

**Municipal Building
625 52nd Street – Room 204**

***Kenosha Historic Preservation Commission
Agenda***

**October 30 2014
5:00 p.m.**

*Alderman Jan Michalski - Chairman and Merike Phillips - Vice-Chairperson,
Peter Shaw Johnson, Royanne Moon, Sue Dyke O'Day and William Siel*

Call to Order and Roll Call

Approval of Minutes from September 25, 2014

1. Certificate of Appropriateness for Gilbert M. Simmons Memorial Library at 711 59th Place, Library Park Historic District. (District #2) PUBLIC HEARING

2. Historic Preservation Commission Training

Public Comments

Commissioner Comments

Staff Comments

Adjournment

Community Development & Inspections 625 52nd Street - Room 308 Kenosha, WI 53140 262.653.4030	Kenosha Historic Preservation Commission FACT SHEET	October 30, 2014	Item 1 Page 1
Certificate of Appropriateness for Gilbert M. Simmons Memorial Library at 711 59th Place, Library Park Historic District. (District #2) PUBLIC HEARING			

PURPOSE:

Review the proposed alteration.

HISTORIC DISTRICT:

Library Park Historic District

NOTIFICATIONS/PROCEDURES:

The alderman of the district, Alderperson Jenkins, has been notified.

ANALYSIS:

- Section 15.10 of the Zoning Ordinance requires a Certificate of Appropriateness for any exterior alteration, rehabilitation, reconstruction, or restoration of a Historic Structure that is not classified as an exempt item.
- The City of Kenosha has submitted a Certificate of Appropriateness application for installation of a mesh fabric banner to be strung between two (2) columns over the main building entrance.
- The banner is seventy-two (72") inches by one hundred eight (108") inches in size and will be attached via metal bands around the columns.
- Similar banners have been installed at the Field Museum and the Museum of Science & Industry in Chicago, and the Smithsonian Museums in Washington D.C.
- Ideally, signage for historic buildings should be complimentary to the design of the buildings. It may be integrated into a cornice line or a sign band area between lower and upper floors of commercial buildings. Small monument signs are also appropriate for neo-classical style buildings and was recommended previously for Simmons Library on the east and west elevations.
- The project was reviewed in conformance with Section 15.10 D. of the Zoning Ordinance, pertaining to Standards for a Granting Certificate of Appropriateness. The project meets Standard 10, "New additions, exterior alterations, or related new construction do not destroy historic materials that characterize the Historic District, structure or site" since the mesh banner could easily be removed in the future and the essential form and integrity of the Historic Structure would not be impaired.
- The project was also reviewed against Secretary of Interior Standards and Guidelines. Signage is not specifically addressed in the Standards and Guidelines.
- The Library Park Preservation Plan states that traditional signage should be used that is compatible with the character and period of the streetscapes. Again, monument or short pole signs, or signs installed in a cornice or sign area on a Commercial Building are more traditional and compatible. However, since the banner sign could easily be removed and does not harm the building's integrity or form, it could be interpreted to be in conformance with the Ordinance and District Guidelines.

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Certificate of Appropriateness for Gilbert M. Simmons Memorial Library at 711 59th Place, Library Park Historic District. (District #2) PUBLIC HEARING			

RECOMMENDATION:

A recommendation is made to approve the Certificate of Appropriateness in conformance with Standard 10 of Section 15.10 D. of the Zoning Ordinance for the City of Kenosha since the banner, if removed, would leave the historic structure unimpaired.



 Michael Maki, A.I.C.P.



 Jeffrey B. Labahn, Director

KENOSHA HISTORIC PRESERVATION COMMISSION
CERTIFICATE OF APPROPRIATENESS APPLICATION

PROPERTY ADDRESS	711 59th place
OWNER/APPLICANT	Kenosha Public Library
ADDRESS	812 56th St
CITY, STATE, ZIP	Kenosha, WI 53402
DAYTIME PHONE NUMBER	262-564-6324

DATE OF APPLICATION	10/20/14
ARCHITECT/DESIGNER/BUILDER	
ADDRESS	
CITY, STATE, ZIP	
DAYTIME PHONE NUMBER	

PROJECT DESCRIPTION

Addition of mesh fabric banner over front steps of Simmons Library. Banner will be hung between front pillars from bands that do not mar or alter the integrity of the limestone. Banner is meant to highlight the building as a library and mimics Field Museum, Museum of Science + Industry, Smithsonian banners common on architecture of the same period.

PROJECT TYPE

- > NEW CONSTRUCTION, ADDITIONS, DEMOLITIONS, AND PUBLIC IMPROVEMENTS (11"x17")
- > NEW CONSTRUCTION, ADDITIONS, DEMOLITIONS, EXTERIOR ALTERATIONS, REHABILITATION, RECONSTRUCTION AND RESTORATIONS
- > ALL PROJECTS
- > IN THE INSTANCE OF INTRODUCING MATERIALS WHICH DO NOT DUPLICATE THE ORIGINAL
- > IN THE INSTANCE OF INTRODUCING NEW ARCHITECTURAL DETAILS OR ARCHITECTURAL DETAILS WHICH DO NOT DUPLICATE THE ORIGINAL

REQUIRED DOCUMENTATION

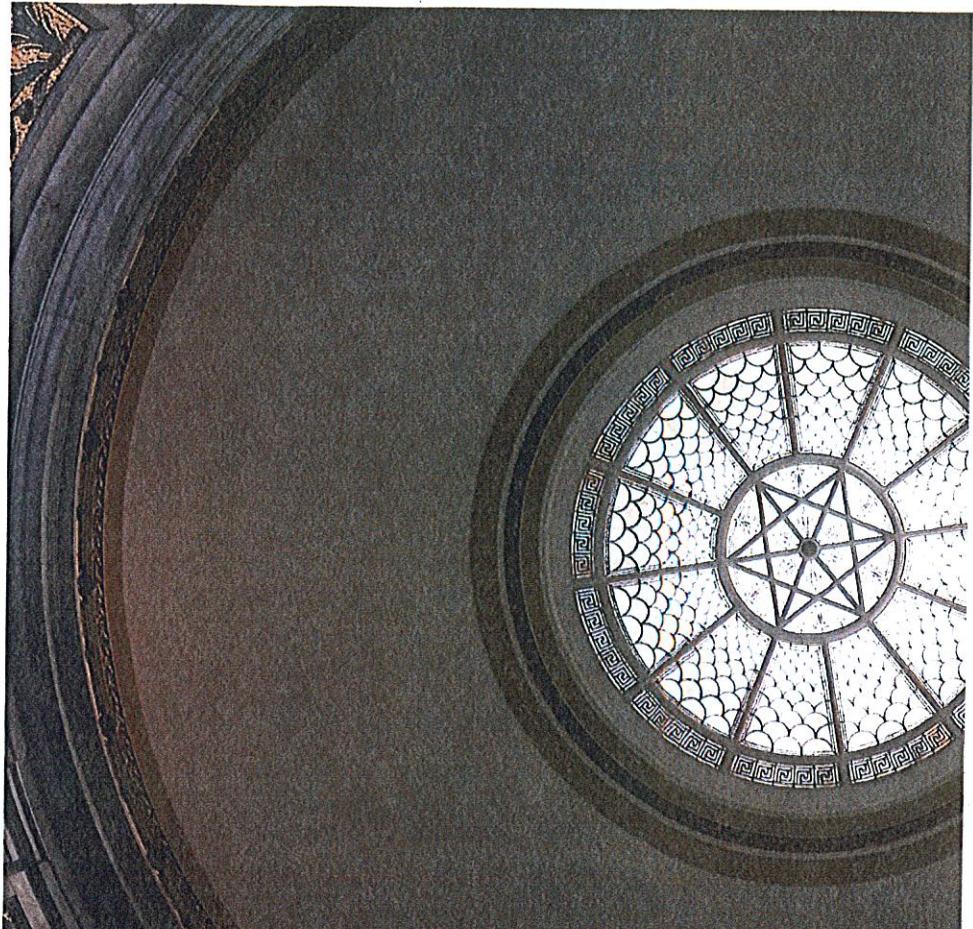
- SITE PLAN (1 SET 24"x32" AND 12 SETS MAXIMUM SIZE)
- BUILDING ELEVATIONS [EXISTING AND PROPOSED] (1 SET 24"x32" AND 12 SETS MAXIMUM SIZE 11"x17")
- PHOTOGRAPHS (DIGITAL PREFERRED)
- MATERIAL SAMPLES
- PICTURES OR DRAWINGS

YOUR APPLICATION WILL BE FORWARDED TO THE INSPECTION DIVISION OF THE DEPARTMENT OF COMMUNITY DEVELOPMENT & INSPECTIONS FOR REVIEW AND INPUT. REQUIRED DOCUMENTATION MUST BE SUBMITTED TO THE DEPARTMENT OF COMMUNITY DEVELOPMENT & INSPECTIONS A MINIMUM OF TWO WEEKS PRIOR TO THE MEETING DATE IN ORDER FOR THE APPLICATION TO BE PLACED ON THE HISTORIC PRESERVATION COMMISSION MEETING AGENDA.

APPLICANT'S SIGNATURE: Baibian Boratto
 Library Director

DATE: 10-20-14





SIMMONS LIBRARY

 **KENOSHA**
PUBLIC LIBRARY
WHERE KENOSHA CONNECTS



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Historic Preservation Commission Training

PURPOSE:

Commission Training

HISTORIC DISTRICT:

N/A

NOTIFICATIONS/PROCEDURES:

N/A

ANALYSIS:

- The attached training material will be discussed with the Historic Preservation Commission.

RECOMMENDATION:

A recommendation is made to receive and file.



Michael Maki, A.I.C.P.



Jeffrey B. Labahn, Director

Training Material – Preservation Design Guidelines Development

Preservation Commission Design Guidelines

Design guidelines serve as a tool for a community to reach its preservation goals. Prior to developing design guidelines, the community should identify and clearly define its shared goals. These goals are often written as objectives set forth in a written preservation plan. Once defined, the objectives should guide the development of a community's design guidelines.

Developing Design Guidelines for Your Community

The process of developing design guidelines takes place in a political setting and involves a number of interested parties, including residents, property owners, city planners, and elected officials, as well as preservationists. Public involvement and input is crucial to the success and effectiveness of design guidelines and the review process.

Here are some key aspects of design guidelines development:

- The process should include a number of interested parties and should receive public input.
- Design guidelines should reflect the community's shared overall preservation goals.
- The guidelines should reflect the specific needs and concerns of the district.
- The guidelines should be practical in nature to encourage compliance by property owners.
- The guideline document should be "user-friendly" and in a format that will facilitate uniform review procedures.

Step 1: Establish a Steering Committee

A core group or committee of representatives from interested parties should direct and monitor the process of design guideline development. This group will set the goals of the project, develop a timetable, and seek necessary funding. The guidelines may be produced in-house or with professional assistance. One person, either a staff member or volunteer, should be appointed as project administrator.

Step 2: Create the Guidelines

Design guidelines must be tailored to fit each individual district. The ultimate goal of all design guidelines should be to preserve the historic character of a given area, so it is important to first define the character of the district.

Define the District's Character

Identify the physical aspects and design elements of the district that most define its character. These shared elements and qualities will serve as the basis for the district's design guidelines. Residential guidelines are usually prepared separately from commercial areas because they have a separate set of design concerns.

Here are elements that define a district's character:

- **Building Use:** Is the neighborhood residential? Commercial? Industrial? Or perhaps a combination of these?
- **Architectural Style:** What architectural styles are dominant? Does the district contain primarily nineteenth-century Italianate and Queen Anne houses, or early twentieth-century Craftsman style homes, or maybe rows of vernacular houses?
- **Period of Construction:** Were the buildings constructed during the same era and represent a particular period, or do they represent a longer stretch of time and thus developments and changes?
- **Building Relationships:** How are the buildings spaced? How far are they set back from the street? What are the size and scale of the buildings?
- **Additions:** How can buildings be enlarged while at the same time maintaining their overall character? When would the size, scale, and placement of an addition result in a loss of integrity to a historic property?
- **Setting and Street Features:** Small-scale elements such as sidewalks, fences, driveways, and landscape also help to form a district's character.

Prioritize Essential Design Elements

Once the character-defining elements of a district are identified, a community must then determine which elements are most important to protect in order to preserve that character. Often design guidelines are based on the [Secretary of Interior's Standards for Rehabilitation](#), which provide guidance in the renovation of historic buildings to preserve their original character. Property owners who wish to take advantage of federal tax credits must follow these established guidelines.

The use of artificial siding materials and window replacement and repair are often problematic issues, and the governing board should take great care in making decisions regarding these elements when developing design guidelines. The committee must decide what will and will not be acceptable in the historic district, and it must establish precise criteria for property owners to follow. Things to consider when making these decisions include the current existence and degree of use of artificial siding and windows in the neighborhood, potential for tax credit work, and residents' opinions. In turn, the commission must be firm and consistent in its review and decisions regarding window repair and replacement and the use of artificial siding.

Review Existing Regulations

Review city zoning ordinances, building codes, and other existing regulations that relate to the design guidelines, and identify and resolve any potential conflicts.

Develop, Organize, and Write the Guidelines

Consider preparing and updating the guidelines using a task force comprised of commission members, property owners, and city staff. For example, the Madison community has used task forces comprised of residents of its historic districts to develop its guidelines.

Whether done in-house or by a hired professional, the guidelines document should be clear, concise, and easy to use and understand. The guidelines document often begins with an overview of the district's history and architectural character. Other sections are usually based on types of work, building materials, or architectural elements, such as new construction, additions, demolition, masonry, wood, porches, roofs, windows, doors, and signage.

Most design guidelines contain illustrations of specific examples to help both property owners and commission members understand the established criteria. Some communities, like Milwaukee, have highly detailed and illustrated guidelines documents, while smaller towns, like Jefferson, have simple booklets.

Step 3: Follow Up

Once the committee approves and endorses the guidelines, the document should be reported to the city council or other administrative body for adoption. Design guidelines are considered public documents and must be available to the public at an accessible location, such as a library or town hall. Some municipalities make their design guidelines available on the internet as well. The guidelines should be used uniformly by the commission during the review process. The guidelines and the review process itself should be reviewed and evaluated on a regular basis to ensure the quality and effectiveness of the community's preservation efforts.

Zoning and Land-Use Regulations

Zoning laws are made at the local level of government to manage the use and intensity of both new and existing development. Basic zoning laws determine whether or not a specific area is residential, commercial, industrial, or some combination of these. In addition, an overlay can be added to an area to meet its specific needs and direct its development.

Zoning: Help or Hindrance

Community zoning laws can either help or hinder preservation efforts depending on how they are

structured. Zoning laws can work in favor of preservation if they require buildings to conform within existing setbacks, size, and lot coverage. The designation of a local historic district generally results in the creation of an overlay of the area. Properties within this designated area must comply with regulations established for the historic district.

If local zoning allows the establishment of fast food businesses within a historic district, compatibility issues will arise. Zoning laws that allow the construction of high-rise commercial buildings in an area that has traditionally low-rise buildings will result in pressure to demolish the historic structures.

Thus, it is important for commission members to be knowledgeable about their local zoning laws and to try to improve them to be more favorable toward preservation.

City Land-Use Regulations

In addition to zoning, other land-use laws at the local level can impact preservation. Subdivision laws address the platting and conversion of undeveloped land into buildable lots. These laws can impact preservation in a less direct manner. If the area proposed for development is near a historic resource, these laws can impact the setting, and thus integrity, of the resource. The development of transportation corridors in the new area can impact traffic patterns that could eventually lead to inappropriate street widening in local historic districts.

To address these issues, a community can take one of two approaches:

- Apply new zoning regulations to the area to make it less enticing to development
- Create buffer zones between new development and historic areas

Commissions should be consulted if lands near historic resources are being developed. Depending on the authority given to the commission in the local ordinance, it may review the development's site plan and make a recommendation on items such as siting, massing of buildings, or materials used. These actions will ensure that new construction is compatible, or at least not detrimental, to nearby historic resources.

Signage Design Guidelines

Signs are often a character-defining element in historic commercial districts and in areas of mixed use. Historic signs should be preserved, maintained, and repaired whenever possible.

Design Guidelines for Signs

When a historic preservation commission develops design guidelines, it should consider the historic use, size, placement, and design of signs associated with the district. Even if a community has an established sign code, a historic district that contains commercial properties will often include

requirements for signs and graphics in its design guidelines to maintain the historic character of the district.

Good sign guidelines do not impose conformity, but instead provide flexibility to allow merchants to meet their needs.

Tips for Developing Sign Guidelines

- Research historic photos that illustrate the variety of sign types and placement traditionally found in your area.
- Consider sign color, lettering style, how the sign is lit, and the number of signs allowed per building.
- Encourage signs that complement the design elements of the associated structure.

Conflicts with Existing Sign Ordinances

Building owners in historic districts must comply with the community's existing sign regulations and ordinances in addition to those set forth in preservation design guidelines. Sometimes existing sign ordinances prohibit the use of sign types often used historically, such as painted signs on brick or projecting signs. In these cases, the historic preservation commission should encourage a revision of the sign ordinance to accept historic styles.

Landscaping Design Guidelines

Landscaping features and outbuildings are often significant aspects of a property and contribute to the surrounding setting, which plays a key role in defining a district's character. While general landscaping activities usually are not reviewed by commissions unless character-defining features are affected, a major alteration or addition to a property's landscape or outbuildings can be regulated under design guidelines to ensure that a district's historic character remains intact.

Identify Character-Defining Features

When creating landscaping design guidelines, the commission should identify features that are important to a given district's character. Some elements to consider include:

- Driveway and parkway design
- Street lamps
- Fences and walls (such as historic retaining walls)
- Walkways
- Street signs

Considerations for Outbuildings

Historic outbuildings such as garages and barns should be preserved and maintained. Construction of new outbuildings should be compatible with the surrounding buildings and the character and period of the neighborhood.

Considerations for Plantings

Although landscape plantings do not commonly require approval, design guidelines can provide suggestions so property owners will have a general idea of how to best maintain the historic setting of their property. Owners typically appreciate such helpful suggestions and often follow them. Here are some design suggestions:

- Use traditional landscape plants native to the area
- Maintain historic trees whenever possible and try not to remove historic or early landscaping
- Follow the historically traditional landscape of the neighborhood
- Avoid concealing the architectural features of the historic building

Vinyl and Aluminum Siding Design Guidelines

One design issue that historic preservation commissions must address is requests to apply vinyl and aluminum siding to historic houses. Some commissions in Wisconsin have banned these siding materials, while others allow their application with some considerations.

Courts across America have recognized the right of commissions to ban vinyl siding. A relevant case (1999) on this issue is Church of Christ, Scientist v. Historic District Commission of the Town of Ridgefield, Connecticut. In this case, the Connecticut Appeals Court stated that:

1. Commissions have the authority to require applications for vinyl siding, and
2. Adding vinyl siding is more than just typical maintenance.

The court also ruled that the commission's standard for denying vinyl siding based on aesthetic qualities alone was a proper exercise of its authority.

Homeowner Questions About Synthetic Siding for Historic Properties

Listed below are some typical questions about synthetic siding that commissions get from homeowners, along with some suggested responses:

Doesn't vinyl or aluminum siding save me money?

In the short run, vinyl or aluminum siding might save you money, but not necessarily in the long run. No studies have clearly shown that these siding materials are economical. Synthetic siding certainly will not pay you back when you sell your house. Remodeling Magazine looked at the most popular types of remodeling jobs to determine how much money was lost at resale. The magazine calculated that property owners got back only two out of every three dollars for a typical aluminum siding job. This means that one-third of an owner's siding investment was lost when the house was sold. For more details, view the full Cost vs Value Remodeling Report from the Remodeling Magazine website.

Won't vinyl or aluminum siding save on energy costs?

Not really. In one- and two-story frame dwellings, very little heat is lost through the walls. Most heat loss is through the roof, basement, windows, or doors. Any savings on energy costs after applying vinyl or aluminum siding will hardly be noticed.

Won't vinyl or aluminum siding save me from ever painting my house again?

All materials have a limited lifespan. By applying vinyl or aluminum siding over wood siding, you may not have to paint the wood again, but you may have to paint or replace your vinyl or aluminum siding in 15 to 20 years. Sales of paint for vinyl and aluminum siding have risen dramatically due, in part, to these materials fading, chipping, or cracking over time.

Aluminum siding was once touted as a "maintenance-free" material that would last forever, but these claims have not held up over time. The same claims are now being made for vinyl siding, but it too is showing signs of not living up to expectations. A flyer from a major company selling "maintenance-free" vinyl siding states:

Aluminum siding just doesn't stand the test of time. It dents, shows scratches and corrodes.

Will vinyl or aluminum siding harm my house?

Not necessarily. One problem with synthetic siding is that it can trap moisture and condensation in the wood underneath. This can lead to rotted siding and structural problems. Wood siding does not trap moisture. Instead, it expands and contracts with the seasons.

Another issue with synthetic siding is that it can hide water damage from gutter or downspout failures. This could allow the problem to go untreated until major damage is done. If the exterior siding masks the problem, the first chance to notice the failure could be when water pours down from the interior walls.

How can I maintain the "historic" look of my house when applying new vinyl or aluminum siding?

While vinyl or aluminum siding isn't perfect, some historic districts allow vinyl or aluminum siding applications if certain considerations are met, such as these:

- Do not remove or conceal historic features such as eave brackets, "gingerbread," fanciful hand-carved wooden latticework, or decorative trims.
- Keep original window and door surrounds exposed.
- Match the original dimensions of the wood siding as closely as possible.
- Vent the siding as much as possible to avoid condensation.

Additional Resources

A summary argument on vinyl siding issues titled "Vinyl Siding: The Real Issues" is available from the [Connecticut Trust for Historic Preservation](#).

Window Replacement Guidelines

Preservationists face a multimillion-dollar industry promoting the replacement of historic wood windows with new windows made of vinyl, vinyl clad, or aluminum. Commission members should become familiar with several studies showing that, under most circumstances, the removal of original wood windows to replace them with vinyl is simply not warranted.

By keeping an original window and adding a good interior or exterior storm window, property owners can achieve as much thermal efficiency as with most replacement windows.

Making a Case for Historic Wood Windows

Property owners often think they need new windows to improve the energy efficiency of their home. Common comments include:

- "I can't afford the energy loss from my old, drafty windows."
- "My old windows are too expensive to repair."
- "I need the energy savings from new windows."

However, many property owners do not realize that the great majority of heat loss in houses is through the attic or uninsulated walls, not through windows.

Benefits of Saving Original Wood Windows

Commission members can tout the following benefits of saving original wood windows:

- Properly repaired historic windows with storm windows have an R-factor similar to most new windows.
- Historic wood windows have life expectancies of 60 to 100 years, while warranties for most new vinyl and aluminum windows only guarantee them for eight to ten years.
- Despite manufacturers' warranties, 30 percent of the windows being replaced today are less than

ten years old.

- Insulated glass seals in vinyl windows have a tendency to fail in two to six years.
- New wood windows are made with new growth lumber that is not as strong or rot resistant as the old growth lumber used in windows from pre-1960 houses.
- Preserving historic windows conserves their embodied energy and eliminates the need to spend energy on replacement windows.

Studies that Support Historic Window Repair

The studies listed below support window repair rather than replacement:

Creating Windows of Energy Savings Opportunity

Home Energy Magazine, 1997. This Vermont study found that the cost of replacing historic wood windows with new windows provided only a minimal savings.

What Replacement Windows Can't Replace: The Real Cost of Removing Historic Windows

Journal of Preservation Technology, 2005. This study examined the environmental and conservation costs of replacing historic wood windows with vinyl and aluminum materials.

Testing the Energy Performance of Wood Windows in Cold Climates

A Report to the State of Vermont Division for Historic Preservation, Agency of Commerce and Community Development (1996-08). Available from the National Center for Preservation Training and Technology. The key conclusions of this report include:

- Window upgrades that use the existing sash can achieve performance indistinguishable from the replacement sash. The economics of the upgrade depend on the leakiness of the original window.
- It is often cost-effective to address air leakage from a loose existing window. The report discusses fixing air leakage between the window and rough opening as well as between an exterior storm window and the trim.
- It is worthwhile to consider installing a second layer in windows that have a single pane of glass. Options include installing storm windows, replacing the glass with insulated glass units, and using low-emissivity (low-E) glass.

New Building Products Design Guidelines

New building products appear every year accompanied by claims of saving money, saving energy, or making a house "look historic." Many of these products are derived from plastic, vinyl, composite, or some other type of synthetic material.

When establishing design guidelines, commission members should be aware of the following popular new products and the claims made by their manufacturers:

Super Paints

Super paints are promoted by several companies to be thicker, more durable, and have better binding characteristics than regular paint. However, these products have questionable

permeability; they seal water out, but they may also seal moisture in. If property owners seek advice about paint types, the commission might suggest they avoid using a newly formulated paint until more information is known about the products effects on historic buildings.

Vinyl Porches

Several manufacturers produce porch columns, railings, and balusters made out of vinyl. While many of these products have fairly appropriate dimensions and successfully mimic the scale of historic wood porch features, they still look like plastic. As with vinyl siding, the shiny smooth finish of these porches looks nothing like real wood. If a property owner wants to install a vinyl porch, the commission should suggest that the owner use it only for rear facades or side facades not readily visible from the street. Vinyl porch materials should not be used to rebuild or replace a porch on the main facade unless the appearance of these products is significantly improved.

Composite Deck Materials

Composite deck materials are becoming widely used, especially for porch floors. These materials are composed of a blend of recycled plastic and recycled wood, so many people consider them green building products. However, as in the case of other plastic-based products, porch floors or decks made of a composite material do not successfully replicate the appearance of wood. While the use of a composite material may be appropriate for a rear deck or porch, its use for porches on main facades should be avoided unless the appearance of composite materials is improved to be more compatible with wood.

Liquid Ceramic Coatings

Liquid ceramic coatings are promoted across the country as an alternative to paint, but their long-term effects and benefits are still being studied. The use of these products requires high-pressure washing to clean the exterior siding of a building, leading to concerns about damage to the original siding, trim, and decorative details of a historic building. Another concern is the product's permeability. Many of these products claim they are permeable for water vapor, but independent testing of these claims has not been done. Complaints about these products can be found on numerous websites. Until more is known concerning the permeability and longevity of the products, the commission might suggest that property owners avoid using these products for historic buildings.

ADA Compliance Design Guidelines

Commercial and public buildings must meet the criteria set forth in the Americans with Disabilities Act (ADA). This means that wheelchair ramps sometimes must be added to historic buildings to provide access for people with disabilities. The primary entrance of a historic building should be made universally accessible unless remodeling would permanently damage defining features.

Three-Step Approach to ADA Compliance

The National Park Service's Preservation Brief 32, titled [Making Historic Preservation Accessible](#), suggests the following three-step approach for owners or site administrators of historic buildings to

Preservation Design Guidelines Development

meet ADA requirements:

Step 1: Review the property's significance and identify its defining features

Step 2: Determine the current level of accessibility

Step 3: Evaluate accessibility options within a preservation context

Making Historic Properties Accessible

To make the primary entrance of a historic building accessible, building owners or site administrators may need to take the following actions:

- Install wheelchair ramps
- Add wheelchair lifts
- Modify doors, hardware, or thresholds

Adding Exterior Wheelchair Ramps

Design reviews must take all ADA requirements into account. Design guidelines can provide the following suggestions so building owners can try to preserve the historic character of their building and the district:

- Whenever possible, add ramps to the rear of the building or to a side of the building that is not visible from the street
- Use materials compatible with the building (if appropriate)
- Use simple railing designs or match the original porch railings
- Screen ramps with landscaping or low shrubbery