Preserving the Past and Making It Accessible for People with Disabilities

U.S. Department of the Interior
National Park Service
Cultural Resources
Heritage Preservation Services
The information contained in this leaflet does not constitute legal advice, and photographs accompanying the text do not necessarily illustrate accessibility solutions that comply with the ADAAG or UFAS requirements.

This leaflet was prepared by the National Park Service, Heritage Preservation Services Division, and authored by Thomas C. Jester. The author wishes to acknowledge the contributions made by the following individuals: Kay Weeks, Sharon Park, and Ward Jandl, Heritage Preservation Services Division; James Raggio and Kathy Johnson, Architectural and Transportation Barriers Compliance Board; Eric Hertfelder, National Conference of State Historic Preservation Officers; William Smith, Massachusetts Historical Commission; and Sharon Conway, Advisory Council on Historic Preservation.

Overview

Providing accessibility for people with disabilities in our Nation’s historic buildings, sites, and structures is an important and challenging task. To balance accessibility and historic preservation mandates, owners of historic properties should take care to provide the greatest level of accessibility without threatening or destroying features and materials that convey a property’s significance. The following information provides answers to some of the most common questions about historic properties and their relationship to the Americans with Disabilities Act (ADA).

Appropriately located wheelchair lifts may be a possible solution for a historic property if adequate space is not available for a ramp. Photo by Thomas C. Jester.
Q&A

What is the Americans with Disabilities Act?

The Americans with Disabilities Act (ADA), signed into law on July 26, 1990, extends comprehensive civil rights to individuals with disabilities. The ADA requires equal opportunity for persons with disabilities in employment, State and local government programs, telecommunications, transportation, and places of public accommodation. The law contains five main sections, or Titles. It prohibits discrimination on the basis of disability, and is geared toward improving accessibility in new and altered existing facilities. The ADA defines a disability as a physical or mental impairment and currently benefits over 49 million individuals as well as the increasing elderly population. The ADA builds on existing accessibility laws covering the Federal Government and federally assisted programs under the Architectural Barriers Act of 1968 and the Rehabilitation Act of 1973.

Are historic properties covered by the ADA?

Yes. Historic properties, including buildings, sites, and landscapes, are not exempt from the ADA and must comply with its regulations. The ADA covers places of public accommodation, commercial facilities, and State and local governments. It is important for owners of historic buildings and facilities to understand that different regulations apply to different buildings types. Places of public accommodation, which include inns, theaters, restaurants, retail shops, parks, private museums, and commercial facilities, such as warehouses and office buildings, are covered by Title III regulations. The ADA Title II regulations cover buildings and facilities owned by a State and local government, defined as any department, agency, or instrumentality of a State or local government. The only properties that do not have to comply with the new law are religious entities, private clubs, and private residences. However, portions of a private residence used as a place of public accommodation are covered by the ADA. For instance, those portions of doctors’ offices in a residence are covered. Bed and breakfasts with five or fewer guest rooms are also exempt from ADA coverage if the proprietor occupies the residence.

Are any actions required if no rehabilitation or restoration work on a property is anticipated?

Yes. State and local governments must make their programs, services, and activities readily accessible to and usable by individuals with disabilities. Alterations to buildings to comply with this requirement are not necessary where access can be achieved through other methods; for example, by reassigning services to an accessible building. However, if alterations are required to make programs, services, and activities accessible, minimum accessibility standards must be followed, and State-owned properties that have historic preservation as their primary purpose must give priority to providing physical access. For example, house museums owned by State or local governments and historic State capitol buildings that offer tours must attempt to make these facilities physically accessible.

Entrances to historic buildings that are not accessible can be altered without diminishing their historic character. Photo by Thomas C. Jester.
If it is not possible to make such a building physically accessible, alternative methods of access must be used, such as audio-visual materials. State and local government entities with fifty or more employees have the additional responsibility of developing transition plans to remove barriers.

When no alterations are anticipated, State and local governments are not required to make modifications that pose an undue financial or administrative burden, fundamentally alter the nature of a program, or threaten or destroy a building’s historic significance.

**Public Accommodations**

Those that are not planning any alterations are obligated to remove barriers when it is “readily achievable.” Readily achievable means changes that can be accomplished without much difficulty or expense. Financial resources and legitimate safety requirements determine whether or not a modification is readily achievable for a public accommodation. Examples of readily achievable barrier removal include: installing ramps, repositioning shelves, widening doors, mounting grab bars in toilet stalls, rearranging toilet stall partitions, and creating accessible parking spaces. Whenever possible, modifications should conform to the Americans with Disabilities Act Accessibility Guidelines (ADAAG). Deviations from ADAAG are acceptable when full compliance is not readily achievable as long as the modifications do not pose a health or safety risk to people with disabilities. This obligation to remove readily achievable barriers is a continuing one. Barrier removal that may not be immediately readily achievable may at a later date become achievable due to changed circumstances. In the event that barrier removal is not readily achievable, public accommodations must make their programs and services available through other methods. For example, a store owner might assist a customer with a disability by retrieving an item from a shelf.

**Commercial Facilities**

These include offices, warehouses, and factories and are not required to make readily achievable modifications when no alterations are anticipated.

**What types of preservation work on historic properties triggers compliance requirements, and what actions must be taken?**

**New Construction**

New buildings and facilities built as commercial facilities, as places of public accommodations, or as State or local government facilities, must now be fully accessible to and usable by individuals with disabilities. If changes to a historic building include a new addition, the new addition must meet the new construction standards for accessibility. For example, a modestly sized, sensitively located addition...
may provide an opportunity to incorporate accessibility requirements by linking the addition to an existing historic building with a level threshold to the interior. Care should be taken to meet the Secretary of the Interior’s Standards for Rehabilitation when new additions or new construction are required.

**Alterations to Historic Properties**

Alterations to historic properties, including restorations and rehabilitations, must meet specific accessibility requirements. In general, maintenance, such as re-roofing and painting, does not trigger specific compliance requirements. The accessibility requirements are outlined in the ADA Accessibility Guidelines (ADAAG) and in the Uniform Federal Accessibility Standards (UFAS). Places of public accommodation and commercial facilities must follow ADAAG. State and local governments may follow either ADAAG or UFAS, but all alterations in a build-

*Adding new ramps and other new features to historic landscapes should be sensitive to the original design. Photo by Charles Birnbaum.*

ing must follow the same standard. However, the elevator exception in ADAAG does not apply to State and local governments. **To the greatest extent possible, historic properties must be made as accessible as non-historic properties.**

If alterations affect the “primary function area” (bank lobbies, museum galleries, and restaurant dining rooms, for example) when ADAAG is followed as the accessibility standard, the building must be accessible from parking lots, along paths to the entrance, and through the entrance. Restrooms, telephones, and water fountains must also be accessible. Building owners are not required to spend more than 20% of the total cost of altering the primary function area to make the path of travel to the primary function area accessible.

**Does the law include any special provisions for historic properties?**

Yes. Congress recognized the national interest in preserving significant historic properties, and established alternative requirements for buildings and facilities that cannot be made physically accessible without threatening or destroying their significance. ADAAG and UFAS include alternative minimum requirements for qualified historic properties. Qualified historic properties include properties listed in or eligible for listing in the National Register of Historic Places, and those designated under State or local law. Owners of historic buildings undertaking rehabilitation or restoration work should not use the alternative minimum requirements without first consulting the appropriate State Historic Preservation Officer (SHPO). If it is determined by the SHPO that compliance with the full access requirements would threaten or destroy the significance of a building or facility, the following
alternative minimum requirements may be used for the feature:

- One accessible route must be provided from a site access point to an accessible entrance. Using a ramp with a 1:6 slope is permissible for a run of up to 2 feet.
- One accessible entrance must be provided. If it is not possible to make the public entrance accessible, then an alternative, unlocked entrance is acceptable. Directional signage at the primary entrance and a notification system at the accessible entrance must be provided.
- If toilets are provided, only one must be accessible, and it may be unisex.
- Public spaces on the level of the accessible entrance must be accessible, and other public levels should be accessible whenever practical.
- Displays and written information should be located where they can be seen by a seated person. Horizontal signage should be no higher than 44 inches above the floor.

Further, if it is determined in consultation with the SHPO that compliance with the alternative minimum requirements would also threaten or destroy the significance of a historic building, alternative methods of access may be used. This exception is a narrow one, and will apply only to a very small group of historic properties. For example, modifying the only doorway to a small house museum would destroy the characteristics that make the building eligible for listing as historically significant. The alternative methods of accessibility that may be used to make a building's programs and activities accessible include:

- Using audio-visual materials and devices to show inaccessible areas of a historic property.
- Assigning persons to guide individuals with disabilities into or through inaccessible areas of a historic property.
- Adopting other innovative methods.

If a building owner believes that planned alterations to improve accessibility would "threaten or destroy" a property's historic significance, how is the consultation process initiated?

Because the ADA is enforced largely through voluntary compliance, it is the responsibility of the building owner to take any necessary actions to improve accessibility, and to document reasons why actions will not be taken. The ADA regulations include sections on historic preservation, which describe a consultation process for determining whether or not accessibility requirements would "threaten or destroy" the significance of a historic building or facility. If an owner of a public or private building feels that compliance with full accessibility require-

Modifications to historic buildings to improve accessibility should be conveniently located for people with disabilities but should not destroy significant historic materials and features (opposite).
Photo courtesy of William D. Smith.
ments would “threaten or destroy” a building’s significance, the State Historic Preservation Officer (SHPO) should be consulted. However, before consultation, specific information should be gathered to enable the SHPO to determine whether a proposal would threaten or destroy a property’s historic significance. Owners should be prepared to submit interior and exterior photographs, architectural plans and elevations for both existing and proposed conditions, explanations of all alternatives considered, and documentation of consultation with local preservation and accessibility officials and any interested persons, including individuals with disabilities and organizations representing such individuals.

What is the best way to proceed in order to preserve a historic property and avoid complaints for non-compliance with the law?

Owners of historic properties should begin by thoroughly examining their properties for compliance with the ADA. Establishing a written record of planning and evaluation will serve as a good faith effort to comply with the spirit of the ADA, and will reduce the risk of complaints. If, during the process, an owner believes that it is necessary to use either the alternative minimum requirements, or the alternative methods to achieve accessibility, it is important to follow the required consultation process and not proceed without written documentation. Alterations made for accessibility should conform to requirements in ADAAG to ensure compliance. Finally, owners should plan carefully and consider accessibility solutions that provide the highest level of accessibility and preserve the features and materials that convey a property’s historic significance.

What are “building evaluations” and when are they useful or required?

Building evaluations, also called “building audits” or “needs assessments,” are used to survey buildings and facilities to identify accessibility problems, deficiencies, and potential solutions. Building audits are undertaken by owners who are planning or are required to make modifications to improve accessibility; these are generally conducted by architects or accessibility specialists. State and local governments that employ fifty or more people are required to develop transition plans to remove barriers, which means they must conduct building evaluations of their facilities. Places of public accommodation are not required to conduct building evaluations, but evaluations are useful to develop priorities for removing barriers and may serve as a good faith effort to comply with the ADA. A prioritized list of significant materials, features, and spaces should also be prepared simultaneously by an indi-

Architectural barriers can sometimes be removed by changing the grade on a portion of a historic building to create an accessible entrance. Photo by Thomas C. Jester.
individual who specializes in historic preservation to determine where alterations may or may not be appropriate.

**Are there deadlines for complying with the ADA?**

Yes. Compliance deadlines vary based on what type of facility is being altered or constructed. The following deadlines have been established:

- New buildings designed and constructed for occupancy as public accommodations and commercial facilities after January 26, 1993, must be accessible. New State and local government facilities designed and constructed after January 26, 1992, must be accessible.
- State and local governments should have completed required structural modifications to make their programs and services accessible by January 26, 1995.
- All alterations to existing buildings commenced after January 26, 1992, must be accessible.
- Physical barriers in existing places of public accommodation must be removed when it is readily achievable to do so. This obligation is a continuing one.

**Who pays for physical changes to comply with the ADA?**

State and local governments, commercial facilities, and places of public accommodation must fund modifications to improve accessibility out of existing and future budgets.

**Are any tax credits and tax deductions available for businesses that remove physical, communication, and transportation barriers to access?**

Yes. Under Section 44 of the Internal Revenue Code, businesses with fewer than thirty employees or gross receipts of less than $1 million dollars may take a tax credit equal to 50% of the amount of qualified expenditures between $250 and $10,250 for making modifications that meet the ADA Accessibility Guidelines (ADAAG). The Section 44 tax credit may be taken in more than one taxable year, but expenses may not be deducted under any other IRS Code tax credit provision. Also, Section 190 of the IRS Code permits businesses, private entities, and places of public accommodation that are not eligible for the Section 44 tax credit to deduct up to $15,000 for removing qualified architectural barriers that comply with ADAAG. Work undertaken on historic buildings to improve accessibility may qualify for a Federal investment rehabilitation tax credit. Building owners should contact the appropriate State Historic Preservation Officer or the National Park Service for more information about this program.

**Are places of public accommodation required to install elevators when alterations are made?**

Elevators are not required in buildings with fewer than three stories, or in buildings with fewer than 3,000 square feet per floor. However, this elevator exception does not apply to retail shopping cen-
Is the landlord or the tenant responsible for removing barriers in a public accommodation?

Contracts between landlords and tenants generally specify who is legally responsible for alterations to existing facilities. Landlords are usually responsible for common areas where spaces are leased.

What is the relationship between the ADA and State and local building codes?

Some States have existing accessibility regulations. To comply with State regulations and the ADA requirements, owners should use the most stringent technical requirement for each modification to ensure compliance with all accessibility requirements.

How is the ADA enforced for historic properties?

The ADA regulations encourage voluntary compliance with the new law. When complaints arise, various methods of dispute resolution are recommended, such as settlement negotiations, conciliation, mediation, fact-finding, and arbitration, to minimize expensive and lengthy court suits. However, if negotiations do not resolve a complaint, individuals may file private civil suits when discrimination is alleged on the basis of disability at historic properties. For instance, a court may order a business to make additional modifications to improve accessibility. Complaints can also be filed with the U.S. Justice Department. Through the Assistant Attorney General for Civil Rights, compliance reviews of facilities can be initiated to encourage voluntary compliance. If litigation is necessary, courts can grant equitable relief and monetary damages in suits filed by the U.S. Attorney General.

Helpful Organizations

Architectural and Transportation Barriers Compliance Board
1331 F Street, NW, Suite 1000
Washington, DC 20004
(800) 872-2253
(800) 993-2822 (TDD)

Provides technical assistance on architectural, transportation, and communications issues that relate to the ADA.

Advisory Council on Historic Preservation
1100 Pennsylvania Avenue, NW
Washington, DC 20004
(202) 786-0505

Advises the President on historic preservation, and reviews Federal projects and actions, in conjunction with the State Historic Preservation Officers, to ensure that historical values are given careful consideration.

U.S. Department of Justice
Civil Rights Division
Disability Rights Section
P.O. Box 66738
Washington, DC 20035-9998
(800) 514-0301
(800) 514-0383 (TDD)

Issues regulations, enforces Titles II and III of the ADA, and provides technical assistance on the ADA.
National Institute on Disability and Rehabilitation Research
U.S. Department of Education
400 Maryland Avenue, SW
Washington, DC 20202-2572
(202) 205-8134
(202) 205-9136 (TDD)

Administers the Federal disability research programs, and provides information about the ADA Regional Disability Technical Assistance Centers.

Disability and Business Technical Assistance Center
(800) 949-4232 (Voice and TDD)

Provides ADA compliance materials, such as the Americans with Disabilities Act Checklist for Readily Achievable Barrier Removal.

Paralyzed Veterans of America
Department of Architecture and Barrier-Free Design
801 18th Street, NW
Washington, DC 20006
(202) 872-1300

Provides technical assistance on barrier-free design and barrier removal in existing buildings.

National Park Service
Heritage Preservation Services Division
P.O. Box 37127
Washington, DC 20013-7127
(202) 343-9578

Develops policy and technical guidance for preserving, rehabilitating, and restoring historic properties. Responds to questions regarding proposed treatments that meet the Secretary of the Interior’s Standards for the Treatment of Historic Properties.

Building interiors may require modifications to improve accessibility, as shown in this hotel (opposite). Photo by H. Ward Jandl.
State Historic Preservation Offices

(670) 664-2120; Mississippi: Mississippi Department Archives & History, PO Box 571, Jackson, MS 39205-0571, (601) 359-6850; Montana: State Historic Preservation Office, PO Box 201202, Helena, MT 59620-1202, (406) 444-7715; North Carolina: Division of Archives & History, 109 East Jones Street, Raleigh, NC 27601-2807, (919) 733-7305; North Dakota: State Historical Society of North Dakota, 612 E. Boulevard Avenue, Bismarck, ND 58505-0660, (701) 328-2667; Nebraska: Nebraska State Historical Society, 1500 R Street Box 82554, Lincoln, NE 68501, (402) 471-4787; New Hampshire: NH Division of Historical Resources, P.O. Box 2043, Concord, NH 03302-2043, (603) 271-6435; New Jersey: Department of Environmental Protection & Energy, 401 East State Street #CN-402, Trenton, NJ 08625-1501, (609) 292-2885; New Mexico: Historic Preservation Division, Office of Cultural Affairs, 228 East Palace Avenue, Santa Fe, NM 87503, (505) 827-6320; Nevada: Historic Preservation Office, 101 S. Stewart Street, Carson City, NV 89710, (702) 687-6360; New York: Parks, Recreation & Historic Preservation, Agency Building #1, Empire State Plaza, Albany, NY 12238-0001, (518) 474-0443; Ohio: Ohio Historic Preservation Office, 567 E Hudson Street, Columbus, OH 43211-1030, (614) 297-2470; Oklahoma: Oklahoma Historical Society, 2100 N Lincoln Boulevard, Oklahoma City, OK 73105-4907, (405) 521-2491; Oregon: State Parks & Recreation Department, 1115 Commercial Street NE, Salem, OR 97310-1001, (503) 378-5001; Pennsylvania: Pennsylvania Historical & Museum Commission, P.O. Box 1026, Harrisburg, PA 17108-1026, (717) 787-2891; Puerto Rico: Office of Historic Preservation, Box 82 La Fortaleza, San Juan, PR 00901, (809) 721-2676; Palau, Republic of: Ministry Community/Culture Affairs Government of Palau, P.O. Box 100, Koror, W Caroline Islands, 96940, RP (680) 488-2489; Rhode Island: Rhode Island Historical Preservation Commission, 150 Benefit Street, Old State House, Providence, RI 02903-1209, (401) 277-2678; South Carolina: Department of Archives & History, P.O. Box 11669, Columbia, SC 29211-1669, (803) 734-8609; South Dakota: State Historical Preservation Center, 900 Governors Drive, Pierre, SD 57599, (605) 773-3458; Tennessee: Department of Environment & Conservation, 401 Church St 21st Floor, Nashville, TN 37243-0435, (615) 532-0109; Texas: Texas Historical Commission, P.O. Box 12276, Austin, TX 78711-2276, (512) 463-6100; U.S. Minor Islands (Baker Island, Howland Island, Jarvis Island, Johnston Atoll, Kingman Reef, Midway Islands, Navassa Island, Palmyra Atoll, Wake Island): c/o National Park Service, P.O. Box 37127, Washington, DC 20013-7127, (202) 343-9578; Utah: Utah State Historical Society, 300 Rio Grande, Salt Lake City, UT 84101-1106, (801) 533-3500; Virginia: Department of Historic Resources, 221 Governor Street, Richmond, VA 23219-2010, (804) 786-3143; Virgin Islands: Division of Planning/Natural Resources/Archeology/Historic Preservation, Foster Plaza, 396-1 Anna's Retreat, St. Thomas, VI 00802, (809) 776-8605; Vermont: Vermont Division for Historic Preservation, 135 State Street Drawer 33, Montpelier, VT 05633-1201, (802) 828-3056; Washington: Office of Archeology & Historic Preservation, 111 West 21st Avenue KL-11, Olympia, WA 98504-0001, (360) 753-4111; Wisconsin: State Historical Society of Wisconsin, 816 State Street, Madison, WI 53706-1417, (608) 264-6500; West Virginia: West Virginia Historic Preservation Office, 1900 Kanawha Boulevard E, Charleston, WV 25305-0300, (304) 558-0220; Wyoming: Wyoming State Historic Preservation Office, 2301 Central Avenue 4th Floor, Cheyenne, WY 82002-0001, (307) 777-7697.
Useful Publications


Americans with Disabilities Act Title II and III Regulations and the Title II and III Technical Assistance Manuals. U.S. Department of Justice, 1991. Available by writing the Office on the Americans with Disabilities Act, Civil Rights Division, U.S. Department of Justice, P.O. Box 66738, Washington, DC 20035-9998. Also available by calling (800) 514-0301, (800) 514-0383 (TDD).
Standards for Rehabilitation

The Secretary of the Interior's Standards for Rehabilitation

The Standards pertain to historic buildings of all materials, constructions types, sizes, and occupancy and encompass the exterior and the interior, related landscape features, and the building’s site and environment as well as attached, adjacent, or related new construction. The Standards can be applied to specific rehabilitation projects, which may include modifications to improve accessibility, and are the recommended and most widely used guidance for planning changes to historic buildings.

Photo courtesy of National Park Service, Heritage Preservation Services Division.

STANDARDS FOR REHABILITATION

1. A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.

2. The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.

3. Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.

4. Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.

5. Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a property shall be preserved.

6. Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.

7. Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.

8. Significant archeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.

9. New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.

10. New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.