

TO: HISTORIC LANDMARKS COMMISSION

THROUGH: Lisa Anderson-Ogilvie, AICP, Deputy Community Development Director and Planning Administrator

FROM: Kimberli Fitzgerald, AICP, Historic Preservation Officer

SUBJECT: Design Standards for Security Gates and Fencing- Downtown Historic District

ISSUE:

Development of Historic Design Standards for Security Gates and Fencing - Downtown Historic District

RECOMMENDATION:

Staff recommends that the HLC discuss specific materials and designs are appropriate for security gates/fences within storefronts in Salem's Downtown Historic District, and direct staff to return with draft updated code with proposed criteria for materials and design for security gates and fencing.

SUMMARY AND BACKGROUND:

In 2023 the HLC reviewed two separate proposals for security gates/fencing within Salem's Downtown Historic District. One case (HIS23-05) was approved, allowing installation of two roll-down (retractable) security gate(s) located at the front entries of the recessed alcoves (466 Court St. NE); The second case (HIS23-22) was denied, requiring removal of a previously installed security fence and gate located at 170 Liberty Street NE. Following this last case, the HLC identified the need to establish clearer criteria for security gates and fencing within Salem's Downtown Historic District.

FACTS AND FINDINGS:

1. Historic Preservation Plan Goal.

Streamline Historic Code: Criteria, Process and Enforcement is identified as Goal 2 in the 2020-2030 Historic Preservation Plan. Action item #6 *Improve and clarify code and education about design review process and criteria* is identified as *Strategy Two* in the HLC's 2023 Work Plan. This action directs the HLC and historic preservation staff to work on improving and clarifying the historic code (SRC 230) as well as to develop educational materials to teach historic property owners and tenants about the historic design review process.

2. Existing Criteria:

Design standards for storefronts within Salem's Downtown Historic District currently exist in *SRC 230.040 Standards for historic contributing buildings in commercial historic districts(d)*

Storefronts and SRC 230.045 Standards for non-contributing buildings/structures in commercial historic districts (d)Storefronts. The criteria include standards for materials and design, but do not currently include any criteria related to security gates or fencing (Attachment A).

3. Research.

Staff posted a question on both the Oregon State CLG Listserv as well as the NAPC (National Alliance of Preservation Commissions) Listserv, asking for examples of design standards for commercial security gates/fencing within Downtown Historic Districts. Limited responses were received from the City of Portland and the City of Minneapolis (Attachment B).

Suggested Criteria for Security Fencing/Gates

The HLC may consider the following suggested criteria for material and design:

1. Appropriate Materials.

New Security Fencing/Gates materials must:

- i. Be compatible with the character of the building's period and style; and
- ii. Be metal or another traditional material available during the period of significance for the historic district.

2. Design.

New Security Fencing/Gates must be designed to minimize any visual impact to the character defining features of the historic storefront by incorporating design features which minimize the overall visual impact of this security feature on the historic storefront. Security Fencing/Gates must:

- i. Be retractable/moveable; and
- ii. Must not inhibit access to storefront alcoves during normal business operating hours; and
- iii. Not be sight obscuring; and
- iv. Be attached to the historic storefront without adversely impacting or obscuring character defining features of the resource.

Attachment: (A) SRC 230.040 (b) and SRC 230.045(b)
(B) Responses/Examples from other Jurisdictions

**STANDARDS FOR HISTORIC CONTRIBUTING BUILDINGS
COMMERCIAL HISTORIC DISTRICTS**

230.040(d) Storefronts. *Replacement of storefronts or components of storefronts in historic contributing buildings shall be allowed only where the owner has attempted repair, but repair was determined to be unfeasible due to poor condition of the materials. If the storefront is not original then every effort shall be made to replicate the original feature; the effort shall be substantiated by historic, physical, or pictorial evidence. If the feature cannot be replicated then it should be of a compatible design and material.*

(1) Materials.

(A) *Original material shall, if possible, be retained or repaired.*

(B) *Replacement materials shall be, to the greatest extent practicable, of the same type, quality, design, size, finish, proportions, and configuration of the original materials in the storefront.*

(2) Design.

(A) *To the extent practicable, original storefront components such as windows, door configuration, transoms, signage, and decorative features shall be preserved.*

(B) *Where the original storefront is too deteriorated to save, the commercial character of the building shall be retained through:*

- (i) *A restoration of the storefront based on historical research and physical evidence; OR*
- (ii) *Contemporary design that is compatible with the scale, design, materials, color and texture of historic compatible buildings in the district.*

(C) *For buildings that provide a separate upper-story entrance on the exterior facade, the street-level entrance should be the primary focus of the building facade.*

**STANDARDS FOR HISTORIC NON-CONTRIBUTING BUILDINGS
COMMERCIAL HISTORIC DISTRICTS**

230.045(d) Storefronts. *Replacement of storefronts or components of storefronts in non-contributing buildings is allowed.*

(1) Materials.

(A) *Materials dating from the period of significance shall, if possible, be retained and repaired or restored.*

(B) *Replacement materials shall be, to the greatest degree possible, of the same type, quality, design, size, finish, proportions and configuration of the storefronts commonly found in the district.*

(2) Design.

(A) *To the extent practicable, original storefront components such as windows, door configuration, transoms, signage and decorative features dating from the period of significance shall be preserved.*

(B) *Restoration of the appearance of the storefront during the period of significance, based on historical research and physical evidence, is preferred.*

(C) *Replacement that is contemporary in design shall be compatible with the scale, proportions, massing, height, rhythm, materials, color and texture of historic contributing buildings in the district.*

Kimberli Fitzgerald

From: napc-l@googlegroups.com on behalf of Hedstrom, John
<John.Hedstrom@minneapolismn.gov>
Sent: Monday, December 4, 2023 8:35 AM
To: napc-l@googlegroups.com
Subject: RE: [EXTERNAL] [NAPC-L] Storefront Security Grates-Design Standard Examples - Downtown Commercial Historic Districts?

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Kimberli,

As far as preventing criminal activity goes...

[Safety film](#) appears to offer the least visible, most reversible way to prevent glass breakage.

[Riot Glass](#) is the brand name of a product that combines a safety film-style glass in a metal frame affixed to window exteriors, substantially increasing the time it takes to enter a building through a broken window.

[Safety screens](#), designed to prevent accidental falls out of windows, and their more robust cousins, [security screens](#), designed to prevent B&E, affix a screen, rather than a hardened window (like Riot Glass) to the exterior of windows to prevent B&E. This seems inappropriate on storefronts, but I offer it for your consideration on smaller or nontraditional openings.

All of these products remain in place 100% of the time, but none of these options will completely prevent a window from being broken. If not only preventing B&E but also preventing damage to windows is a requirement, [security shutters](#) are a highly visible and fairly extreme alternative. Though many designs appear available, not all will prevent window breakage, and many require manual operation to provide protection. If your customers feel these are truly necessary, obtaining other ideas and insights from Salem's Police force seems advisable.

Unfortunately, none of these inhibit access to storefront alcoves. After-hours motion-detecting lights, cameras, and signage work well for preventing crime, but probably won't deter someone from simply seeking shelter in these spaces. Hopefully others can offer good insights in this area.

John

John Hedstrom (Smoley), Ph.D.

he/him/his

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From: napc-l@googlegroups.com <napc-l@googlegroups.com> **On Behalf Of** Kimberli Fitzgerald
Sent: Monday, December 4, 2023 9:49 AM
To: 'napc-l@googlegroups.com' <napc-l@googlegroups.com>
Subject: [EXTERNAL] [NAPC-L] Storefront Security Grates-Design Standard Examples - Downtown Commercial Historic Districts?

The City of Salem's HLC is looking for examples of design standards from other local jurisdictions related to the installation of new security grates (ie. gates/fencing)- for historic commercial storefronts.

Salem's downtown property owners are struggling with ongoing security issues and damage to their storefronts from both criminal activity as well as the growing homeless population – who use/damage the recessed alcoves within these storefronts.

We'd appreciate any examples of how other jurisdictions have handled this issue in their local code/design standards.

Thanks for your help,
Kimberli

Kimberli Fitzgerald, AICP/RPA (she/her)
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Historic Preservation Officer & City Archaeologist
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Kimberli Fitzgerald

From: Spencer-Hartle, Brandon <Brandon.Spencer@portlandoregon.gov>
Sent: Monday, December 4, 2023 11:52 AM
To: Kimberli Fitzgerald
Subject: RE: Storefront Security Grates-Design Standard Examples - Downtown Commercial Historic Districts?

Hi Kimberli,
Hope all is well.

Portland has not adopted clear and objective standards for gates in historic areas. We do have some district-specific approval criteria that speak to gates, but those are discretionary (for example the New Chinatown/Japantown district guidelines address gates on [page 40-41](#)). Our Historic Landmarks Commission has provided staff with their general recommendations for such gates, but those are not codified.

As an aside, will you be offering to serve on LCDC's cultural resources RAC? Seems like you would be a perfect fit for one of the spots.

Brandon

Brandon Spencer-Hartle | City Planner

He/him

City of Portland Bureau of Planning & Sustainability
(503) 823-4641

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From: Pres_cmsn <pres_cmsn-bounces@omls.oregon.gov> **On Behalf Of** Kimberli Fitzgerald
Sent: Monday, December 4, 2023 7:51 AM
To: CLG & Commission Listserv <pres_cmsn@omls.oregon.gov>
Subject: [Pres_cmsn] Storefront Security Grates-Design Standard Examples - Downtown Commercial Historic Districts?

The City of Salem's HLC is looking for examples of design standards from other local jurisdictions related to the installation of new security grates (ie. gates/fencing)- for historic commercial storefronts.

Salem's downtown property owners are struggling with ongoing security issues and damage to their storefronts from both criminal activity as well as the growing homeless population – who use/damage the recessed alcoves within these storefronts.

We'd appreciate any examples of how other jurisdictions have handled this issue in their local code/design standards.

Thanks for your help,
Kimberli

Kimberli Fitzgerald, AICP/RPA (she/her)
Historic Preservation Program Manager
Historic Preservation Officer & City Archaeologist
City of Salem | Community Development Department

A6: GROUND FLOOR TREATMENT

BACKGROUND:

Storefronts are an important element in the district and historically were indicators of Chinese and/or Japanese occupancy of buildings. Storefront systems typically had a low base with inset panels or a rough textured masonry. Glass is inset from the storefront frame and the frame inset from the pilasters or wall. Clear glass transoms occur in a regular spacing above storefront windows. These storefront bays in repetition, but with variations, provided a rich, textural, and detailed street-level environment.

Historically, cloth awnings were used at individual storefront bays, which could be extended out or pulled in depending on weather conditions. Designing new awnings to fit within each storefront bay preserves the character of the district by ensuring that elements within the pedestrian environment are textural, varied, and occurring at a regular rhythm.

As a result of security concerns, some building owners and tenants in the district have installed security features such as roll-down gates, window grilles, and flood lighting. These features are generally discouraged, but when necessary should be as minimally visible as possible.

Parking is likely to remain an important amenity in the district for the foreseeable future. Though offstreet parking was not typically found in the district through 1943 (the end of the period of significance), other auto-related uses such as garages became increasingly common in the late 1910s into the 1930s. Many buildings included vehicular openings which were the same size as storefront bays, and in the same pattern. New garage openings should follow this strategy as much as possible, and should include a door which can be closed to limit pedestrian views into a dark car ramp or into a brightly lit parking garage.

GUIDELINE A6

PROVIDE TEXTURE, SMALL-SCALE DETAIL AND A RICH PEDESTRIAN ENVIRONMENT AT THE GROUND FLOOR.

Guideline A6 may be accomplished by:

- Keeping a human scale in the dimensions of elements and details at the ground floor level. Such considerations as the height of transom windows and awnings, brick detailing or patterning, and special entryway conditions reinforce the human scale.

- Using small-scale changes of plane and texture in the design of new storefronts to recall and interpret historic storefront features.
- Designing awnings to create a series of additive horizontal elements providing cover above the sidewalk. New ground floor awnings should use durable, high-quality materials such as metal, woven fabric, canvas, or glass and be designed specifically to the size of the storefront or entry opening.
- Minimizing the visual impact of security features such as moveable gates or roll-down doors by inseting such features into the storefront bay opening.
- Providing a motion sensor for safety lighting to avoid all-night illumination.
- Keeping garage entry openings a similar size as storefront openings found in the district.
- Ensuring that any on-site loading spaces are not visually open to the sidewalk. If the loading space is on site, it should have a door along the sidewalk similar to a garage opening.
- Using translucent materials in garage doors to prevent direct views of interior light fixtures.



These projecting awnings at Block 28 allow the transom windows to remain visible.



The folding security gate at the Chinese Consolidated Benevolent Association was designed to fit its opening with minimal impact to the storefront and adds Chinese decorative detail to the entry.



This San Francisco storefront uses wood and geometric styling to reflect a modern Japanese aesthetic. Courtesy of Craig Steely Architecture.



The new storefront system at the historic Minnesota Hotel building has a fine-grain level of detail.

Guidelines for Storefront Design in Historic Districts



What makes up a Storefront?

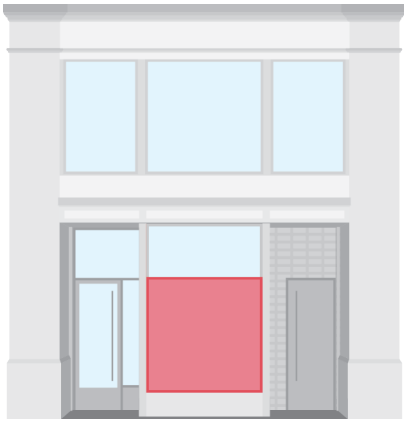
A storefront is the area of the façade that provides access or natural illumination into a retail or commercial space. A typical storefront includes the following elements, defined and illustrated below.

A Storefront Surround includes the decorative elements or treatment on the façade around the storefront opening.

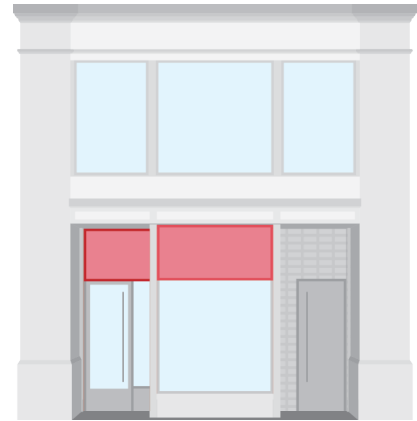
B Storefront Opening is the area of the façade between the piers and lintel which contains storefront infill. See hatched area below.

C Storefront Infill is the framing, glazing, and cladding contained within a storefront opening in the façade, including but not limited to display windows, bulkheads and entranceways. It is highlighted in red.





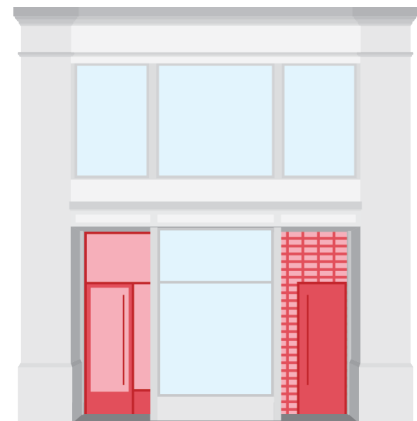
Display Window is the large glazed portion of the storefront infill, and the associated framing, above the bulkhead and below the transom, extending pier to pier. The display window is typically used for the display of goods and to provide daylight and visibility into the commercial space.



Transom is a glazed area above a display window or door that is separated from the display window or door by a horizontal framing member. The glazing in the transom may be fixed or operable.



Bulkhead is the part of the storefront that forms a base for one or more display windows.



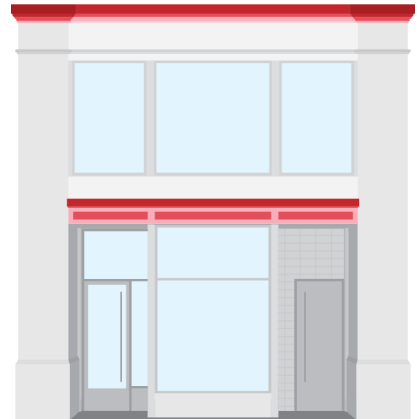
Entranceways may refer to storefront, service, and/or building entrances. They are often recessed in straight or splayed returns, and doors typically have transoms and glazing.



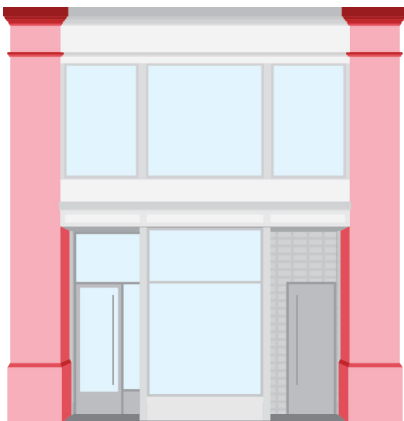
Signage includes sign bands, signs installed within display windows, and awnings.



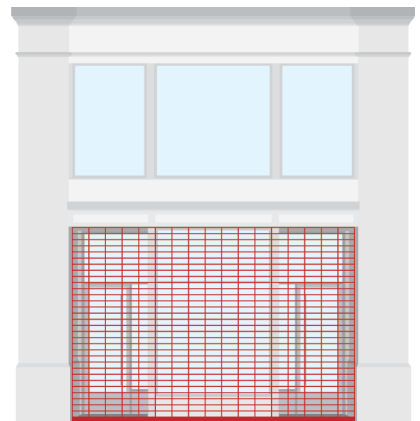
Awning is a metal frame clad with fabric above or within an opening, or within an integral housing, over the storefront to provide protection from the weather.



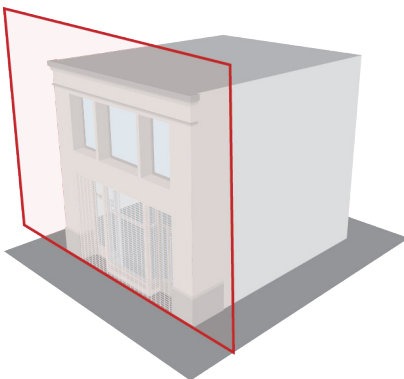
Cornice is a horizontal projecting component that crowns an architectural element, like a storefront or a building. Typically with a profile, it is functional and ornamental, and sometimes, it can be used for signs.



Pier is an exterior vertical member(s) or element(s), usually of brick, stone or metal, placed at intervals along a wall that typically separates storefront openings within a single building or defines a single storefront opening.



Security gate is a movable metal fixture installed in front of a storefront opening or bay, or inside the display window or door to protect the store from theft or vandalism when the store is closed.



Street Wall is a wall or portion of a wall of a building or buildings that face a street and keep the plane of the façade.

Materials

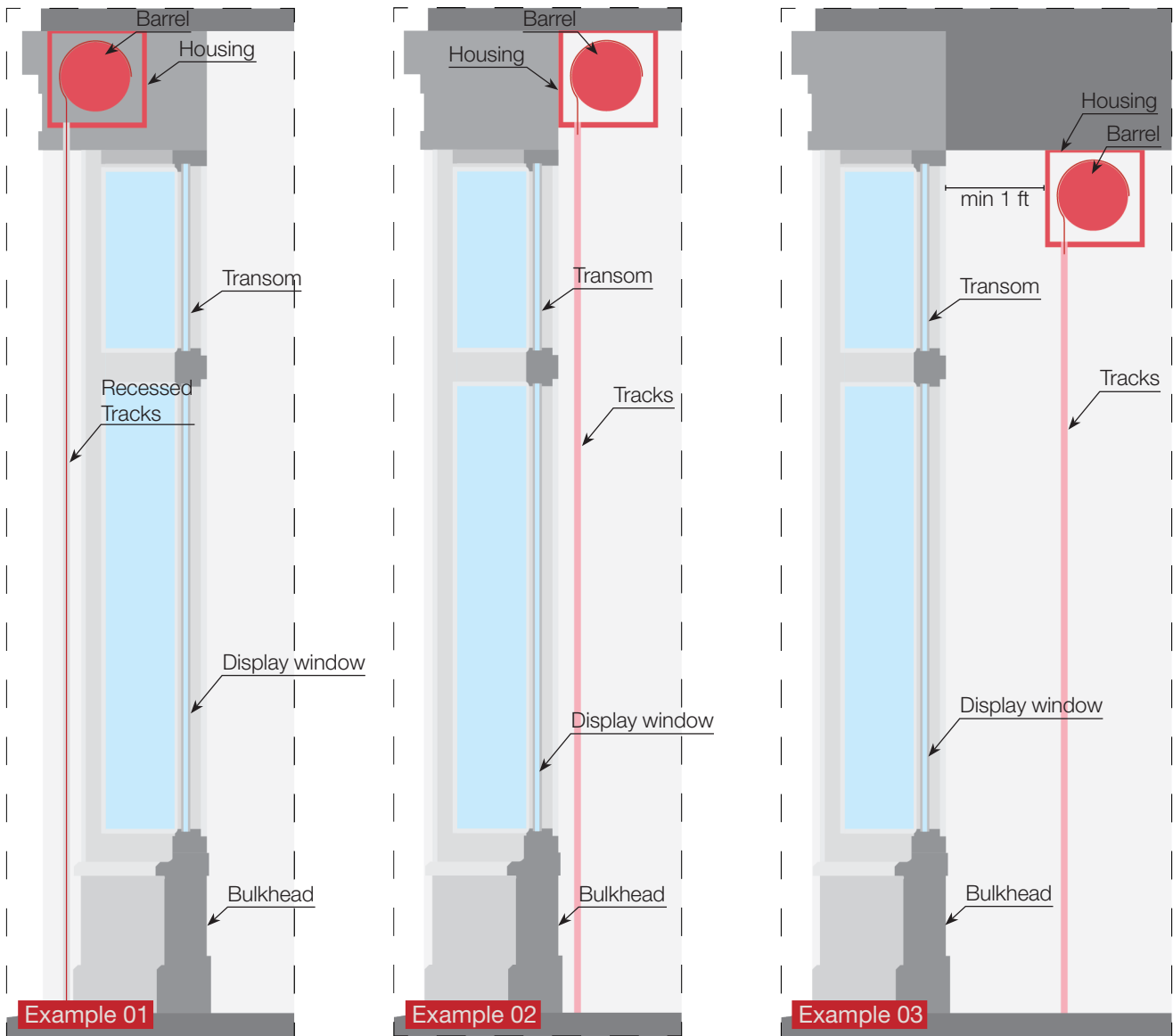
- If the building was constructed prior to 1900, the material of the new infill must match the historic infill. In most buildings of this age the historic material was painted wood.
- If the building was constructed after 1900, the material of the new infill can be painted wood or metal, or match the historic material.



The example above shows approved new storefront infill at 241-247 Columbus Avenue, Upper West Side/Central Park West Historic District, a typical apartment building built in 1887-88. **Before:** At the time of designation (1990), the original storefront had been replaced with modern infill. **Prototype:** This late-1800s apartment building on Amsterdam Avenue and West 78th Street was used as a prototype for the new storefront (MNY Photo c. 1938). It's a typical wood storefront from the period showing simple details, plain bulkhead, and large display windows. **After:** In this approved new storefront, the use of wood meets the rule requirement for materials on a building of this age, and the contemporary design and details are related to typical storefronts on Columbus Avenue in this historic district.

Security Gate

- The security gate may be located behind the storefront infill. If it is mounted on the exterior of the storefront, the security gate housing should be recessed so as not to protrude beyond the storefront framing.
- The installation of the security gate must not affect, obscure or damage historic fabric, and should be open mesh where it covers glazed areas.



The examples above are section drawings through storefront showing security gate mounting. **Example 01:** The roll-down security gate is on the exterior of the storefront and installed so that the gate rolls down outside the display window and the door. The tracks for the roll-gate are installed so as not to project past the façade or to cover the window glazing. The roll-gate housing must be set behind the façade. It may be concealed behind a cornice or signband over the display window, but must be installed so it projects as little as possible past the display window framing. **Examples 02 and 03:** The roll-down security gate is installed on the interior of the storefront. There is no requirement for how far behind the glass the gate must be set, except that where the roll-gate mechanism is installed at the ceiling and drops in front of the transom or display window, the mechanism must be installed at least 1' (one foot) behind the inside face of the glass, and the street-facing side of the housing must have painted finish to match the interior finishes.