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Conservation District

Application Form

Complete and return a copy of this form to indicate that the process of application for historic or conservation district status has begun in your neighborhood. Upon receipt, The Indianapolis Historic Preservation Commission (IHPC) will provide the applicant with a base map. Work may then begin on Step 1 (page 12, boundary map section). The people whose names are listed below will be used as liasons with the IHPC concerning this application.

Name of District or Neighborhood Proposed for Conservation District Designation:

_____________________________________________________________________

Name of Applicant: (Individual or Association)

_____________________________________________________________________

Contact List:

<table>
<thead>
<tr>
<th>Name</th>
<th>Address</th>
<th>Daytime Phone No.</th>
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Signed: ________________________________
Date: ________________________________
Conservation Plan Workbook

Introduction
Introduction

How a Conservation District is designated

The Indianapolis Historic Preservation Commission has been authorized by state statute to designate local historic districts since 1967. By 1996, 10 such districts have been designated, including one with a Conservation Plan. According to state law, before a neighborhood acquires district status, two public hearings must be held: one before the Indianapolis Historic Commission and the other before the Metropolitan Development Commission. Every property owner is notified before each of these hearings. The chart placed on the facing page illustrates the required path and steps in the process.

Historic and conservation districts (and the process of designation) in Indianapolis are similar to that found in most cities. A conservation district is a kind of historic district, which is authorized by and subject to the same state legislation. The document you are holding, however, represents an innovative approach to application for conservation district designation. The approval process remains the same, but using the “workbook” process, neighborhoods assume a high degree of control and direction in the effort. By creating a “petition” step, property owners can commit their support to the application early in the process. It is important that neighbors share information among themselves, participate in discussion and the accumulation of historic and factual information about their area. This provides an atmosphere of interest and energy which will help the proposed district develop into a livable, vital historic community.

Each of the seven items on the chart (depicted in the black boxes) that are directed by citizens requires a completed “assignment” in the workbook. The assignments include the boundary map, the significance statement, the petition, an analysis of issues in the neighborhood, stated objectives and recommendations and design guidelines. The completed workbook is submitted to the Indianapolis Historic Preservation Commission (IHPC) and will serve as the basis for a conservation plan. The plan, compiled from information submitted by the neighborhood and reviewed by IHPC staff, is required for the designation of the district.

About Conservation Districts:

Conservation districts are a response to the need to protect neighborhoods that do not meet the traditional criteria for local historic districts. Some of these areas have experienced substantial change or may not be eligible for the National Register of Historic Places but remain of acknowledged historic value to the city. By providing protection for these communities, they are officially recognized, and hopefully, conserved for future generations. Like historic districts, a planning concept which has been used since the 1930’s, conservation districts are now being implemented all over the United States. In cities such as Nashville, TN, Portland OR, and Atlanta GA. Conservation districts help preserve the quality of life and community in older established areas which may be in danger of being lost.

Over time, awkward renovations, out-of-scale additions, and demolition of familiar buildings can begin to erode the sense of place associated with a community. Both historic and conservation districts have proved to be an effective way for cities to support older urban neighborhoods and enhance the lifestyles associated with them. Evidence shows that districts provide stability to property owners because there is control of disruptive change. Citizens can now anticipate that a neighborhood will endure as an identifiable place. Moreover, conservation districts, like historic districts, often create a more participatory atmosphere and eventually a greater sense of community and pride than newer areas.
The Path to Approval of a Conservation District

Citizens Steps:
- Boundary Map
- Significance Statement
- Petition

IHPH authorizes application to continue

Citizen's Steps:
- Analysis of Neighborhood Issues
- Objectives
- Recommendations
- Design Guidelines

Draft of the Preservation Plan compiled by citizens and IHPH staff

Approval by IHPH at Public Hearing

Approval by Metropolitan Development Commission at Public Hearing

Conservation District Designation

Application Phase  Approval Phase
When is a Conservation District appropriate?

Conservation district designation may be appropriate for a number of reasons. A neighborhood may be suffering from a steady influx of insensitive new development that threatens the delicate balance within the community. There may be a number of vacant or poorly maintained buildings that are in danger of being demolished rather than rehabilitated. The existing zoning in a neighborhood may encourage the construction of inappropriate new buildings in order to achieve the maximum density allowed by the law.

The purpose of a conservation district is to retain neighborhood coherence and provide stability. A conservation district may provide protection to areas in which significant characteristics are threatened by demolition, inappropriate new construction, or zoning. A conservation district can serve to provide stability to a community facing major changes on its perimeter, thereby creating pressure for inappropriate change within the community itself.

A conservation district should still have distinctive and recognizable characteristics giving it historic value worthy of protection. Enforceable design guidelines for a conservation district protect against significant changes within the district. Voluntary guidelines encourage property owners to renovate in a sensitive way without all the details being regulated. Conservation districts make sure that the major characteristics which create an identifiable setting, character or association are preserved.

What is a Conservation District?

The IHPC defines the district in this way: A conservation district is a collection of structures and sites that possess some degree of integrity in the following areas:

1. Location: Structure and sites that still exist where they were first created.
2. Design: Aesthetic quality made up of style, scale, integrity, proportion and details.
3. Setting: Definable natural or created boundaries or a major focal point.
4. Materials: Physical elements that are original to the construction of a structure.
5. Workmanship: Evidence of the effort to create structural and aesthetic quality.

And a conservation district possesses a high degree of integrity in the following areas:

1. Feeling: Areas that create or retain a sense of time and place.
2. Association: Areas that are related to individuals, groups or events of historic interest.

An IHPC designated conservation district is usually neither eligible for nor listed on the National Register of Historic Places. If on or eligible, it usually qualifies because of something other than architectural integrity. Alterations to architectural integrity are less important than in an historic district and warrants only moderate protection. Small architectural details are not as important in defining conservation district character as are zoning, new construction, demolition and major changes to the most basic character of historic buildings as they are perceived from the street.

How is a Conservation District different from an Historic District?

A conservation district will have less comprehensive regulation and review of building modifications and new construction than is found in an historic district. As a result a conservation district offers less protection, especially with regard to details. In a conservation district, not all proposed modification to the exterior of a property must pass through the IHPC for a Certificate of Appropriateness.
why designate?

Identity

Conservation district status confers prestige as does National Register status, but it also provides very real protection which National Register status does not. Cities advocate districting as a way to recreate livable communities to insure the continued vitality of existing neighborhoods. There district identity assures property owners that they are eligible for many kinds of special consideration.

Protection

The goal of a conservation district is to protect the historic resources which give it a distinct and identifiable setting. By preserving the view from the street, district status stabilizes the visual nature of the neighborhood. Conservation district designation provides review of new construction, demolition, and the moving of structures within the district. Emphasis is also placed upon obvious modifications to the facades or street faces of existing buildings. Most people realize that change is inevitable and necessary to make historic neighborhoods more livable. The review process allows communities to manage this change with more sensitivity to those issues which affect historic character

Stability

Design review is the tool by which citizens can influence the visible changes in their neighborhood. Conservation districts may be used strategically when areas of historic value are threatened with inappropriate new construction projects. When property values fall, or surrounding areas are of significantly higher land value, the trend is for historic buildings to be removed to make way for new development projects. At this crisis point, conservation district status is advisable. Designation will place design controls on the projects which have the most visible impact on the district, and protect it from drastic removal of character defining elements.

Marketing

The need to preserve residential neighborhoods isn’t the only reason to consider designation. Often, commercial districts retain enough of their original historic buildings to encourage the development of a unique marketing strategy. Merchants may use a historic theme in order to create a more attractive and competitive marketing environment. Conservation district guidelines allow owners to place sufficient controls on exterior remodeling that, similar to the design control within a suburban shopping mall, their area will be a unique identifiable destination for years to come. That corner drugstore, vacant for years, may see new investment when an historic theme is in place.

Community Recognition

Under a recently passed law, the IHPC is the body ruling on all variances within historic areas. So conservation districts enjoy increased status within public hearing processes. A request for a variance from standards or permitted uses in a conservation district must address historic issues. For requests to rezone the IHPC will rule on the compatibility of any proposed change to the integrity of the district. That recommendation will be forwarded to the Metropolitan Development Commission, insuring that planning decisions reflect the goals of neighborhood. The process is designed to uphold the idea of stabilization. Planning decisions must convey the priority of the historic value which has been placed on the area.

Revitalization

Local historic districts frequently spur revitalization by encouraging investment in existing properties and attracting new development. Often this occurs in areas which have undergone long periods of neglect and decay. Neighborhoods which can guarantee the security of a district enjoy increased interest among potential buyers.
This workbook assists people who are interested in pursuing conservation district designation. The process is designed to invite as much participation as possible, by putting forward easily understandable steps. The workbook format is much like an assignment book that allows citizen volunteers to direct the effort. At the beginning of each step, in a section called “what you need,” the material required to complete the step and where you can obtain it is clearly listed. This may be a base map, text of zoning map, or historical research source, for example. The completion of a step leads logically to the beginning of another. At the end of the process, information provided by the citizens will be collected (the workbook) and organized into what is called a “conservation plan” (a type of historic area preservation plan). The district is designated when this plan is passed by the Indianapolis Historic Preservation Commission (IHPC) and Metropolitan Development Commission.

Some parts of the workbook can be accomplished with a small group of people while some parts require participation and consensus by a broad representation of the neighborhood. The workbook method also guides property owners through a planning process, from surveying the existing conditions within the neighborhood to reviewing and commenting upon existing planning documents. Those documents may not adequately acknowledge the historic value of the neighborhood and need to be updated. During the Neighborhood Analysis step, neighborhood meetings should be held to discuss any proposed changes to the plans and recommendations for the area.

After the steps are completed as outlined below, they will be incorporated in a conservation plan. When accepted, the plan will be used as reference for all future decisions by local government.

**Conservation Plan**

1. Boundary Map
2. Significance Statement
3. Petition
4. Analysis of the Neighborhood Plans and Regulations
5. Objectives
6. Recommendations
7. Design Guidelines

The final step, design standards or “guidelines,” are a set of appropriate and preferred approaches to designing new construction and modifying existing properties in conservation districts. They are drafted by the IHPC and are standard for all conservation districts. Several options are left open to maintain flexibility.

The workbook will present two different categories of design guidelines. The first is a set of standard guidelines that are established by the IHPC and required for a conservation district. The second is a set of “optional” guidelines. For optional guidelines, the neighborhood may decide whether or not to make each one enforceable or voluntary. Once the plan is adopted, the enforceable and voluntary guidelines can only be changed by amending the plan.
Conservation Plan

Step 1: boundary map

The boundary map is completed first. If the neighborhood is listed or eligible for the National Register, then a map of significant historic buildings is already available. A walking survey to verify boundaries is advisable, and amendments to the boundaries may be considered at this time. For neighborhoods with no National Register information, a map may be drawn using the instructions provided on page 9.

Step 2: significance statement

The significance statement simply describes the reason why a district is being proposed. It answers the questions, what is historic and why? Any district which has been deemed eligible for the National Register of Historic Places has already been the subject of research and documentation regarding its significance. However, there may be neighborhoods considered for conservation district status which have never been the subject of any individual study. For those areas, Step 2 will require additional information. This workbook provides instructions for those who must do further research on behalf of a district.

Step 3: petition of property owners

The petition step assures both property owners and the IHPC that there is sufficient support for the idea of designation to continue. If 75% of the property owners within the boundary area agree that designation should be pursued, then the district is forwarded to the IHPC for its preliminary approval to continue. Without this approval, the application stops here. The statement and boundary map along with brochures from the IHPC about designation provide background material for the education of property owners while canvassing is going on. This process can be formal, consisting of organized meetings or informal using door-to-door discussions. Those familiar with the neighborhood may decide what is best. It should be clear why the designation is a good idea and what the neighborhood’s historic contribution to the city is.

Step 4: analysis of issues

The next step analyzes issues facing the neighborhood to prepare for a later step which proposes solutions. The larger part of the community planning effort is achieved in this phase. The workbook allows participants to participate in “exercises” which examine current plans. Their responses will be used to complete steps 5 and 6.

Steps 5 and 6: objectives and recommendations.

Based upon the previous analysis, property owners create a list of objectives or general goals for the proposed district. Using these objectives, they are prepared to draft the recommendations which will be included in the plan.

Step 7: design guidelines

Design Guidelines are an integral part of any conservation plan. They help support the existing character of an historic area and protect its visual aspects. By monitoring and influencing the visual impact of development, they encourage compatible design. Design guidelines are enforced by the IHPC. Some will be voluntary. Property owners should go over the guidelines carefully to make sure they are understood and acceptable.
Conservation Plan

boundary map

At the beginning of each step, in the area beneath the title written in bold script, you will find what materials and resources are needed and where they are located.

What you need:

⇒ A base map of the area containing the proposed district
  Provided by: IHPC staff
⇒ if the area is nominated: Copy of the National Register of Historic Places Nomination Form which references your area
  Location: Indiana Department of Historic Preservation and Archaeology Staff
State Office Building, 402 West Washington Street, Room 274

The first step in an application for conservation district designation is to confirm boundaries for the proposed district. This allows interested citizens to determine which property owners will be part of the dialogue early in the process.

Your neighborhood may already be included in a National Register District. You may choose to have identical boundaries or not. If it is decided that the proposed boundaries for the local historic district will not match the National Register District map, then applicants must redraw the boundaries according to the guidelines that follow.

A district is a contiguous mass of property. Boundaries should encompass the significant resources within a district. “Significance” is defined as those features and buildings which are historic and representative of the district. Some individual structures within those boundaries may not meet the criteria for significance assigned to the district as a whole. However, they should not be removed if they result in “holes.” They remain within the district and are called non-contributing structures.

The edges or boundaries of a district are defined in several ways:

- by a visible change in the historic characteristics of an area, as for example, an intrusion by new construction unrelated to significant features or themes in the district
- by following property lines, which should not be crossed by district boundaries
- by clear divisions of use which reflect differing patterns of historic development
- by manmade barriers, such as walls, bridges, curblines, open areas, cemeteries and new and disassociated development
- by natural features such as valleys, forests, rivers, open areas
- by historic boundaries, such as old city limits, subdivision lines

First, boundaries must be drawn on a base map, which is provided by the IHPC staff. Boundaries should be applied according the above criteria. Edges should never be ambiguous, open to interpretation or require physical measurement to determine (such as “30 feet south of the centerline of Elm Street”). The base map will include existing property lines, building outlines, streets, thoroughfares, and natural features such as creeks and rivers. Boundaries should be applied to it according the above criteria. Attach a folded copy of the map to this notebook.

**Effect:** The map will define the limits of the area which will fall under design regulation when the conservation district is officially adopted.

**Example:** Sample map of a district
Establish boundaries by identifying changes in development patterns, era of construction, and features which form obvious borders in the neighborhood such as highways, rivers, etc.
The "significance statement" explains why an area is worthy of protection by analyzing the unique historic importance that the neighborhood represents to the city as a whole. The statement is the part of a Historic Preservation Plan which justifies the creation of an identifiable area, and functions as an introduction to the plan. It contains a short history and pertinent information specifying the importance of individual properties, architectural features and elements of the neighborhood.

It is not necessary for an area to be listed on the National Register of Historic Places to be eligible for conservation district designation. If it is listed, the nomination form will give the basic information needed for a significance statement. The significance statement used in the National Register nomination can be provided by the State Division of Historic Preservation and Archaeology. The statement is called "item 8" on the nomination form and may be adopted in its entirety as a part of your area plan. Please note that if the boundaries of your proposed local district are different from those of the National Register district, the statement should be edited appropriately. Follow the instructions below:

- If your boundaries correspond to a National Register nomination, provide a copy with this workbook and skip the rest of step 2. Go directly to step 3.

- If the boundaries of the local historic district are different from those of a National Register district but the district has been nominated, then editing of the statement is appropriate. Go to page 15, titled "To Amend an Existing Nomination."

- If your area is not nominated to the National Register, you will need to gather a substantial amount of new information. Go to page 15, titled "If a New Significance Statement is Required."

Attach a copy of the significance statement for your proposed district at the end of this step (#2). This may be a copy from a National Register nomination, an amended copy of a National Register nomination, or an original statement.

Effect: The historic integrity and importance of the district must be verified in the statement. Although there is no real result of the significance statement per se, without evidence of its significance, a conservation district cannot be adopted.
Further instructions for completing a significance statement:

To Amend an Existing Nomination

Although a National Register nomination is thoroughly researched, your neighborhood may submit additional information about specific structures or people associated with the area, and other information which elaborates the importance of the district. Your conservation district may not have exactly the same boundaries as the National Register district. In that case, the nomination may need to be edited to remove descriptions of structures which are not within the proposed conservation district inclusion or new structures may require additional description and analysis.

Using a completed nomination as a basis, it should not be necessary to hire professional consultants to research the district. If original research is necessary, it may provide you with the incentive to gather more active participants from the neighborhood. Several sources of information are available and a summary of those sources and their locations are included at the end of this section.

An amended National Register significance statement does not need to be retyped. A legible copy may be submitted with words or sentences crossed out and new information inserted.

If a New Significance Statement is Required:

If no work has been done on your proposed conservation district then follow the instructions below:

Section 1
The analysis of significance should start with a general statement concerning the significance of the district according to the five criteria recognized by The Indianapolis Historic Preservation Commission. Cover all topics which apply:

- exemplifying an historic event,
- illustrative of a significant person, people, group, or culture,
- contributing to the history of architecture and engineering,
- archaeology, or
- historically significant interior space usually public

Next, the analysis identifies what in the neighborhood is distinctive and characteristic of its history and worthy of preservation. These aspects may range from something as ordinary as the use of stone embankments in the front yard to the identification of homes designed by architects in the area. Lot size, proximity of structures, placement of porches, outbuildings, use of alleys, number of stories, tree cover, sidewalks (or lack of sidewalks) are all attributes of a neighborhood which give it a unique visual impression. The analysis should provide an overview of those aspects of the neighborhood which give it a distinctive character.

Section 2
A short history can be compiled from the sources given on the next page. Within the text individual properties can be evaluated in terms of their historic importance.

Section 3
An index of the properties which "contribute" to its historic value is another component of the statement. A contributing structure is one that contains features considered to be characteristic of the area generally and illustrative of its historic value.
Sources for Significance Statement

IHPC offices City County Building 200 East Washington Street Suite 1821
Indianapolis-Marion County Library 40 East St. Clair
Indiana Historical Society Library, 315 West Ohio Street

Historic Photograph Collections
Where possible, it is recommended that historic photographs of the neighborhood be collected, identified, copied and included with the text of the significance statement. These documents create a standing library of resources for residents of the area. They are especially important when attempting to verify authentic architectural features. Some parts of a structure, like a front porch, are most commonly modified for other uses. In some cases an entire neighborhood may have lost the original integrity of its characteristic porch construction. The archives of the Indiana State Historical Society contain several historic architectural photograph collections, the most comprehensive of which is the Bass collection. This collection is already indexed. Another source of residential photographs is the owners, some of whom may have privately researched their own properties. Long time residents and past owners may have historic photographs in their collections.

Sanborn Fire Insurance Maps
Where additional research is necessary, another resource is the Sanborn Fire Insurance maps collection or Baist's Atlas, which provide the early development history of Indianapolis. Sanborn Fire Insurance Maps for the part of Marion County being researched may be obtained from the IHPC office and are also available at the Indiana State Library, Indiana Division, room 253. The maps provide an aerial plan view of construction in the improved areas of the city. These maps date from the early 1880's and further identify structures as frame or brick. By studying these maps through time, a history of each lot and structure is created. Original date of construction, additions and removals can be documented by observing the changing outline of the building. Like modern computer generated maps, they show aerial views of the city complete with existing construction and property lines. Sanborn maps available at the IHPC are dated 1887, 1898, 1915-54 (collection is not complete).

City Directories
City Directories, available at the Indianapolis-Marion County Central Library, 40 East St. Clair Street, provide a yearly record of the occupancy at each address. Polk City Directories cover the years roughly between 1858 and 1989. Other early directories include 1855-1860 on microfiche, also Edwards' Annual Directory, 1865-69, Logan's Indianapolis Directory, 1867-68, and Swartz and Tedrowe's 1872-75.

City Directories provide several kinds of documentation including a yearly record of the occupancy at each address. They also provide use and professional information. Early directories are organized by address, and will provide a running history of the families in the neighborhood. Directories can provide a thumb nail social history of the district.

Other Sources
The Encyclopedia of Indianapolis is a recently compiled history of Indianapolis which is a helpful start for any neighborhood research. Histories of many neighborhoods are collected here in a condensed form. Copies are available at the Indiana State Library, in the Archives of the Indiana Historical Society, Indianapolis-Marion County Central Library and can be purchased at local bookstores. Other texts that are routinely used to research history in Marion County include: Sulgrove's History of Indianapolis and Marion County and Jacob Dunn's Greater Indianapolis: The History, The Industries, The Institutions, and The People of a City of Homes 1910.
**Conservation Plan**

petition

**Step 3**

**What you need:**

- Petition form
- Location: IHPC offices

After the proposed boundaries of the district have been established and a significance statement is completed (Steps 1 and 2), property owners must circulate a petition to measure support for conservation district protection within the established boundaries of the district. A copy of the petition form with addresses and property owners’ names will be given to you by the IHPC staff. Residents must circulate the petition. A good faith attempt should be made to approach all property owners in the proposed district.

The petition should be circulated after an effort is made to educate property owners about their area’s historic importance and what historic designation can mean to the neighborhood. Also property owners should be aware of the standard design guidelines and their effect on property. The completed significance statement will be useful in heightening public interest. IHPC staff can answer questions and supply you with brochures. People are often interested in the history of their unique property, which will frequently be made available to them for the first time in the significance statement. Either a general meeting or door-to-door visits may be appropriate, depending on what property owners think will be effective in their neighborhood.

After completing the petition, fill in the information on page 19 and attach it to the front of the petition. Please submit all workbook materials to this point, to be used in the review of the application. At this time the Indianapolis Historic Preservation Commission makes its decision on whether to continue with the district application.

Example following page: Sample petition, do not use the sample. Computerized property owner information will be printed on the copy of the petition you receive from the IHPC.
Indianapolis Historic Preservation Commission (IHPC)
Petition for Conservation District Designation

*By voting “yes” I verify that I support an application for local conservation district status for the area defined on the attached map. By voting “no” I indicate that I do not wish the application to be pursued.* I understand that all property owners will be invited to participate in a public hearing during which the conservation plan for the proposed district is considered by the Indianapolis Historic Preservation Commission.

<table>
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<tr>
<th>Name of Owner or Contract Buyer</th>
<th>Property Address in Proposed District Provided by IHPC</th>
<th>Signature and Date</th>
<th>Support: Vote yes or no</th>
</tr>
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<tbody>
<tr>
<td>John Doe</td>
<td>Parcel # Hex #</td>
<td>John Doe</td>
<td>Yes</td>
</tr>
<tr>
<td>Any Street</td>
<td></td>
<td>9-23-96</td>
<td></td>
</tr>
<tr>
<td>Any Town</td>
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<td>date of purchase</td>
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Review of the Petition

Please submit this page with the completed petition. The IHPC will analyze the boundaries, significance statement and the results of the petition. A proposed district must demonstrate historic significance as well as popular support.

The petition benchmark is 75% approval. Because of these other considerations, reaching or exceeding the benchmark does not guarantee that the IHPC will decide to continue but greatly increases the chances.

The IHPC will be looking for the owners of at least 75% of the parcels to support conservation district protection. If that benchmark cannot be reached, then it will be highly unlikely that the IHPC will direct its staff to continue with the designation process.

Please answer the following questions about the results of your petition:

1. Number of parcel with owners in support
   (Those who voted “yes”)

2. Number of parcels with owners in opposition
   (Those who voted “no”)

3. Number of parcels with owners who did not respond

4. Total number of parcels in the district
   Count the labels given to you by the IHPC.

5. Percent of parcels with owner support
   Divide #4 by #1
   75% is the Benchmark

You may want to make some observations of your own about the petition results. Include any comments you have regarding the findings on the lines provided below or an attached sheet.
IHPC Review of Workbook Steps 1 through 3:

- Boundary Map
- Significance Statement
- Petition

Three steps have been completed in the application workbook: a map showing boundaries, a statement explaining why the district is historically significant, and a petition to demonstrate popular support. Please turn in the workbook to the IHPC office.

At this time, the IHPC considers whether the application has the merit to continue. The results of the petition must convince the Commission that the application has popular support among property owners. The benchmark used is the approval of the owners of at least 75% of the parcels. The Commission will also review the boundary map and significance statement, in order to analyze the proposed district’s integrity. At a public meeting, the IHPC will vote on whether or not to direct the staff to continue with the designation process. If the IHPC votes to continue, the application may proceed to the next step in the workbook, “Analysis of Neighborhood Issues.”
This section of a conservation plan requires participation by neighborhood residents and owners. It is helpful if a neighborhood association can assist in organizing the effort. There may be existing plans, adopted by the city, which comment upon the proposed district. The neighborhood analysis step will allow you to update these plans, in a methodical way. To make the process more easily understandable, the notebook provides instructions enabling you to analyze your neighborhood and survey current conditions.

The following chart shows steps in the process:

1. Familiarize yourself with the neighborhood
   Land Use Map & Survey: Research

2. Analyze existing Plans
   Zoning Review: Notes
   Comprehensive and Area Plan Review: Notes
   Traffic and Thoroughfare Plan Review: Notes

3. Begin to identify specific areas of concern
   Assets and Liabilities Map: Conclusions

One of the principal functions of a conservation district is to provide stability and protection for the properties within its boundaries. By virtue of designation, neighborhoods are deemed a significant and valuable resource to the city. All previously adopted plans must be reviewed in light of this new policy.

The work book directs the study of these sources: land use, thoroughfare, comprehensive plan, and zoning. You will make notes on the appropriateness of the goals and directives in these plans. The chart above shows the different ways a neighborhood can be analyzed. First, land uses and problem areas can be applied to a map in order visualize them spatially and acclimate participants to neighborhood issues. The next step, zoning review is best accomplished by a group of neighbors, who can discuss the effectiveness of current zoning in their community. Areas of concern may be listed in simple statements on the worksheet section of the workbook.

The general format for each section is: instruction page, example, and work sheet. The first effort is a survey of existing conditions, the land use map. A closer analysis of the district may result in some change to past recommendations. A conservation district proposal produces new information and a new set of recommendations specific to the historic context which has been documented. Think of this step as research for a paper or presentation.
What you need:
⇒ Base Map with boundaries of proposed district
  Location: IHPC Offices

Think of this as a simple exercise which will provide you with the information necessary to make more important observations about your neighborhood in future steps. IHPC staff will give you several copies of a base map with the proposed district boundaries. The map provides lot lines and building outlines of all the structures in the district and it includes accessory buildings, garages, and parking lots. In addition, street names, natural features, and landmarks are identified. The map should be sufficiently large to place written details on individual properties, including addresses found in the field. Verification of address is an important part of this phase.

Develop a system to identify categories of use by shading properties (see the example on the facing page). Literally every parcel within the boundaries of the district should be documented. Categories of use include: single and two-family residential, multifamily residential, retail-office, public and industrial. You will find many uses that do not conform with their zoning districts. These are usually long standing and predate zoning changes or they may be allowed by variance approved by the city.

First, gather land use information in the area on a block by block basis and transfer it to the map. This activity, called a survey, is a good way to involve other citizens and property owners in the process of nomination. Assign an area to someone. This exercise will provide you with real information about the constantly evolving patterns of your neighborhood. People who have walked the streets of your neighborhood to do the survey will have first hand information about its day to day business. An understanding of these patterns is necessary to begin to identify issues: such as traffic congestion, areas of zoning violation, the need for lighting, sidewalks, or amenities. Remember your observations. These can be documented in the Assets and Liabilities Map step which follows.

Attach a folded copy of the completed map to this notebook.

Effect: The designation of an historic district does not effect existing land use. However, the IHPC will have the authority to review and approve all future requests for use variances and rezoning.

Example: Land Use Map
Identify land uses by category: single and two-family, multifamily, retail-office, industrial, public, and mixed use. Shade each structure appropriately. The map you will receive will be larger and it will allow you to shade the lots rather than just the outlines of the buildings. It will also show addresses clearly (see inset). Check them with the actual addresses you find while surveying the neighborhood.
review of existing zoning map and explanation

What you need:
⇒ Zoning Map and text
location: IHPC offices

The city provides all its residents with continuous regulation for existing development and also planning for future growth. This is called zoning, and it ascribes conditions to the separation of land uses (for example, parking, residential, commercial, industrial etc.). Some of these conditions are setback, height limitations, and buffering. Zoning regulates where and how different uses may locate. Often it helps to separate incompatible uses such as heavy industrial and residential by requiring landscaped setbacks or “buffers.” Zoning does not take into account design issues except in the most fundamental ways. Zoning does not protect the appearance of the neighborhood, nor what residents have come to value as its “historic character.”

Zoning, as a legally enforceable regulation, was first instituted early in the 20th century and reflects the changing attitudes of society at that time toward the need to separate land uses. Nineteenth century development patterns tended to group neighborhood-serving businesses close to housing. As 20th century transportation improvements gave people better mobility, society began to place a value on separating land uses. Smaller local stores began consolidating, and located in strip centers, large outlying sites, and eventually shopping malls. Zoning tends to encourage this type of “separated” development pattern.

Many older areas of the city exhibit the structural remnants of earlier, pre-zoning development patterns, usually in the form of commercial nodes at intersections within otherwise residential neighborhoods. It becomes a modern puzzle to select appropriate kinds of uses for these older, often vacant, storefronts.

A local conservation district authorizes design review which can prevent heavy-handed remodeling of an historic building or it can expedite parking variances which prevent the required large expanses of asphalt from changing the visual appearance of the area. Current zoning may allow development that could have a negative visual impact on the neighborhood. A conservation district, through design review, may control how that development will look.

Check the zoning for your neighborhood and analyze whether it appear to be appropriate.

Although the zoning will not change through conservation district designation, recommendations from the plan will guide decision makers in the future about all land use issues. The IHPC is directly involved, as a deciding body, in hearings concerning rezonings, variances and special exceptions.

A conservation district plan develops recommendations for compatible zoning, paying particular attention to the impact of some requirements, like parking, which may further destroy the historic character of the area. A short list of questions will provide some guidance in reviewing the zoning for your area. The list is only a start. You may come up with additional observations for your area. Attach extra sheets to the workbook if necessary.

Effect: Conservation district designation does not change existing zoning. It will allow the IHPC to decide future rezone requests, variances and special exceptions.

Exhibit: Zoning Map and text.
A zoning map of your area will be provided by the IHPC. Information describing the regulations and uses permitted in each zoning district will accompany the map. Make sure that you review the overall fit between the uses permitted by zone and the recommendations that you may propose for certain areas to encourage more compatible uses. If there is a conflict between current zoning and proposed uses, it should be stated on the worksheet or later in Step 6: Recommendations.
Zoning Worksheet

Answer the following questions after studying the zoning map and text:
Identify (list) which areas within district boundaries are likely to see new construction. Likely candidates are vacant lots or areas of neglected buildings that may be demolished.

Does the location of zoned commercial land encourage demolition of historic property in order to comply with parking requirements?

Are the historic buildings in each zoning district suitable for the list of uses allowed by their zoning classification? Identify buildings which are not.

Locate areas at the edge of the district (outside the boundaries) where uses may seek expansion into the district and verify if the existing zoning within the district would permit this expansion.

Other comments and observations (attach sheet):
review of traffic and thoroughfare plan

what you need:
⇒ Summary of Traffic Plans
  location: IHPC offices

The traffic plan for an area is the official schedule of future improvements for local streets and thoroughfares. The Thoroughfare Plan is just one element of the traffic plans you will review. Like the zoning map and the comprehensive plan, the Thoroughfare Plan is a public document which discusses your particular area. In these large plans, only a few paragraphs of text may apply to your neighborhood. The IHPC will also provide you information about other known local street improvements.

When an historic district is proposed, reconsideration of existing plans becomes important because previous recommendations may produce drastic changes in the historic streetscape. The removal of older sidewalks, or the construction of new sidewalks, the widening of a street, the removal of tree medians are all actions which may negatively affect historic character. Therefore, review of the city’s proposals in light of possible conservation district designation is important. As a part of this review, you may also comment on the effectiveness of traffic controls in your area and where additional traffic signage may be needed.

Effect: The IHPC will not have the authority to alter the thoroughfare plan or change existing conditions. The IHPC will have the authority to approve physical changes that might occur because of implementation of the plans.
Traffic and Thoroughfare Plan Worksheet

Consider the following questions and write a list of comments after studying appropriate sections of the Thoroughfare Plan:
Are all scheduled street improvements and any other applicable transportation/traffic plans compatible with the proposed district? Name the improvement and describe its impact.

Will any historic elements of the neighborhood be removed or inappropriately modified, for example medians or tree plots, because of these plans? List:

Sidewalks (material, location and whether or not they even exist) are important elements in any neighborhood. Are plans consistent with the character of the district?

Create a list of traffic hazards in your neighborhood. These may be pedestrian crossings, intersections that need signals, parking exits onto a public street....or other. Prioritize the most important to the least important by numbering the list.

Other comments and observations (attach sheet):
review of comprehensive and area plans

What you need:
⇒ Comprehensive Plan and other existing plans
  location: IHPC offices

The Department of Metropolitan Development is obliged to adopt a new comprehensive plan for its jurisdictions every twenty years. This plan guides decision making in all public hearing processes. Direct statements from the plan are quoted in support of or opposition to each development proposal. Often areas of historic value have already been identified in the comprehensive plan. Although this may provide some guidance, the new preservation plan will be more specific and up to date. Be aware that the conservation plan that you are helping to develop will serve as a guide to decision making by bodies like the Indianapolis Historic Preservation Commission and the Metropolitan Development Commission when they look to the comprehensive plan in ruling on variances and rezone requests.

Effect: The conservation plan, when adopted, officially becomes a part of the City’s Comprehensive Plan. It is used to formulate staff recommendations on all requests for rezonings and variances within the conservation district. These requests are heard by the IHPC.
Worksheet for Comprehensive and Area Plans

Consider the following questions and write a list of comments after studying the Comprehensive Plan and area plans for your neighborhood:

Are recommendations compatible with the concept of a conservation district? Identify elements of existing plans that could be incompatible.

________________________________________________________________________
________________________________________________________________________
________________________________________________________________________

Has new development been completed since the adoption of existing plans? How does the new development affect the neighborhood?

________________________________________________________________________
________________________________________________________________________
________________________________________________________________________

Are the land use suggestions still appropriate? Are there areas targeted for “redevelopment” which would require historically sensitive treatments after the designation? List their locations.

________________________________________________________________________
________________________________________________________________________
________________________________________________________________________

Have some buildings been demolished which were specifically addressed in the existing plan? List them.

________________________________________________________________________
________________________________________________________________________
________________________________________________________________________

other observations and comments (attach sheet):
creation of an asset and liability map

What you need:
⇒ Base Map
  Location: IHPC offices

Another useful exercise is the creation of an *Asset and Liability Map*. “Liability” is a planning term which is defined more simply as the “problems” in the neighborhood. These are the things most neighbors discuss among themselves and you will find residents and property owners very willing to contribute to the discussion. This particular exercise assists you in drafting recommendations to solve those problems later (step 6). The exercise of placing information on a map helps participants to imagine their neighborhood spatially. Use the symbol shown in our example to separate the assets from the liabilities and record them on a copy of the base map. Obvious examples of assets may be parks, bus lines, health and community centers. Liabilities may include hazardous intersections, vacant and derelict properties, areas where zoning encourages development denser or more intense than the existing structures may accommodate without heavy modification. This map, drawn on a large scale base map, should be brought to the neighborhood meetings. It will be a useful guide for discussion.

Upon its completion, attach a copy of this map to the notebook.

**Effect:** This exercise is provided only to assist those who are helping create the preservation plan. It does not effect any current or future decision or legally adopted plan.

Example: Asset and Liability Map
To identify assets and liabilities: use a dark fill for liabilities and hatch the areas that you consider to be assets. Make sure you provide enough text to make clear the reasoning behind your choices. The purpose of this exercise is to locate areas which will be addressed with specific recommendations in Step 6. Your map will be much larger than this example and can be used as a guide at future neighborhood meetings.
Objectives are a statement of fundamental goals. In short, what does the conservation plan hope to accomplish? The principal function of a conservation district is to provide stability and protection for the properties within its boundaries, because they are acknowledged as a significant and valuable resource to the city. This simple statement, that preservation of buildings is an objective of the plan, needs to be incorporated in the text. An example of an objectives statement, which is more strategic in nature:

*Preserve and maintain the historic single family residential character of the area east of Main Street.*

Generally this statement performs two functions. First, when adopted in the preservation plan, it serves as a guide to decision makers in the future. After adopting the new conservation district, the IHPC and Metropolitan Development Commission may refer to this statement when they support or deny future requests. The second function is that each goal statement sets up a problem which must be addressed in the recommendations to follow. For example, a recommendation that could follow from the objective statement given above might be:

*New or “infill” development east of Main Street should maintain the setback from the street and from each property line that is associated with the existing historic structures. Structures should cover approximately the same amount of the lot and be a similar height as the existing historic structures so as not to appear out of scale.*

Study all of the existing plans and maps that you compiled in Step 4, and review their applicability to your area as a conservation district.

Because all conservation district plan goals include a goal to preserve the integrity of historic buildings, that objective is quite similar in different districts. Other objectives may be quite different. In all districts, there will need to be an objective statement that addresses:

- Buildings
- Land use

Depending on the unique character of a district, it may be appropriate to have objective statements to address the following:

- New Development
- Public infrastructure/amenities
- Revitalization/stability
- General neighborhood character

Objectives can be written as lists in bullet form, similar to the examples shown. Characteristically these are simple sentences and short lists. There may be significant planning issues in your area related to a specific building or group of buildings. Make sure your list includes this area in your objectives.

The following worksheet is best be done by committee and should reflect the consensus of the neighborhood. As much as possible, spread out into the community for participants. Hold neighborhood wide meetings.

**Effect:** Once adopted, objectives serve as the philosophical basis for all decision made by the IHPC.

Example following pages: Selection of objectives from various preservation plans
Sample Objectives

Land Use Objectives:

1. Retain the residential use of the central area as it was historically designed to be used, discourage conversions to retail uses.
2. Maintain current density.
3. Support and encourage the construction of compatible infill housing and thus strengthen the existing residential core.
4. Grant commercial uses parking variances to discourage conversion of nearby vacant structures to parking lots.
5. Rezone vacant industrial land in the northeast quadrant of the district to commercial retail.

New Construction Objectives:

1. Maintain some degree of separation between garages and house, should be located at the rear of the property and should be oriented towards the alley. Prevent drive cuts to primary streets.
2. Consider new construction that is sensitive to the existing fabric for lot(s) should they become vacant.
3. Encourage additions which are sensitive to the original character of the site and which minimizes visibility from public streets.

Building Objectives:

1. Retain historic buildings.
2. Preserve and restore historic elements.
3. Rehabilitate existing buildings in a manner sensitive to historic character.
4. Encourage new design that is compatible with and enhances the unique architectural and historic character of the district.
5. Discourage front porch enclosures, encourage construction of open porches on new single family residential buildings.

Stability

1. Encourage neighborhood serving retail uses in the vacant commercial buildings located at the corner of --- and ---.
2. Encourage development of a neighborhood park in the area of vacant land close to the retail uses.

Your list of objectives should clearly define the location for which your comments apply, using correct addresses or street descriptions. Use these samples to draft a set of objectives appropriate to your area. Using the topics listed on page 45, write one or two comments for each category.
Objectives worksheet

This section should reflect the ideas and opinions of the residents of the neighborhood. In general, an objectives statement responds to the following simple question, Based upon your research and discussions, what do you want to do? A statement of objectives should respond to the following typical questions:

**Building Objective***
What do we want to see happen to individual buildings (historic and non-historic)? Review your zoning worksheet and the land use map.

**Land Use Objective***

**New Development Objective(s)**
Where is new development most appropriate? Review the land use map and list.
New Development Objective
What kind of new development do you want to see? Review comprehensive and area plans.

General Neighborhood Character
What do you want to see happen to the general neighborhood character?

Revitalization/Stability
Can you think of potential uses or services which would enhance your neighborhood as a community?

Public Infrastructure/Amenities
Identify needed public works projects (appropriate lighting fixtures, neighborhood park provision, sidewalk construction, curb repair etc.)

* A response to these objectives is required.

Other Objectives and Goals
**Conservation Plan**

All of the research and analysis just completed will enable you to develop simple and relevant planning recommendations. Remember that recommendations must have the support of both the residents and city staff to be effective. An elementary step in the planning process is the list of objectives from the previous section. It is important that following this step, the drafting of recommendations closely reflects neighborhood opinion derived from meetings where public comment and contribution is invited.

The IHPC is willing to assist you in mailing notices for these meetings. Although representatives of the IHPC may also attend, the meetings should be run by neighborhood representatives. All recommendations submitted will be reviewed by the IHPC staff. Revisions and refinement of recommendations will only be done in consultation with the neighborhood.

Draft a list of recommendations in simple bullet form. Remember in a conservation district, issues are not always straightforward. A derelict storefront is both a problem and an asset, especially if it could provide a neighborhood the opportunity for a needed service use. Vacant lots may be seen as weed patches or an opportunity for a park. The recommendation list allows residents to influence the direction of their neighborhood by proposing realistic ideas that turn liabilities into assets and by allowing them to state what they would like changed and not changed.

Since recommendations must have the support of both city staff and the neighborhood if they are to be effective, a certain amount of discussion, negotiation and compromise may be necessary to arrive at recommendations in their final form.

Recommendations can be categorized into the following topics and a number of recommendations made for each. In a large district it may be more efficient to divide the district into subareas geographically and address each topic separately. Again a simple bullet form is sufficient.

- Traffic
- Amenities/ Infrastructure
- Land Use/ Zoning

**Effect:** Recommendations become a part of the Comprehensive Plan, which is consulted when public action is taken. They become a legal document which does not mandate but guides decision-making in the historic district.

Example following pages: Samples of recommendations from existing preservation plans
Sample Recommendations

Recommendations are more strategic than objectives. Be sure that you describe the location and extent of each recommendation carefully. If you need to compare your proposal for development to existing buildings, do so to clarify what you intend:

- Encourage multi-family housing similar in height and density to that of the Ambassador and Plaza Apartments. Such buildings should have density of at least 50 dwelling units per acre and be no more than seven stories high.

- Encourage the development of buildings that will reinforce a solid wall of buildings fronting the Memorial Plaza.

- Discourage the location of surface parking in this subdistrict.

- Discourage the location of one-story free standing buildings.

- Maintain alley access for businesses that posses loading facilities out the rear of their buildings.

- Preserve alley access for easier pedestrian movement and existing parking facilities.

- All streets esplanades and alleys should be maintained and preserved where feasible. They have a rhythm and scale which contributes greatly to the identity of Herron-Morton Place.

- The Plan encourages the development of the neighborhood based commercial uses in existing commercial structures on Central Avenue and Talbott and Pennsylvania Streets.

- Single and multi-family uses are recommended as the dominant land use in Herron-Morton Place. Residential use at a recommended density of 5-15 dwelling units per acre (DU/A) would allow for development similar to that present in the district prior to the extensive demolition of structures which occurred from 1960 to 1980.

- Special commercial areas are those where unique commercial structures provide service to both the neighborhood and the City. Although the Footlite complex is recognized as a neighborhood and community asset, its structures and location are, in most cases, inappropriate in a residential area due to: (1) height, size, and type of structure and (2) parking and operational consideration. The Plan allows for this particular use to continue operations at this site and acknowledges the limitation of use. Should another use choose to locate there, careful consideration of its potential impact would need to be reviewed.

These examples of recommendations from existing plans show the variety of subject matter which is contained in a plan, from the general to the site specific.
recommendations worksheet

Compose specific recommendations for the proposed historic district under the following titles. Remember to match objectives with specific recommendations.

Traffic:
Review comments concerning the thoroughfare and traffic plan issues.

________________________________________________________________________
________________________________________________________________________
________________________________________________________________________
________________________________________________________________________
________________________________________________________________________
________________________________________________________________________

Amenities/infrastructure:
Address suggestions for sidewalks, street landscaping, street lamps and parks if appropriate to your proposed district.

________________________________________________________________________
________________________________________________________________________
________________________________________________________________________
________________________________________________________________________
________________________________________________________________________

Zoning/land use:
Review comments concerning zoning and the land use map.

________________________________________________________________________
________________________________________________________________________
________________________________________________________________________
________________________________________________________________________

Propose solutions to some of the items identified as liabilities in your neighborhood (list).
The intent of conservation district Design Guidelines is to preserve and protect the district’s basic historic resources and characteristics, at the same time encouraging appropriate growth and new development. Guidelines are not intended to restrict creativity but are meant to suggest appropriate approaches and guard against unsympathetic modifications. In a conservation district, the standard guidelines are generally less strict than in a historic district, because architectural integrity is not considered as important a component of the district’s historic value. As a general rule, conservation districts will have less comprehensive regulation and fewer instances of required review for property owners who make exterior modifications to their homes and buildings.

In the following pages, which present the proposed design standards for your area, the neighborhood will be asked to respond in three ways. First, you will be asked if you agree with all the items that are “subject to review and approval,” in others words, those exterior changes which require a certificate of appropriateness. Second, you will be asked to make decisions regarding other guidelines which may or may not be valuable for your area. By responding to the questions in the “Decisions to Make” boxes, the neighborhood customizes additional guidelines for their proposed conservation district. Finally, on the worksheet provided after the text, the neighborhood is asked to comment on any decisions on which there is disagreement.

Design Guidelines are to be used as a resource for property owners and others interested in developing a project or in making improvements within the conservation district. Staff is available to help interpret the guidelines and assist in finding appropriate approaches for the development of projects. Recommended and not recommended methods are described, but they are not intended to be absolute rules. Each project will have its own differing set of goals, problems, constraints and impacts which may suggest a different use of the standards.

The process of review for each proposal depends upon the magnitude of the proposed exterior modification. Plans are submitted to the IHPC for their review and approval but that approval may be rendered in several different ways: by staff, a hearing officer, or the commission itself.

**Effect:** Guidelines help preserve the integrity of conservation district by protecting its visual character. They do not limit growth, control use or interior space. They are the reference used when new construction or exterior change is proposed.
Conservation Plan Completion

At the completion of this section you may submit the completed workbook to the IHPC for its review and development into the Conservation District Plan for your area. The final document will be presented to the neighborhood at a public meeting. First the Indianapolis Historic Preservation Commission and subsequently the Metropolitan Development Commission must approve the plan. Both of these actions will occur at public hearings, where all property owners will be notified and will have an opportunity to attend and speak.
DESIGN GUIDELINES

IHPC APPROVALS
IN CONSERVATION DISTRICTS

CERTIFICATES OF APPROPRIATENESS (COA's)
Once the Plan is approved by the IHPC and the Metropolitan Development Commission, the IHPC grants approvals by issuing certificates of appropriateness or, in special circumstances, certificates of authorization (in the case of an inappropriate action approved for a special circumstance.) The IHPC will use the design guidelines when it reviews and makes decisions regarding alterations, new construction, reconstruction, and demolition.

THE IHPC'S STATUTORY AUTHORITY TO REVIEW AND APPROVE
A state statute (I.C. 36-7-11.1) authorizes the IHPC to review and approve the following actions before they occur in a district:
- construction of any structure
- reconstruction of any structure
- alteration of any structure
- demolition of any structure
- rezoning
- variance of use
- variance of development standards

CONSERVATION DISTRICT EXEMPTED FROM MANY APPROVALS
The state statute allows a preservation plan to specifically exempt certain categories of work involving the construction, reconstruction, alteration or demolition of structures from the requirement that a certificate of appropriateness be issued. Therefore, a conservation district plan will include the following statement:

All construction, reconstruction, alteration and demolition of any structures in the conservation district is exempt from the requirement that a certificate of appropriateness be issued UNLESS specifically noted in the design guidelines as “Subject to Review and Approval.”

This is very different from an historic district, where it is assumed that all work is subject to review and approval UNLESS specifically exempted.

GUIDELINES FOR APPROVING COA's
The Conservation District Plan provides guidance for determining what is appropriate with regard to those things that are subject to review and approval by the IHPC.

FOR ZONING AND VARIANCES: The Plan will include recommendations that will be developed with the help of the land use and zoning sections of this workbook.

FOR CONSTRUCTION, RECONSTRUCTION, ALTERATION AND DEMOLITION: The Plan will include Design Guidelines that are developed from the “Standard Conservation District Design Guidelines” (found on the following pages) and customized for this specific Plan (see the “Decisions to Make” boxes on the following pages.)
STANDARD CONSERVATION DISTRICT
DESIGN GUIDELINES

On the following pages you will find the following standard guidelines:

- Renovation Guidelines
- New Construction Guidelines
- Guidelines for Moving Buildings
- Sign Guidelines
- Parking lot Guidelines
- Demolition Guidelines

**DIRECTIONS FOR DESIGN GUIDELINES:**
1. Read all guidelines and make sure there is neighborhood consensus on those things that are "Subject to Review and Approval" and "Not Subject to Review and Approval."
2. Find every box titled "Decisions to Make." Indicate neighborhood consensus by checking the appropriate box.
3. On the worksheet at the end of the "Standard Guidelines," indicate any actions and/or guidelines with which there is disagreement.

**DEFINITIONS:**

**NOT SUBJECT TO REVIEW AND APPROVAL**

**NO IHPC CONTROL.** This is a statement, including examples (found in a box) of exactly what is NOT SUBJECT to review and approval by the IHPC and does NOT need a certificate of appropriateness. In most cases, it will state that all work related to the specific issue is exempt from IHPC review and approval unless specifically noted separately as "subject to review and approval."

**SUBJECT TO REVIEW AND APPROVAL**

**IHPC DOES CONTROL.** This is a list of those things that specifically ARE SUBJECT to review and approval by the IHPC. These are the things that the IHPC believes it must review and approve to successfully provide protection in a Conservation District are listed. Assume that these things will be reviewed and approved by the IHPC if a conservation district plan is approved.

**GUIDELINES**
These are guidelines that relate to the items listed as "Subject to Review and Approval." They must be included in a Conservation Plan and will be enforceable by the IHPC. These guidelines may be less comprehensive and less restrictive than for an historic district. For comparison, see Standard Guidelines for historic districts (not in this workbook.)

**DECISIONS TO MAKE**

**NEIGHBORHOOD DECIDES.** The IHPC believes that the review and approval of some things may not be necessary for adequate protection in a Conservation District. Each guideline includes a box that includes the things that the IHPC is willing to consider reviewing and approving if the property owners in a conservation district desire the IHPC to do so.
CONSERVATION DISTRICT
RENOVATION GUIDELINES

AWNINGS AND CANOPIES

NOT SUBJECT TO REVIEW AND APPROVAL
Anything related to awnings and canopies is exempt, except as noted in “Subject to Review and Approval,” examples of exemptions include:
- **Temporary Awnings**: Any awning except as described below. Types include canvass and metal awnings usually found on houses.

SUBJECT TO REVIEW AND APPROVAL
- **Permanent Canopies** attached to the front facade of a building or to a facade visible from the street.

GUIDELINES
The following guidelines relate to the above actions and must be included in a Conservation Plan. They will be enforceable by the IHPC for the above actions. These guidelines may be less comprehensive and less restrictive than for an Historic District. For comparison, see Standard Guidelines for historic districts.

RECOMMENDED
1. Permanent canopies are generally appropriate if there is evidence that one originally existed on the building or they were typically installed on buildings of the same style and era.

NOT RECOMMENDED
1. Permanent canopies are generally not recommended when there is no evidence that one originally existed on the building or they were not typically installed on buildings of the same style and era.

2. If installed, a permanent canopy should not obscure original architectural detail on a building.

DECISIONS TO MAKE  (none)

1 “Permanent” means permanently affixed to the underlying structure of the building. Not meant to be removable.
DOORS and DOOR OPENINGS

NOT SUBJECT TO REVIEW AND APPROVAL
Anything related to doors is exempt, except as noted in “Subject to Review and Approval,” examples of exemptions include:
- Door replacement, incl. garage doors (see “Decisions to Make” below)
- Storm and screen doors
- Door hardware
- Addition of new door openings on non-front facades
- Removal of existing door openings on non-front facades only.

SUBJECT TO REVIEW AND APPROVAL --Front Facade Only
The following actions must be included in a Conservation Plan:
- Alteration of door openings and door trim on front facades only. Changes in size, shape and material.
- Addition of new door openings on front facades only.
- Removal of existing door openings on front facades only.

GUIDELINES
The following guidelines relate to the above actions and must be included in a Conservation Plan. They will be enforceable by the IHPC for the above actions. These guidelines may be less comprehensive and less restrictive than for an Historic District. For comparison, see Standard Guidelines for historic districts.

RECOMMENDED
1. Retain original door openings and trim on the front facade in their unaltered condition.
2. If an alteration to a front facade door opening must be made, it should be done with as little effect on the historic character of the house as possible.

NOT RECOMMENDED
1. Eliminating original or adding new door openings on the front facade.

DECISIONS TO MAKE  (check one box)
The guidelines on this page may be less comprehensive than for an Historic District. For comparison, see Standard Guidelines for historic districts.

Do you want the following also to be subject to review and approval or do you want them to be exempt from review and approval?:

1. Replacement of existing doors on front facades.

Review  No Review

If it is decided to review any additional actions, guidelines would be altered to include them.
HANDICAPPED ACCESS

NOT SUBJECT TO REVIEW AND APPROVAL
Anything related to handicapped access is exempt, except as noted in “Subject to Review and Approval,” examples of exemptions include:
- Alterations to openings in non-front facades for handicapped access.
- Any ramps and railings on non-front facades

SUBJECT TO REVIEW AND APPROVAL — Front Facade Only
Creation of new openings in front facades for handicapped access.
Alteration to existing openings on front facades for handicapped access.
Construction of ramps and railings on front facades.

GUIDELINES
The following guidelines relate to the above actions and must be included in a Conservation Plan. They will be enforceable by the IHPC for the above actions. These guidelines may be less comprehensive and less restrictive than for an Historic District. For comparison, see Standard Guidelines for historic districts.

RECOMMENDED
1. Handicapped ramps on front facades should be constructed so that their effects are as reversible as possible.

NOT RECOMMENDED
1. Covering or removing significant architectural detail on front facades.

DECISIONS TO MAKE (none)
MASONRY (stone, cast stone, brick, stucco)

**NOT SUBJECT TO REVIEW AND APPROVAL**
The only work that is not subject to review and approval is:
- **Plastering, parging, or stuccoing of a commercial sidewall**, when sidewall is an exposed common wall that was never meant to be seen.

**SUBJECT TO REVIEW AND APPROVAL**
All work, except as noted above, done with and to masonry is subject to review and approval, examples include, but are not limited to:
- **Repointing of masonry**
- **Cleaning and surface treatment to masonry** such as sandblasting, waterblasting, chemical cleaning, waterproofing and painting.
- **Repair and replacement of masonry elements**
- **Any work that effects masonry** on the exterior of a building

**GUIDELINES**
The following guidelines relate to the above actions and must be included in a Conservation Plan. They will be enforceable by the IHPC for the above actions. These guidelines may be less comprehensive and less restrictive than for an Historic District. For comparison, see Standard Guidelines for historic districts.

**RECOMMENDED**
1. Identify and stop the causes of damaged masonry before undertaking repairs.
2. If mortar is missing or loose, the joints should be cleaned out with care not to damage the brick or stone. Repoint using a mortar mix which closely matches the composition, joint profile and color of the original. A high-lime content mortar should be used on soft historic bricks. Consult with an expert or IHPC staff for guidance on proper mix.
3. Whenever replacement brick or stone is needed, use salvaged or new material which closely matches the original in size, color, uniformity and texture.
4. Repainting previously-painted masonry after removing all loose paint. Firmly affixed paint does not need to be removed.
5. Any cleaning should be done with the gentlest method possible and should be stopped at the first evidence of damage to masonry. Test patches should be used to assess the effect of any proposed cleaning method.

**NOT RECOMMENDED**
1. Power grinders. The mechanical equipment is cumbersome and even the most skilled worker will tire or slip and cause irreversible damage.
2. Sandblasting, high pressure water blasting (over 600 psi), grinding, and harsh chemicals.
3. Painting, waterproof and water repellent coatings, unless masonry was previously treated. They are generally not needed and can potentially cause serious damage to the masonry. Also avoid covering masonry with tar or cement coatings.

**DECISIONS TO MAKE** (none)
PAINT COLORS

NOT SUBJECT TO REVIEW AND APPROVAL
The painting of any paintable surface is exempt. Approval is not needed to paint such surfaces and is not needed for the colors selected.

NOTE: There are certain circumstances in which the painting of masonry may not be allowed. See the Masonry Design Guideline.

DECISIONS TO MAKE (none)
PORCHES

NOT SUBJECT TO REVIEW AND APPROVAL
Anything related to porches is exempt, except as noted in “Subject to Review and Approval,” examples of exemptions include:
• Removal of rear porches, from rear facades
• Alteration of rear porches, on rear facades
• Construction of new rear porches, on rear facades

SUBJECT TO REVIEW AND APPROVAL—Front and Side Facades Only
• Removal of existing front and side porches
• Alteration to existing front and side porches
• Construction of new front and side porches

GUIDELINES
The following guidelines relate to the above actions and must be included in a Conservation Plan. They will be enforceable by the IHPC for the above actions. These guidelines may be less comprehensive and less restrictive than for an Historic District. For comparison, see Standard Guidelines for historic districts.

RECOMMENDED
1. Repair and retain original porches on front and side facades.
2. If rebuilding front and side porches is necessary due to structural instability, reuse as much of the original decorative details as possible.
3. If replacing a missing porch, it should be based on as much evidence as possible about the original porch design, shape, and details, OR it should be a simple design that is compatible with the style of the house.
4. If adding a porch to the front or side facade where none ever existed, it should be designed to be as reversible as possible and should cover and remove as little historic detail as possible.
5. If altering a existing front or side porch, it should be done in a way to minimize effect on the historic character of the house. If a wood porch floor is replaced with concrete, it should replicate the original form and dimensions as close as possible.
6. Consider retaining non-original front and side porches if they have their own architectural or historic importance.

DECISIONS TO MAKE (none)
ROOFS AND ROOF ELEMENTS

NOT SUBJECT TO REVIEW AND APPROVAL
Anything related to roofs is exempt, except as noted in “Subject to Review and Approval,” examples of exemptions include:
- **Reroofing of flat roofs**
- **Installation of anything on flat roofs**, when not visible from the ground.
- **Skylights** (type and location), when on rear or side roof slopes.
- **Installation of aluminum and vinyl soffits**, covering the existing soffits.
- **Installation of gutters and downspouts**
- **Roof mounted antennas, small satellite dishes (not over 18”) and vents**

SUBJECT TO REVIEW AND APPROVAL
- **Alteration of roof shape and slope**, including addition of dormers and sheds.
- **Skylights** (type and location), when on a roof slope that faces the street.
- **Alteration of built-in gutters**
- **Alteration, removal, addition of chimneys** on front facades or front half of a building.

GUIDELINES
The following guidelines relate to the above actions and must be included in a Conservation Plan. They will be enforceable by the IHPC for the above actions. These guidelines may be less comprehensive and less restrictive than for an Historic District. For comparison, see Standard Guidelines for historic districts.

**RECOMMENDED**
1. Adding a slope to a flat roof if it does not affect the character of the building.
2. Repairs and retention of built-in gutters or reconstruction of the gutters in a similar configuration using alternative materials.
3. Original chimneys that contribute to the roof character should be repaired and retained. If no longer in use, they should be capped rather than removed.

**NOT RECOMMENDED**
1. Altering roof slope and shape in a way that changes the historic character of building.
2. Adding dormers or roof sheds that change the significant character of the building.
3. Cutting or altering decorative rafter ends to accept a new gutter board.
4. Skylights that face the front and are highly visible from the street
5. Placing, roof vents, metal chimneys, antennas, solar panels, satellite dishes (over 18”), air conditioning units, and other mechanical equipment where visible from the street.

**DECISIONS TO MAKE (check one box)**
Do you want the following also to be subject to review and approval or do you want them to be exempt from review and approval?

1. **Reroofing** (material and color)  
   - Review  
   - No Review

2. **Alteration, removal, addition of chimneys**
   - Review  
   - No Review

Circle one: All or Front half of building only?

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3 If it is decided to review any of the additional items, guidelines would be altered to include them.
SECURITY ITEMS

NOT SUBJECT TO REVIEW AND APPROVAL
The following security items are exempt:

- **Installation of security doors**, provided the opening is not altered
- **Installation of security bars on windows**
- **Installation of security lights and alarm boxes**
- **Replacement of basement windows with glass block**, provided the opening is not altered
- **Installation of security gates on store windows**

DECISIONS TO MAKE  (none)
SIDEWALLS (COMMERCIAL BUILDINGS)

NOT SUBJECT TO REVIEW AND APPROVAL
Actions to a sidewalk are exempt, except as noted in “Subject to Review and Approval,” examples of exemptions include:
  • **Plastering, parging or stuccoing of a sidewalk** that was once a common wall with another building
  • **Adding windows and doors in a sidewalk** that was once a common wall with another building

SUBJECT TO REVIEW AND APPROVAL
  • **Alterations to sidewalks**, when adjacent to a street
  • **Signage on sidewalks** (see sign guidelines)

GUIDELINES
The following guidelines relate to the above actions and must be included in a Conservation Plan. They will be enforceable by the IHPC for the above actions. These guidelines may be less comprehensive and less restrictive than for an Historic District. For comparison, see Standard Guidelines for historic districts.

RECOMMENDED
1. For alterations to sidewalks, see guidelines for the specific type of work.

2. Painted advertising and business signs on sidewalks that historically had such advertising might be considered provided the design evokes the character of historic sidewalk signage.

3. Sidewalks are not good locations for billboards.

**DECISIONS TO MAKE (check one box)**
Do you want the following also to be subject to review and approval or do you want them to be exempt from review and approval?*

<table>
<thead>
<tr>
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<th>Review</th>
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<tbody>
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<td><strong>Placement of murals on sidewalks</strong></td>
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* If it is decided to review any of the additional items, guidelines would be altered to include them.
STOREFRONTS

NOT SUBJECT TO REVIEW AND APPROVAL
Because of the importance of storefronts, all work done to them is subject to review and approval. However, some of the guidelines are more lenient than in an historic district.

SUBJECT TO REVIEW AND APPROVAL
- Alterations, restoration or reconstruction of storefronts, on commercial buildings

GUIDELINES
The following guidelines relate to the above actions and must be included in a Conservation Plan. They will be enforceable by the IHPC for the above actions. These guidelines may be less comprehensive and less restrictive than for an Historic District. For comparison, see Standard Guidelines for historic districts.

RECOMMENDED
1. Maintain the original proportions, dimensions and elements when restoring, renovating or reconstructing a storefront:
   a) Retain or restore the glass transom panels, kickplates and entrances at their original locations and proportions.
   b) Restore detail to the original, if evidence exists. Use simplified detail if original evidence does not exist.
2. If covered, consider uncovering the original lintel, support wall or piers to reestablish the storefront frame.
3. If original storefront is gone and no evidence exists, the new storefront may be of traditional or modern design and it may use traditional or modern materials. It should not detract from its building and its neighbors.

NOT RECOMMENDED
1. Using elements typically found in commercial shopping strips that do not relate to the historic elements in the area.
2. Setting new storefronts back from the sidewalk and disrupting the visual order of the block.
3. Creating new storefront that replicate non-documented "historic" facades or evoke styles that predate the building or that evoke other places.

DECISIONS TO MAKE  (none)
TRIM AND ORNAMENTATION

NOT SUBJECT TO REVIEW AND APPROVAL
The following actions to trim and ornamentation are exempt, except as noted in “Subject to Review and Approval,” examples of exemptions include:
   • Addition, alteration or removal of trim and ornamentation, on rear facade only.

SUBJECT TO REVIEW AND APPROVAL
   • Addition, alteration and removal of original trim and ornamentation, from front and side facades
   • Alteration to decorative cornices, anywhere on a building

GUIDELINES
The following guidelines relate to the above actions and must be included in a Conservation Plan. They will be enforceable by the IHPC for the above actions. These guidelines may be less comprehensive and less restrictive than for an Historic District. For comparison, see Standard Guidelines for historic districts.

RECOMMENDED
1. Repair the original cornice around all of the building or replace with a replication if seriously damaged/deteriorated.

2. Repair the original trim and decorative elements on the front and side facades or replace with a replication if seriously damaged/deterioration.

3. Missing decorative details are best-replicated from evidence of their original design (look for: old photographs, remnants left on the building, paint lines where parts were removed, nail holes, old notches and cut outs in siding and trim.)

4. Non-documented missing decorative details may be designed from observation of details on similar historic buildings.

5. Non-documented additional decorative details should be avoided, but may be added to front and side facades if the design is characteristic of the building’s architecture and if its installation is reversible.

6. New materials should accomplish the same visual characteristics as the originals.

NOT RECOMMENDED
1. New trim and decorative details should not cover up original details.

DECISIONS TO MAKE (none)
WINDOWS and WINDOW OPENINGS

NOT SUBJECT TO REVIEW AND APPROVAL
The following actions to windows and window openings are exempt, except as noted in “Subject to Review and Approval,” examples of exemptions include:
- Installation or replacement of storm and screen windows anywhere on a building (when opening is not altered.)
- Replacement of existing windows on rear facades
- Alteration or removal of existing windows on rear facades.
- Creation of new window openings on rear facades only.

SUBJECT TO REVIEW AND APPROVAL – Front and Side Facades Only
- Replacement of existing windows on front and side facades
- Alteration or removal of existing windows on front and side facades.
- Creation of new window openings on front and side facades.
- Alteration or addition of window trim, including shutters on front and side facades.

GUIDELINES
The following guidelines relate to the above actions and must be included in a Conservation Plan. They will be enforceable by the IHPC for the above actions. These guidelines may be less comprehensive and less restrictive than for an Historic District. For comparison, see Standard Guidelines for historic districts.

RECOMMENDED – Front and Side Facades Only
1. If replacing original historic windows, replacements should be as close as possible to the size of the original opening and should be a style as similar as possible to the original. True divided lites are encouraged, but snap-on or glue-on muntins are not precluded.
2. If non-original windows are replaced, replacements should be compatible with the architectural design of the building without further altering the original opening.
3. It is encouraged for replacement windows to be the same material as original windows. However, other materials may be considered if they fit the opening properly and have similar appearance to the original.
4. If original window trim is replaced, it should match original as closely as possible.
5. If adding exterior window shutters, they should properly fit the window proportions.

NOT RECOMMENDED – Front and Side Facades Only
1. Replacement windows dissimilar to the original in size, dimensions, shape, design, pattern, and materials.
2. Creating new window openings or eliminating original window openings, especially on significant and highly visible elevations.

DECISIONS TO MAKE (none)
WOOD SIDING (and other non-masonry siding)

NOT SUBJECT TO REVIEW AND APPROVAL
Anything related to non-masonry siding is exempt, except as noted in "Subject to Review and Approval," examples of exemptions include:
- Removal of insulbrick, vinyl, aluminum or other non-original covering
- Replacement of existing wood siding with new wood siding of the same dimension and surface texture

SUBJECT TO REVIEW AND APPROVAL
- Replacement of existing siding with any different material.
- Installation of vinyl, aluminum, hardboard or other siding made of man-made material

GUIDELINES
The following guidelines relate to the above actions and must be included in a Conservation Plan. They will be enforceable by the IHPC for the above actions. These guidelines may be less comprehensive and less restrictive than for an Historic District. For comparison, see Standard Guidelines for historic districts.

RECOMMENDED
1. It is best repair and restore original wood siding if possible. If it is decided to replace original wood siding, it should be replaced with wood siding of similar dimension and surface texture. A hardboard material can be considered if it is similar in dimension and surface texture to the original.

2. If it is decided to cover wood siding with aluminum or vinyl siding, such siding should meet the following specifications:
   - dimension and direction of “lap exposure” should be similar to the original wood lap exposure being covered
   - smooth surface texture is preferred to textured surface
   - avoid covering all wood trim and detail

NOT RECOMMENDED
1. The use of high pressure water blasting (over 600 psi), sandblasting, rotary sanding or a blow torch should be avoided when removing paint off wood siding.

2. Installation of sheet material as finish siding

DECISION TO MAKE (check one box)
Do you want the following also to be subject to review and approval or do you want them to be exempt from review and approval?

- Installation of vinyl or aluminum siding over existing wood siding, provided it is of a dimension and surface texture similar to the original siding.

1 If it is decided to review any of the additional items, guidelines would be altered to include them.
STANDARD GUIDELINES FOR RENOVATING NON-CONTRIBUTING BUILDINGS IN A CONSERVATION DISTRICT

Buildings identified on the Building Significance Map as non-contributing can be assumed to have little, if any, historic significance.

NOT SUBJECT TO REVIEW AND APPROVAL
Anything related to renovating non-contributing buildings is exempt, except as noted in "Subject to Review and Approval," examples of exemptions include:

- Renovation and alteration to an existing non-contributing building (this exclusion does not include new additions to non-contributing buildings.)
- Addition of rear porches

SUBJECT TO REVIEW AND APPROVAL

- Addition of front porches and side porches
- Additions of any room additions

GUIDELINES
The following guidelines relate to the above actions and must be included in a Conservation Plan. They will be enforceable by the IHPC for the above actions. These guidelines may be less comprehensive and less restrictive than for an Historic District. For comparison, see Standard Guidelines for historic districts.

RECOMMENDED
1. Additions of a new front porch should be done in a way that is compatible with the style of the non-contributing building and is not incompatible with surrounding historic buildings.

2. Room additions should be of a style, mass, scale and material that is aesthetically compatible with the non-contributing building and is not incompatible with surrounding historic buildings.

DECISIONS TO MAKE (none)
CONSERVATION DISTRICT
NEW CONSTRUCTION GUIDELINES

The purpose of these guidelines is to present concepts, alternatives, and approaches that will produce design solutions that recognize the characteristics of the conservation area and bring harmony between new and existing buildings. The guidelines are not meant to restrict creativity, but to set up a framework within which sympathetic design will occur. It should be noted that within an appropriate framework there can be many different design solutions which may be appropriate. While guidelines can create an acceptable framework they cannot ensure any particular result. Consequently people may hold a wide range of opinions about the resultant designs since those designs are largely a factor of the designer's ability.

CONTEXT FOR NEW CONSTRUCTION
Guidelines serve as aids in designing new construction which reacts sensitively to the existing context in a manner generally believed to be appropriate. Therefore, the most important first step in designing new construction in any conservation district is to determine just what the context is to which the designer is expected to be sensitive.

Every site will possess a unique context. This will be comprised of the buildings immediately adjacent, the nearby area (often the surrounding block), a unique subarea within the district, and the district as a whole.

Generally, new construction will occur on sites which fall into the following categories. For each one described below, there is an indication of the context to which new construction must be primarily related.

1. DEVELOPED SITE. This is usually a site upon which there already exists an historic primary structure. New construction usually involves an addition to the buildings or the construction of an accessory building such as a garage.

   Context. New construction must use the existing historic building as its most important, perhaps only, context.

2. ISOLATED LOT. This is usually a single vacant lot (sometimes two very small lots combined) which exists in a highly developed area with very few if any other vacant lots in view.

   Context. The existing buildings immediately adjacent and in the same block, and the facing block provide a very strong context to which any new construction must primarily relate.

3. LARGE SITE. This is usually a combination of several vacant lots, often the result of previous demolition.

   Context. Since this type of site was usually created as a result of relatively extensive demolition, its surrounding context has been weakened by its very existence. However, context is still of primary concern. In such case, a somewhat larger area than the immediate environment must also be looked to for context, especially if other vacant land exists in the immediate area.

4. EXPANSIVE SITE. This site may consist of a half block or more of vacant land or the site may be a smaller one surrounded by many other vacant sites. Often there is much vacant land surrounding the site.

   Context. The context of adjacent buildings is often very weak or non-existent. In this case, the surrounding area provides the primary context to the extent that it exists. Beyond that, the entire historic area is the available context for determining character. This type of site often offers the greatest design flexibility. Where the strength of the context varies at different points around a site, new design should be responsive to the varying degrees of contextual influence.
DEVELOPED SITE
ADDITION TO EXISTING BUILDING

USE EXISTING BUILDING IN DETERMINING PRIMARY DESIGN OF ADDITION

ISOLATED SITE
NEW BUILDING ON SINGLE LOT

USE EXISTING BUILDINGS SURROUNDING THE SITE IN DETERMINING DESIGN OF NEW BUILDING

LARGE SITE
NEW BUILDING ON SEVERAL SITES

USE EXISTING BUILDINGS SURROUNDING THE SITE IN DETERMINING DESIGN OF NEW BUILDING

EXPANSIVE SITE
NEW BUILDINGS ON LARGE SITE

USE EXISTING BUILDINGS THROUGHOUT THE AREA IN DETERMINING DESIGN OF NEW BUILDING
CONSTRUCTION OF PRIMARY BUILDINGS

NOT SUBJECT TO REVIEW AND APPROVAL
All construction of primary buildings is subject to review and approval by the IHPC.

SUBJECT TO REVIEW AND APPROVAL
• Construction of any new primary building.

GUIDELINES
The following guidelines relate to the above actions and must be included in a Conservation Plan. They will be enforceable by the IHPC for the above actions. These guidelines may be less comprehensive and less restrictive than for an Historic District. For comparison, see Standard Guidelines for historic districts.

1. Materials: The visual, structural, and performance characteristics of the materials visible on a building exterior.

RECOMMENDED
1. Building materials, whether natural or man-made, should be visually compatible with surrounding historic buildings.

2. When vinyl, aluminum or hardboard siding is used to simulate wood clapboard siding, it should reflect the general directional and dimensional characteristics found historically in the neighborhood.

2. Setback: The distance a building is set back from a street.

RECOMMENDED
1. A new building's setback should relate to the setback pattern established by the existing block context. If the development standards for the particular zoning district do not allow appropriate setbacks, a variance may be needed.

2. On corner sites, the setbacks from both streets must reflect the context.

3. Orientation: The direction which a building faces.

RECOMMENDED
1. New buildings oriented toward the street in a way characteristic of surrounding buildings.
4. **Spacing:** The distance between contiguous buildings along a blockface.

**RECOMMENDED**

1. New construction that reflects and reinforces the spacing found in its block. New construction should maintain the perceived regularity or lack of regularity of spacing on the block.

5. **Building Heights:** The actual height of buildings and their various components as measured from the ground.

   **NOTE:** In areas governed by this plan, building heights should be determined using these guidelines rather than those noted in the zoning ordinance.

**RECOMMENDED**

1. Generally, the height of a new building should fall within a range set by the highest and lowest contiguous buildings if the block has uniform heights. Uncharacteristically high or low buildings should not be considered when determining the appropriate range.

2. Cornice heights, porch heights and foundation heights of surrounding buildings should be considered when designing new construction.

6. **Building Outline:** The silhouette of a building as seen from the street.

**RECOMMENDED**

1. The basic outline of a new building, including general roof shape, should reflect building outlines typical of the area.

2. The outline of new construction should reflect the directional orientations characteristic of the existing buildings in its context.

7. **Mass:** The three-dimensional outline of a building.

**RECOMMENDED**

1. The total mass and site coverage of a new building should be compatible with surrounding buildings.

2. The massing of the various parts of a new building should be characteristic of surrounding buildings.

8. **Foundation:** The support base upon which a building sits.

**RECOMMENDED**

1. New construction should reflect the prevailing sense of foundation height on contiguous buildings.
9. **Style and Design:** The creative and aesthetic expression of the designer.

**RECOMMENDED**

1. No specific styles are recommended. Creativity and original design are encouraged. A wide range of styles is theoretically possible and may include designs which vary in complexity from simple to decorated.

2. Surrounding buildings should be studied for their characteristic design elements. The relationship of those elements to the character of the area should then be assessed. Significant elements define compatibility. Look for characteristic ways in which buildings are roofed, entered, divided into stories and set on foundations. Look for character-defining elements such as chimneys, dormers, gables, overhanging eaves, and porches.

10. **Fenestration:** The arrangement, proportioning, and design of windows, doors and openings.

**RECOMMENDED**

1. Creative expression with fenestration is not precluded provided the result does not conflict with or draw attention from surrounding historic buildings.

2. Windows and doors should be arranged on the building so as not to conflict with the basic fenestration pattern in the area.

3. The basic proportions of glass to solid which is found on surrounding buildings should be reflected in new construction.

4. Window openings that reflect the basic proportionality and directionality of those typically found on surrounding historic buildings.

11. **Building Entry:** The actual and visually perceived approach and entrance to a building.

**RECOMMENDED**

1. Entrances may characteristically be formal or friendly, recessed or flush, grand or commonplace, narrow or wide. New buildings should reflect a similar sense of entry to that which is expressed by surrounding historic buildings.

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**DECISIONS TO MAKE** *(none)*
CONSTRUCTION OF ADDITIONS, GARAGES & ACCESSORY BUILDINGS

NOT SUBJECT TO REVIEW AND APPROVAL

- Construction or installation of small storage accessory buildings in back yards.

SUBJECT TO REVIEW AND APPROVAL

- Construction of any new enclosed addition to any building.
- Construction or installation of any small accessory building in front yards or in vacant lots
- Construction of garages and large accessory buildings anywhere

GUIDELINES

The following guidelines relate to the above actions and must be included in a Conservation Plan. They will be enforceable by the IHPC for the above actions. These guidelines may be less comprehensive and less restrictive than for an Historic District. For comparison, see Standard Guidelines for historic districts.

RECOMMENDED

1. Accessory buildings should be located behind the existing historic building unless there is an historic precedent otherwise.

2. Detached garages should be located similarly to those in the surrounding area.

3. Attached garages should not face the main street unless that is typical of the area’s historic character. Otherwise, attached garages should be designed to not be obvious from the front of the property.

4. Garages or other large accessory buildings should be of a scale, height, size, and mass that relates to the existing primary building and does not overpower it.

5. Additions to historic buildings should not obscure or overpower the basic form and style of the building as perceived from the street.

6. Additions to non-contributing buildings should be compatible in design with the original building and with surrounding historic buildings.

DECISIONS TO MAKE (check one box)

Do you want the following to be subject to review and approval or do you want them to be exempt from review and approval?:

1. Construction of detached garages behind houses

   Review ☐  No Review ☐

^ If it is decided to review any of the additional items, guidelines would be altered to include them.
CONSERVATION DISTRICT
SITE DEVELOPMENT AND LANDSCAPE GUIDELINES

SITES AND LANDSCAPING

NOT SUBJECT TO REVIEW AND APPROVAL
Anything related to site development and landscape is exempt, except as noted in “Subject to Review and Approval.” Examples of exemptions include:

- Installation and removal of all plant materials
- Small yard decorations anywhere
- Patios, decks, play equipment, dog houses/runs, swimming pools in backyards
- Backyard fencing, behind the front facade of a building
- Parking surfaces behind buildings.

SUBJECT TO REVIEW AND APPROVAL

- Patios, decks, play equipment, dog houses/runs, swimming pools in front yards and vacant lots
- Front yard fencing in front of the front facade of a building
- Fencing around a vacant lot
- Parking surfaces in front of buildings and on vacant lots

GUIDELINES
The following guidelines relate to the above actions and must be included in a Conservation Plan. They will be enforceable by the IHPC for the above actions. These guidelines may be less comprehensive and less restrictive than for an Historic District. For comparison, see Standard Guidelines for historic districts.

RECOMMENDED

1. Front yard fencing should be compatible with the historic character of the area. Generally, front yard fences should not be higher than 42” and should be an open picket style. Chain link is usually not appropriate in front yards.

NOT RECOMMENDED

1. Significant changes in the topography of front yards and vacant lots by excessive grading or addition of slopes and berms.

2. Placement of patios, decks, play equipment, dog houses/runs, swimming pools or other large features in front yards.

DECISIONS TO MAKE  (none)

*Although zoning requirements still apply*
CONSERVATION DISTRICT
GUIDELINES FOR MOVING BUILDINGS

Historic buildings existing in the Conservation Area should not be moved to other locations in the district. The moving of an historic structure should only be done as a last resort to save a building or possibly considered in the case where its move is necessary to accomplish development so critical to the neighborhood's revitalization that altering the historic context is justified. Moving a building strips it of a major source of its historic significance; its location and relationship to other buildings in the district. The existence of relocated buildings, especially in significant numbers, confuses the history of the district. The following guidelines are meant to assist in determining the appropriateness of moving a building.

MOVING BUILDINGS

NOT SUBJECT TO REVIEW AND APPROVAL

- Moving of small storage accessory buildings in back yards. (See Guidelines for New Construction of Accessory Buildings for moving small storage buildings.)

SUBJECT TO REVIEW AND APPROVAL

- Moving any building within the Conservation District
- Moving any building into or out of the Conservation District

GUIDELINES

The following guidelines relate to the above actions and must be included in a Conservation Plan. They will be enforceable by the IHPC for the above actions. These guidelines may be less comprehensive and less restrictive than for an Historic District. For comparison, see Standard Guidelines for historic districts.

RECOMMENDED

1. The building to be moved should be compatible with the architecture surrounding its new site relative to style, scale, materials, mass and proportions.

2. The siting of a building on a new site should be similar to surrounding buildings.

NOT RECOMMENDED

1. Moving historic buildings within the district. The existing location and relationship of buildings is a part of the neighborhood's history and gives us knowledge of historic lifestyles, development patterns, attitudes and neighborhood character.

DECISIONS TO MAKE (none)
CONSERVATION DISTRICT
SIGN GUIDELINES

SIGNAGE

NOT SUBJECT TO REVIEW AND APPROVAL
Anything related to signs and signage is exempt, except as noted in "Subject to Review and Approval," examples of exemptions include:

- Incidental signs (i.e. "Open," "Sale," Parking Full," etc.)
- Changes to existing signs that do not need sign permits
- Home Occupation signs (must meet zoning ordinance)
- Wording, color, lighting and graphics on signs
- Real Estate, construction, special event and other temporary signs

SUBJECT TO REVIEW AND APPROVAL — Location, size, shape only

- Business signs that need a sign permit (as defined in the zoning ordinance)
- Advertising signs (as defined in the zoning ordinance)
- Signs painted on buildings
- Freestanding pole and ground signs

GUIDELINES
The following guidelines relate to the above actions and must be included in a Conservation Plan. They will be enforceable by the IHPC for the above actions. These guidelines may be less comprehensive and less restrictive than for an Historic District. For comparison, see Standard Guidelines for historic districts.

RECOMMENDED
1. The location, size, scale, and shape of signs on commercial buildings should be compatible with the building and the surrounding area.

2. Fabrication should be done with quality materials and craftsmanship.

3. Awning and canopy signs should not dominate the awning or canopy.

NOT RECOMMENDED
1. Freestanding ground-mounted or pole signs in residential areas. EXCEPTION: A freestanding ground-mounted or pole sign when used to identify an historic resource that is open to the public. Such signs should be pedestrian-oriented and simple in design.

2. Billboards

3. Box signs (constructed as independent box-like structures) should not dominate the character and architecture of a building.

4. Roof signs.

5. A projecting sign, unless it is pedestrian oriented and its location, size, style, method of attachment, and material is compatible with the building to which it is attached.

DECISIONS TO MAKE (none)
CONSERVATION DISTRICT
PARKING LOT GUIDELINES

PARKING LOTS

NOT SUBJECT TO REVIEW AND APPROVAL
AnyTHING related to parking lots is exempt, except as noted in “Subject to Review and Approval,” examples of exemptions include:

- Resurfacing an existing parking lot (with any material)
- Curb and/or edging materials

SUBJECT TO REVIEW AND APPROVAL

- Creation of new parking lots
- Expansion of existing parking lots
- Fencing on front half of parking lots if they are on a street

GUIDELINES
The following guidelines relate to the above actions and must be included in a Conservation Plan. They will be enforceable by the IHPC for the above actions. These guidelines may be less comprehensive and less restrictive than for an Historic District. For comparison, see Standard Guidelines for historic districts.

RECOMMENDED
1. Physical and visual barriers between parking areas and a public sidewalk, street, alley, and/or residential area.

2. Lights installed adjacent to residential properties should be low and shielded.

3. Deciduous shade trees should be planted on the interior of the lot as well as on the edges.

4. A ten-foot buffer with 100% of the linear distance screened between a parking area, a primary street, residential uses, and sidewalks, using trees and/or an architectural screen wall or fence and/or a plant material screen

5. Replacement during the next planting season of any plantings that are required in a Certificate of Appropriateness and that have died or have been removed.

NOT RECOMMENDED - Enforceable

1. New curb cuts whenever existing curb cuts or alley access is available.

2. Residential or suburban fencing styles, including chain link, for installation around a parking lot.

DECISIONS TO MAKE (none)
CONSERVATION DISTRICT
DEMOLITION GUIDELINES

DEMOLITION OF STRUCTURES

NOT SUBJECT TO REVIEW AND APPROVAL
Anything related to demolition is exempt, except as noted in “Subject to Review and Approval.” Examples of exemptions include:
- Demolition of buildings noted in the Plan as “non-contributing”

SUBJECT TO REVIEW AND APPROVAL
- Demolition of primary structures
- Demolition or removal of additions to primary structures
- Partial demolition of primary structures

GUIDELINES
Guidelines related to the total or partial demolition of primary structures and their additions must be included in a Conservation Plan. They are the same as those for historic districts and will be enforceable by the IHPC (attached as appendix to this workbook.)

DECISIONS TO MAKE  (check one box)
The guidelines on this page may be less comprehensive than for an Historic District. For comparison, see Standard Guidelines for historic districts.

Do you want the following also to be subject to review and approval or do you want them to be exempt from review and approval?:

1. Demolition of one-story garages  Review  No Review

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5 If it is decided to review any additional actions, guidelines would be altered to include them.
WORKSHEET

List any actions and/or guidelines with which there is disagreement (incl. reason):
WORKSHEET (Continued)

List any actions and/or guidelines with which there is disagreement (incl. reason):

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APPENDIX

CONSERVATION AND HISTORIC DISTRICT
DEMOlITION GUIDELINES

INTRODUCTION
This section explains the type of work considered in this plan to be demolition as well as the
criteria to be used when reviewing applications for Certificates of Appropriateness that include
demolition. Before receiving any permits or undertaking any work that constitutes demolition, a
Certificate of Appropriateness or Authorization from the Indianapolis Historic Preservation
Commission must be issued.

DEMOlITION DEFINITION
For the purpose of this plan, demolition shall be defined as the razing, wrecking or removal be
any means of the entire or partial exterior of a structure. The following examples are meant to help define demolition and are not all-inclusive:

1) The razing, wrecking or removal of a total structure.
2) The razing, wrecking or removal of a part of a structure, resulting in a reduction in its
mass, height or volume.
3) The razing, wrecking or removal of an enclosed or open addition.

Some work that may otherwise be considered demolition may be considered rehabilitation, if
done in conjunction with an IHPC Certificate of Appropriateness for rehabilitation. Examples
include:

1) The removal or destruction of exterior siding and face material, exterior surface trim, and portions or exterior walls.
2) The removal or destruction of those elements which provide enclosure at openings in any
exterior wall (e.g., window units, doors, panels.)
3) The removal or destruction of architectural, decorative or structural features and elements which are attached to the exterior of a structure (e.g., parapets, cornices, brackets, chimneys.)

Examples of work not included in demolition:

1) Any work on the interior of a structure.
2)* The removal of exterior utility and mechanical equipment.
3)* The removal, when not structural integrated with the main structure, of awnings, gutters, downspouts, light fixtures, open fire escapes and other attachments.
4)* The removal of signs.
5)* The removal of paint.
6)* The removal of site improvement features such as fencing, sidewalks, streets, driveways, curbs, alleys, landscaping and asphalt.
7) The replacement of clear glass with no historic markings.

NOTE: Items 2,3,4,5 and 6 may be considered rehabilitation and require a Certificate of
Appropriateness under other guidelines in this plan.
CRITERIA FOR DEMOLITION
The IHPC shall approve a Certificate of Appropriateness or Authorization for demolition as defined in this chapter only if it finds one or more of the following:

1) The structure poses an immediate and substantial threat to the public safety.

2) The historic or architectural significance of the structure or part thereof is such that, in the Commission's opinion, it does not contribute to the historic character of the structure and the district, or the context thereof.

3) The demolition is necessary to allow new development which, in the Commission's opinion, is of greater significance to the preservation of the district than retention of the structure, or portion thereof, for which demolition is sought, and/or

4) The structure or property cannot be put to any reasonable economically beneficial use for which it is or may be reasonably adapted without approval of demolition.

The IHPC may ask interested individuals or organizations for assistance in seeking an alternative to demolition.

When considering a proposal for demolition, the IHPC shall consider the following criteria for demolition as guidelines for determining appropriate action:

Condition
Demolition of an historic building may be justified by condition, but only when the damage or deterioration to the structural system is so extensive that the building presents an immediate and substantial threat to the safety of the public. In certain instances demolition of selective parts of the building may be authorized after proper evaluation by the Indianapolis Historic Preservation Commission.

Significance
The Commission has the responsibility of determining the significance of a structure and whether it contributes to the district. It shall consider the architectural and historical significance of the structure individually, in relation to the street, and as a part of the district as a whole. These same considerations will be given to parts of the building. The Commission will also consider how the loss of a building, or a portion thereof, will affect the character of the district, the neighboring buildings, and in the case of partial demolition, the building itself. Buildings that are noted in the plan as non-contributing or potentially contributing shall be researched to confirm that there is no obscured architectural or historical significance.

In making its determination of significance, the Commission shall consider the following:

1) Architectural and historic information included in this plan.

2) Information contained in the district's National Register nomination (if one exists.)

3) Information contained in any other professionally conducted historic surveys pertaining to this district.

4) The opinion of its professional staff.

5) Evidence presented by the applicant.

6) Evidence presented by recognized experts in architectural history.
**Replacement**

Demolition of a structure may be justified when, in the opinion of the Commission, the proposed new development with which it will be replaced is of greater significance to the preservation of the district than retention of the existing structure. This will only be the case when the structure to be demolished is not of material significance, the loss of the structure will have minimal effect on the historic character of the district, and the new development will be compatible, appropriate and beneficial to the district.

To afford the Commission the ability to consider demolition on the basis of replacement development, the applicant shall submit the following information as required by the Commission or its staff:

1) **Elevations and floor plans.**

2) A scaled streetscape drawing showing the new development in its context (usually including at least two buildings on either side.)

3) A site plan showing the new development and structure(s) to be demolished.

4) A written description of the new development.

5) A time schedule for construction and evidence that the new construction will occur.

6) Any other information which would assist the Commission in determining the appropriateness of the new development and its value relative to the existing structure(s).

**Economics**

If requested by the applicant, the Commission shall consider whether the structure or property can be put to any reasonable economically beneficial use for which it is or may be adapted including (for income producing property) whether the applicant can obtain a reasonable economic return from the existing property without the demolition. The owner has the responsibility of presenting clear and convincing evidence to the Commission. The Commission may prepare its own evaluation of the property’s value, feasibility for preservation, or other factors pertinent to the case.

To afford the Commission the ability to consider the economic factors of demolition, the applicant shall submit the following information when required by the Commission:

1) Estimate of the cost of the proposed demolition and an estimate of any additional costs that would be incurred to comply with recommendations of the Commission for changes necessary for the issue of a Certificate of Appropriateness.

2) A report from a licensed engineer or architect with experience in rehabilitation as to the structural soundness of the structure and its suitability for rehabilitation.

3) Estimated market value of the property both in its current condition, and after completion of the proposed demolition to be presented through an appraisal by a qualified professional appraiser.

4) An estimate from an architect, developer, real estate consultant, appraiser, or other real estate professional experienced in rehabilitation as to the economic feasibility of rehabilitation or reuse of the existing structure.
5) For property acquired within twelve years of the date an application for a Certificate of Appropriateness is filed:
   - amount paid for the property,
   - the date of acquisition,
   - the party from whom acquired, including a description of the relationship, if any, between the owner of record or applicant and the person from whom the property was acquired, and
   - any terms of financing between the seller and buyer.

6) If property is income-producing, the annual gross income from the property for the previous two years; and depreciation deduction and annual cash flow before and after debt service, if any, during the same period.

7) Remaining balance on any mortgage or other financing secured by the property and annual debt service, if any, for the previous two years.

8) All appraisals obtained within the previous two years by the owner or applicant in connection with the purchase, financing or ownership of the property.

9) Any listing of the property for sale or rent, price asked and offers received, in any, within the previous two years.

10) Copy of the most recent real estate tax bill.

11) Form of ownership or operation of the property, whether sole proprietorship, for-profit or not-for-profit corporation, limited partnership, joint venture, or other method.

12) Any other information which would assist the Commission in making a determination as to whether the property does yield a reasonable return to the owners, e.g. proforma financial analysis.