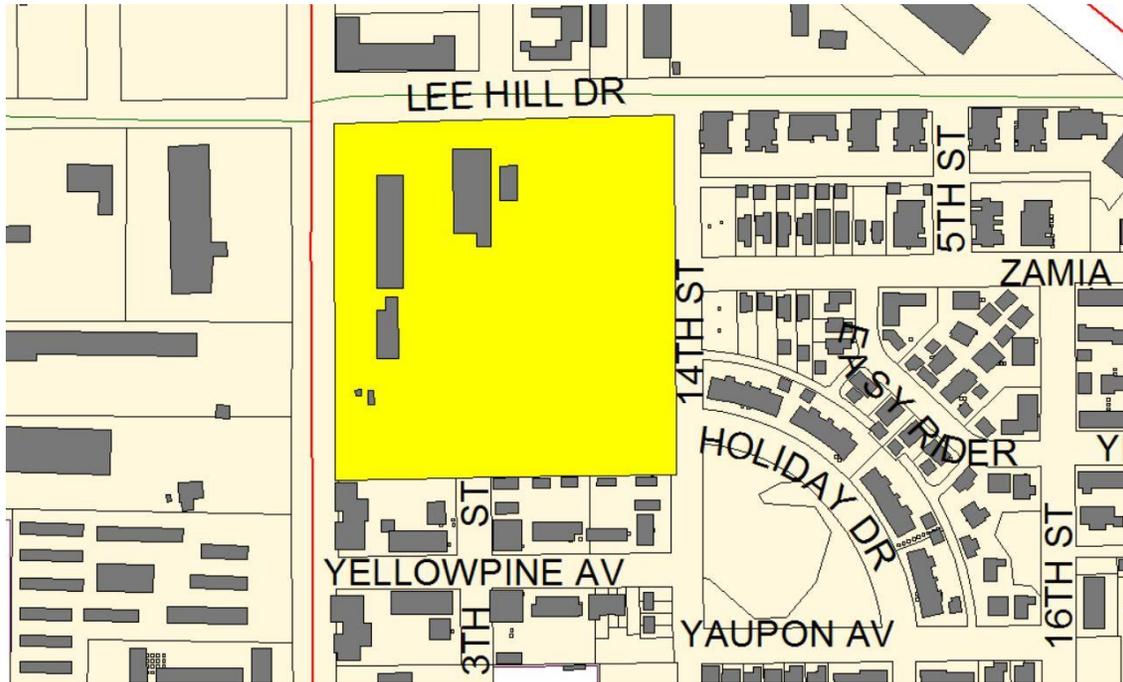


Figure 1. Location Map, 4750 Broadway



Figure 2. 4750 Broadway, North Elevation, 2016.

Utilitarian in form and design, the building is constructed of painted concrete block with a corrugated metal and louvered vents on the gabled ends. Six window openings with 18-light steel casement windows are located on the western portion of the north elevation.



Figure 3. West elevation, 2016.

The east and west elevations feature a series of paired openings with multi-light casement windows. Five pedestrian doors and two vehicular doors are located on the west elevation. Pairs of square windows are located on the south end of the west elevation; two windows are aligned above the middle pedestrian doors at a clerestory level, while the three southern most window openings are located approximately 5' from the floorplate. A concrete ramp is located along the western elevation.



Figure 4. East elevation, 2016.

The east elevation features two vehicular doors with paired windows above, and a single pedestrian door. In total, twelve window openings are located on the east elevation. A non-historic shed, approved for demolition, is located east of the building.



Figure 5. South Elevation, 2016.

The south elevation mirrors the north elevation, with five off-center window openings located on the lower half of the elevation. A louvered vent is located at the gable end. A tiered brick chimney is located at the southeast corner of the building. The south elevation features five square window openings that are location on the west portion of the elevation. A one-story, gable-roof addition is located at the southeast corner of the building. It appears in the 1958 aerial photograph of the property (see Figure 11). The addition has been approved for demolition as part of the redevelopment of the property with the chimney to be maintained.

ALTERATIONS

The building appears to be largely intact to its original construction, with the exception of replacement of doors.



Figure 6. Buildings approved for demolition, 1972.

Two other buildings are located on the property and have been approved for demolition. The CMU block buildings are located on the west side of the property, oriented parallel to Broadway. Constructed in 1954, the buildings have flat roofs and square window openings with multi-light windows. While associated with the Colorado Army National Guard, staff recommended through the Site Review process that only the Armory Mess Hall be designated as an individual landmark. The largest building on the site, the Mess Hall is representative of the property's history and allows for redevelopment of the rest of the site.

LANDMARK ALTERATION CERTIFICATE

On June 16, 2016, the Landmarks Design Review Committee (Ldrc) reviewed and approved a Landmark Alteration Certificate (LAC) for the rehabilitation of the building. The proposal includes replacement of the windows within the existing openings, construction of two dormers on the east elevation and a single dormer on the west elevation, and the addition of projecting canopies above two pedestrian doors on the east and one door on the west. A new storefront opening on the north elevation was approved. A screen wall measuring six feet in height has been approved on the north elevation. The south elevation will remain the same, with the addition of a CMU trash enclosure at the base of the building.

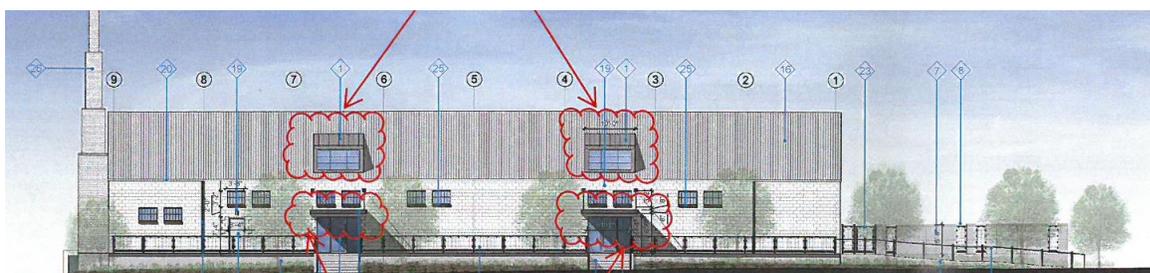


Figure 7. Approved LAC drawings, East Elevation, 2016. Note indicates corrugated galvanized roofing on the new dormers and construction of canopies at the entrances.

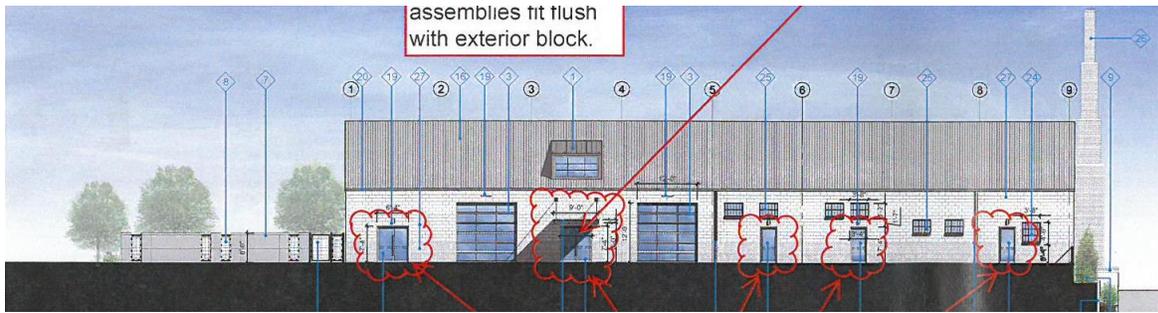


Figure 8. Approved LAC drawings, West Elevation, 2016. Note indicates existing doors to be changed to glass and construction of canopies at the entrances.

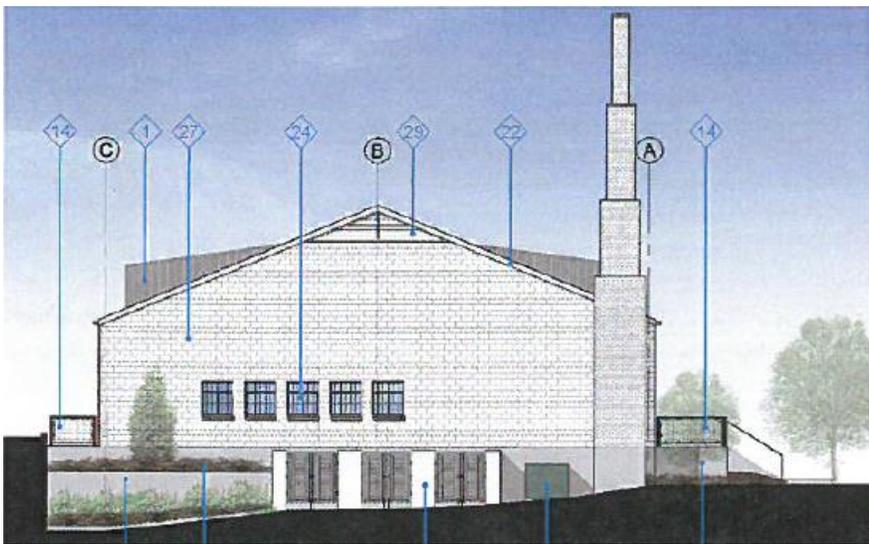


Figure 9. Approved LAC drawings, South Elevation, 2016.

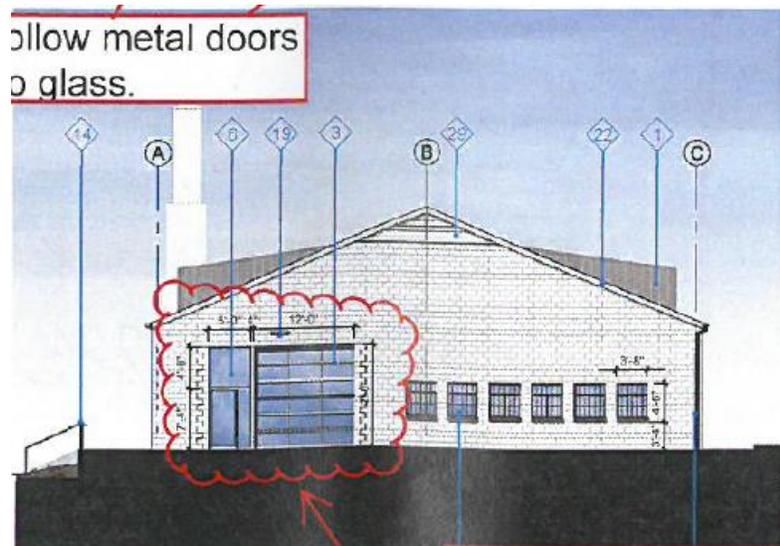


Figure 10. Approved LAC drawings, North Elevation, 2016. Notes indicates new storefront opening to be aligned flush with exterior block.

HISTORY

In 1950, the *Daily Camera* reported that the National Guard was constructing a \$4 million base that would house the third largest National Guard unit of its type in the United States and the largest Guard unit, including both ground and air squadrons, in Colorado.¹ The facility was originally built to serve as the headquarters for the 139th Aircraft Control and Warning Squadron of the Colorado Air National Guard. The unit was formed in Boulder in 1947 and maintained 4750 Broadway as their headquarters until 1956, when the unit relocated to Buckley Air Force Field near Denver. In 1956, the property served as the headquarters for Battery A of the 137th Artillery of the Colorado Army National Guard.



Figure 11. Aerial view of the Armory, 1958.

¹ “Air Guard Training Station Opened In 1950.” *Daily Camera*. 9 January, 1966.



Figure 12. Early view of 4750 Broadway while occupied by the Air National Guard, c. 1954.

The Colorado National Guard was established in 1883, however, the Colorado Volunteer Militia, a predecessor of the National Guard, was established in 1861. The Armory Building at 934 Pearl St. was established in 1883 and operated until 1915, when the second armory was completed at 1511 University Ave. Both previous armories still stand today; 934 Pearl St. was designated as an individual landmark in 1976 and has been adaptively reused as a retail store, and the University of Colorado utilizes the armory at 1511 University Ave. as classrooms.

The buildings at 4750 Broadway were nearly finished in late 1949 and an open house was held Jan. 15, 1950. The project cost an estimated \$4 million, and included sophisticated radar equipment.

In 1951, during the early years of the Cold War, the Federal government devised a plan to spread out their Federal facilities from the Washington, D.C. area. Boulder was chosen as the home for a Central Radio Propagation Laboratory (CRPL), which researched how radio energy travels in space. Since this research required an environment clear of radio interference, Boulder was deemed suitable for its quiet environment and proximity to a university.



Figure 13. Lt. Col. John R. Mack, head of the 138th Aircraft Control and Warning Squadron, adjusts the controls on the radar equipment, 1954.

During the construction of the Radio Building at 325 Broadway in south Boulder (now incorporated in NIST), CRPL staff occupied facilities at what was then the Air National Guard headquarters in north Boulder. In 1954, CRPL moved to its modern home at 325 Broadway, and the Air National Guard moved back in. In 1965, CRPL was reorganized into the NOAA and NIST agencies and is still located at 325 Broadway today. The CRPL was able to use the north Boulder facilities during this time, as the 138th squadron of the Air National Guard was on active duty serving in the Korean War.

In 1955, the Air National Guard relocated its facilities to Buckley Field near Denver. Commanding Officer Lt. Col. John Mack noted that while the site was appropriate for training, the area “would not be good for actual use in event of mobilization” due to the range of mountains directly to the west.²

In February of 1956, the property became the headquarters for the Colorado Army National Guard, and Battery A of the 137th Field Artillery relocated to the site from the Armory at 1511 University Avenue. During the 1960s and 70s, the unit was typically made up of around 60 soldiers, 10 officers and housed approximately 42 trucks, 39 different radios, four 155 mm howitzers, and later in 1966, an 8 inch, self-propelled howitzer. Each summer, the unit would travel to Fort Carson for annual training.

² “Air National Guard To Abandon Boulder Station.” *Daily Camera*. 6 February 1956.

The National Guard units that occupied the 4750 Broadway have since been dispersed to other armories in Colorado. However, some equipment remained at the Armory as well as personnel to maintain stewardship until the National Guard vacated the property in 2014.

CRITERIA FOR THE BOARD’S DECISION:

Section 9-11-5(c), *Public Hearing Before the Landmarks Board*, B.R.C. 1981, specifies that in its review of an application for local landmark designation, “the landmarks board shall determine whether the proposed designation conforms with the purposes and standards in Sections 9-11-1, ‘*Legislative Intent*,’ and 9-11-2, ‘*City Council May Designate Landmarks and Historic Districts*’ B.R.C. 1981.” See Attachment C: Sections 9-11-1, Purpose and Legislative Intent, and 9-11-2, City Council May Designate or Amend Landmarks and Historic Districts, B.R.C. 1981.

To assist in the interpretation of the historic preservation ordinance, the Landmarks Board has adopted significance criteria to use when evaluating applications for individual landmarks. See Attachment D: Significance Criteria for Individual Landmarks. The board may approve, approve with modifications, or disapprove the application. Findings must be adopted within 30 days of the hearing date. Should the board disapprove the application, the board must notify City Council of that action within fourteen days of the hearing date. City Council may call up a decision disapproving a designation. Should an application be disapproved, the same application may not be submitted for a period of one year.

If the board finds that the proposed designation conforms to Sections 9-11-1 and 9-11-2, B.R.C. 1981, it shall adopt specific findings and conclusions approving or modifying and approving the application. If the board approves the proposed designation, the application will be forwarded to City Council (within 100 days) for a public hearing.

ANALYSIS OF LANDMARK CRITERIA

A. *Does the proposed application protect, enhance, and perpetuate buildings in the city reminiscent of past eras, events, and persons important in local, state, or national history or providing significant examples of architectural styles of the past and does the portion of the property proposed for designation have historic, architectural or aesthetic interest or value?*

Staff finds that the designation of the Armory Mess Hall at 4750 Broadway will protect, enhance, and perpetuate a building reminiscent of a past era, past events, and persons important in local history and preserve an important example of Boulder’s historic architecture. Staff considers the application to meet the historic criteria for individual landmark designation as outlined below:

HISTORIC SIGNIFICANCE

Summary: The building located at 4750 Broadway has historic significance under criteria 1, 2, and 3.

1. Date of Construction: 1949

Elaboration: A *Daily Camera* article reported that the facility was completed in late 1949.

2. Association with Persons or Events: Military Operations; Science and Technology

Elaboration: The site was developed for use by the Air National Guard, and used by the Central Radio Propagation Laboratory (CRPL) from 1951-1954. From 1956 until 2014, the property was used as the headquarters for the Colorado Army National Guard.

3. Development of the Community: Military, Science and Technology

Elaboration: The site was utilized for military operations for over sixty years, and represents Boulder's development during the post-war years due to national emphasis on military and scientific progress.

4. Recognition by Authorities: None observed.

ARCHITECTURAL SIGNIFICANCE

Summary: The building at 4750 Broadway has architectural significance under criteria 1, 2 and 4.

1. Recognized Period or Style: Post-WWII

Elaboration: The simple building lacks architectural detailing, and is representative of utilitarian buildings constructed in the post-WWII period.

2. Architect or Builder of Prominence: Air National Guard

Elaboration: The Air National Guard constructed the Amory Mess Hall for use as their headquarters.

3. Artistic Merit: None Observed.

4. Example of the Uncommon: Military Building

Elaboration: The building is representative of a building constructed by the Air National Guard. Two other armories, located at 934 Pearl St. and 1511 University Ave., are historically significant. The building at 934 Pearl St. was designated as an individual landmark in 1976.

5. Indigenous Qualities: None Observed.

B. *Does the proposed application develop and maintain appropriate settings and environments for such buildings, sites, and areas to enhance property values, stabilize neighborhoods, promote tourist trade and interest, and foster knowledge of the City's living heritage?*

Staff considers the proposed application would maintain appropriate settings and environments for such buildings, sites, and areas to enhance property values, stabilize neighborhoods, promote tourist trade and interest, and foster knowledge of the city's living heritage. The proposed boundary encompasses a five-foot perimeter around the building. Staff believes that the application meets the environmental significance criteria for individual landmarks as outlined below:

ENVIRONMENTAL SIGNIFICANCE

Summary: The building at 4750 Broadway has environmental significance under criterion 3.

1. **Site Characteristics:** None Observed
2. **Compatibility with Site:** None Observed
3. **Geographic Importance:** Familiar visual feature in north Boulder.
Elaboration: Prominently located near the intersection of Broadway and Lee Hill Road, the armory is a familiar visual feature in north Boulder.
4. **Environmental Appropriateness:** None Observed
5. **Area Integrity:** None Observed
Elaboration: The property is not located in a designated or identified potential historic district.

Landmark Name:

Staff considers this landmark should be known as the **National Guard Armory Mess Hall**, for its association with the Colorado National Guard and its historic use as a mess hall. This is consistent with the Landmark Board's *Guidelines for Names of Landmarked Structures and Sites (1988)* and the *National Register of Historic Places Guidelines for Designation*. See *Attachment E: Guidelines for Names of Landmarked Structures and Sites*.

Boundary Analysis:

The proposed boundary includes a five-foot around foundation of the building, which is consistent with current and past practices and the National Register of Historic Places Guidelines for establishing landmark boundaries.

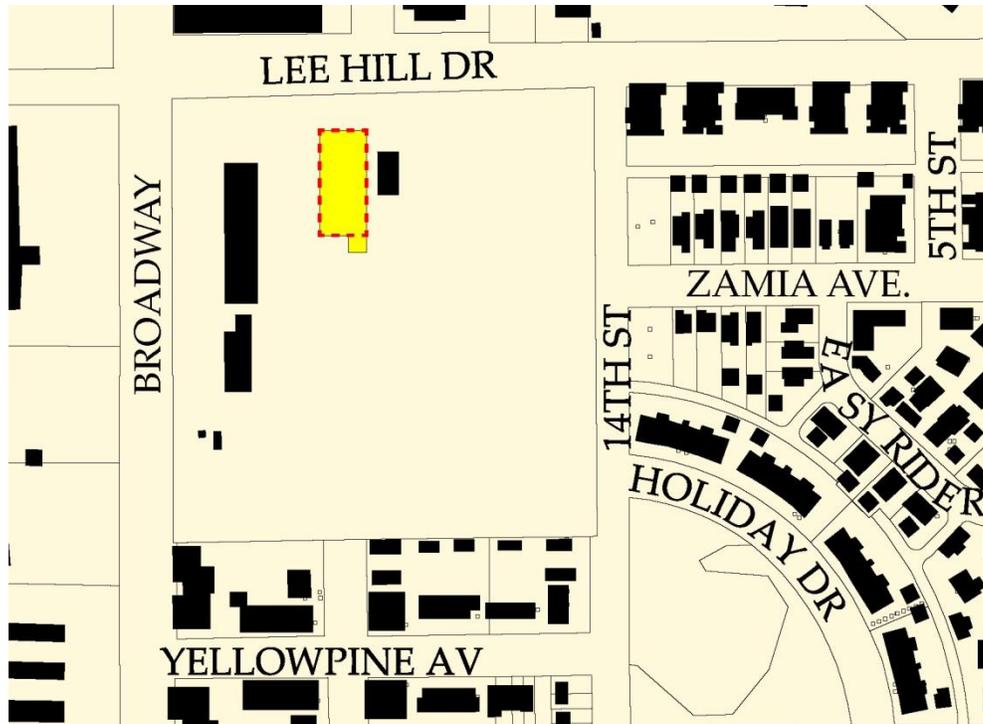


Figure 14. Proposed Landmark Boundary (dashed line).

ATTACHMENTS:

- A: Designation Application
- B: Current Photographs
- C: Chapter 9-11-1 & 9-11-2 Purposes and Intent, Boulder Revised Code, 1981.
- D: Significance Criteria for Individual Landmarks
- E: Guidelines for Names of Landmarked Structures and Sites

Attachment A: Designation Application

1/15 2016-00053

Application for Individual Landmark

Name of Building: North Boulder Armory Mess Hall **Date:** 02/24/2016

Address: 4750 N. Broadway

Owner(s): State of Colorado DMVA **Phone:** (720) 250-1511

Address(es): 6848 Revere Parkway, Centennial, CO 80112

Applicant: Armory Land Investors, LLC **Phone:** (303) 447-0450

Address: c/o Bruce Dierking, 2595 Canyon Blvd., Ste. 200

Date of Construction: 1940's

Type of Construction: Block and brick with metal roof

Architectural Style / Period: Post WW II National Guard Armory

Architect / Builder: Colorado National Guard

Condition of Exterior: Paint is chipping and peeling; otherwise good

Additions / Alterations to Exterior: N/A

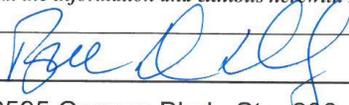
Date of Alteration(s) / Addition(s): N/A - Unknown

Please attach a copy of the legal description of the property.

Fee \$25 (if applicable)

A filing fee of \$25.00 is required to file an application for designation of an individual landmark. Should the Landmarks Board initiate designation of a property or area, there is no fee involved.

I certify that the information and exhibits herewith submitted are true and correct to the best of my knowledge.

Signature: 
Address: 2595 Canyon Blvd., Ste. 200, Boulder, CO 80302
Designation initiated by: _____ Date: _____

Attachment B: Current Photographs



Armory Mess Hall, East Elevation, 2016



Armory Mess Hall, North Elevation, 2016



Armory Mess Hall, South Elevation, 2016



Attachment C: Purposes and Intent

**9-11-1 & 9-11-2 Purposes and Intent
Boulder Revised Code, 1981**

9-11-1: *Purpose and Legislative Intent* states:

- (a) The purpose of this chapter is to promote the public health, safety, and welfare by protecting, enhancing, and perpetuating buildings, sites, and areas of the city reminiscent of past eras, events, and persons important in local, state, or national history or providing significant examples of architectural styles of the past. It is also the purpose of this chapter to develop and maintain appropriate settings and environments for such buildings, sites, and areas to enhance property values, stabilize neighborhoods, promote tourist trade and interest, and foster knowledge of the city's living heritage.
- (b) The City Council does not intend by this chapter to preserve every old building in the city but instead to draw a reasonable balance between private property rights and the public interest in preserving the city's cultural, historic, and architectural heritage by ensuring that demolition of buildings and structures important to that heritage will be carefully weighed with other alternatives and that alterations to such buildings and structures and new construction will respect the character of each such setting, not by imitating surrounding structures, but by being compatible with them.
- (c) The City Council intends that in reviewing applications for alterations to and new construction on landmarks or structures in a historic district, the Landmarks Board shall follow relevant city policies, including, without limitation, energy-efficient design, access for the disabled and creative approaches to renovation.

9-11-2: *City Council may Designate or Amend Landmarks and Historic Districts* states:

- (a) Pursuant to the procedures in this chapter the City Council may by ordinance:
 - (1) Designate as a landmark an individual building or other feature or an integrated group of structures or features on a single lot or site having a special character and historical, architectural, or aesthetic interest or value and designate a landmark site for each landmark;
 - (2) Designate as a historic district a contiguous area containing a number of sites, buildings, structures or features having a special character and historical, architectural, or aesthetic interest or value and constituting a distinct section of the city;
 - (3) Designate as a discontinuous historic district a collection of sites, buildings, structures, or features which are contained in two or more geographically separate areas, having a special character and historical, architectural, or aesthetic interest or value that are united together by historical, architectural, or aesthetic characteristics; and
 - (4) Amend designations to add features or property to or from the site or district.
- (b) Upon designation, the property included in any such designation is subject to all the requirements of this code and other ordinances of the city.

Attachment D: Significance Criteria for Individual Landmarks

SIGNIFICANCE CRITERIA

Individual Landmark

September 1975

On September 6, 1975, the City Council adopted Ordinance #4000 providing procedures for the designation of Landmarks and Historic Districts in the City of Boulder. The purpose of the ordinance is the preservation of the City's permitted cultural, historic, and architectural heritage. The Landmarks Board is permitted by the ordinance to adopt rules and regulations as it deems necessary for its own organization and procedures. The following Significance Criteria have been adopted by the board to help evaluate each potential designation in a consistent and equitable manner.

Historic Significance

The place (building, site, area) should show character, interest or value as part of the development, heritage, or cultural characteristics of the community, state or nation; be the site of a historic, or prehistoric event that had an effect upon society; or exemplify the cultural, political, economic, or social heritage of the community.

Date of Construction: This area of consideration places particular importance on the age of the structure.

Association with Historical Persons or Events: This association could be national, state, or local.

Distinction in the Development of the Community of Boulder: This is most applicable to an institution (religious, educational, civic, etc) or business structure, though in some cases residences might qualify. It stresses the importance of preserving those places which demonstrate the growth during different time spans in the history of Boulder, in order to maintain an awareness of our cultural, economic, social or political heritage.

Recognition by Authorities: If it is recognized by Historic Boulder, Inc. the Boulder Historical Society, local historians (Barker, Crossen, Frink, Gladden, Paddock, Schooland, etc), State Historical Society, The Improvement of Boulder, Colorado by F.L. Olmsted, or others in published form as having historic interest and value.

Other, if applicable.

Architectural Significance

The place should embody those distinguishing characteristics of an architectural type specimen, a good example of the common; be the work of an architect or master builder, known nationally, state-wide, or locally, and perhaps whose work has influenced later development; contain elements of architectural design, detail, materials or craftsmanship which represent a significant innovation; or be a fine example of the uncommon.

Recognized Period/Style: It should exemplify specific elements of an architectural period/style, i.e.: Victorian, Revival styles, such as described by *Historic American Building Survey Criteria*, Gingerbread Age (Maass), 76 Boulder Homes (Barker), The History of Architectural Style (Marcus/Wiffin), Architecture in San Francisco (Gebhard et al), History of Architecture

(Fletcher), Architecture/Colorado, and any other published source of universal or local analysis of a style.

Architect or Builder of Prominence: A good example of the work of an architect or builder who is recognized for expertise in his field nationally, state-wide, or locally.

Artistic Merit: A skillful integration of design, material, and color which is of excellent visual quality and/or demonstrates superior craftsmanship.

Example of the Uncommon: Elements of architectural design, details, or craftsmanship that are representative of a significant innovation.

Indigenous Qualities: A style or material that is particularly associated with the Boulder area.

Other, if applicable.

Environmental Significance

The place should enhance the variety, interest, and sense of identity of the community by the protection of the unique natural and man-made environment.

Site Characteristics: It should be of high quality in terms of planned or natural vegetation.

Compatibility with Site: Consideration will be given to scale, massing placement, or other qualities of design with respect to its site.

Geographic Importance: Due to its unique location or singular physical characteristics, it represents an established and familiar visual feature of the community.

Environmental Appropriateness: The surroundings are complementary and/or it is situated in a manner particularly suited to its function.

Area Integrity: Places which provide historical, architectural, or environmental importance and continuity of an existing condition, although taken singularly or out of context might not qualify under other criteria.

Attachment E: Guidelines for Names of Landmarked Structures and Sites

GUIDELINES FOR NAMES OF LANDMARKED STRUCTURES AND SITES

PURPOSE:

The City of Boulder Landmarks Preservation Advisory Board finds that adoption of guideline for the official landmark names of structures and sites designated by the City Council as City of Boulder Landmarks will provide consistency in meeting the historic preservation goals as set forth in the Historic Preservation Code (9-11-1 and 9-11-3).

CRITERIA FOR SELECTION OF OFFICIAL LANDMARK NAMES:

1. The official landmark name of the site or structure should be based on one or more of the following criteria:

- A. Original owners, architect, or builder;
- B. Historically significant persons or prominent long-term residents;
- C. A commonly accepted name;
- D. Original or later event or use;
- E. Unusual or architectural characteristic which clearly which clearly identifies the landmark; and
- F. The contributions of both men and women.

2. Owners requesting landmark designation for their buildings may be considered under the above criteria. In the event that the official landmark name does not include the present owners, a separate plaque containing the statement "Landmark designation applied for (date) by owners (names of owners)" will be made available at the owners' expense.