



DEPARTMENT OF COMMUNITY DEVELOPMENT SERVICES

Planning Division

MEMORANDUM

TO: Bruce Walden, Chief Administrative Officer

FROM: Elizabeth H. Tyler, AICP, Director

DATE: August 12, 2004

SUBJECT: Plan Case No. 1897-T-04: Request by the Zoning Administrator to amend the Urbana Zoning Ordinance with respect to the Mixed Office Residential (MOR) District including the adoption of Design Guidelines.

Introduction

In November 2003 the Urbana City Council adopted a text amendment to the Urbana Zoning Ordinance pertaining to the M.O.R., Mixed-Office Residential Zoning District. The amendment clarified the intent of the district and established a new process for reviewing development proposals with the Development Review Board. Most importantly, the amendment set the framework for new design guidelines to be drafted and implemented. As a short-term “stop gap” measure, the amendment included a listing of design criteria to be used when considering projects in the district. It was the intent at the time that this list of design components would eventually be replaced with a more comprehensive and illustrative set of design guidelines. This case proposes two related actions. First, a Zoning Ordinance Text Amendment is proposed to make further minor revisions to the M.O.R., Mixed-Office Residential Zoning District. Secondly, the M.O.R., Mixed-Office Residential Design Guidelines are presented and proposed to be adopted by separate ordinance.

Background

Chronology of Events Related to the M.O.R., Mixed-Office Residential Zoning District

1990

The M.O.R., Mixed-Office Residential Zoning District is created as a result of the recommendations of the *Downtown to Campus Plan*. The district includes 98 properties: 49 along Green Street, 39 along Elm Street, 6 on Race Street, 2 on Birch Street, and 1 on McCullough Street (see attached map). The stated intent of the district is to promote a mix of small-scale residential, office and business uses through the adaptive re-use of the existing structures. An expanded listing of land use is permitted in the new district along with a more restrictive set of development regulations intended to keep the scale of new development small

and consistent with residential character. A city-staff Development Review Board is established to review proposals in the district.

1990-1998

The Development Review Board considers 14 requests for development in the district. Of the approved requests, the most significant projects were new multi-family developments located at 604½ West Elm Street, the “Aspen on Green” at 308 West Green Street and a new five-unit multi-family development at 712 West Green Street. There were also a number of remodeling projects approved, including those for the Lindley House Bed and Breakfast, Timothy John’s Salon at 404 West Green, the conversion of 401 West Elm Street to offices, and the conversion of 511 West Green Street for a Christian Counseling Center.

1998

A text amendment is proposed to revise the review process in the district and to change the composition of the Development Review Board. Provisions are proposed for a streamlined review process for smaller scale development. The case was reviewed by the Plan Commission but not acted upon.

1998-2002

There were no projects in the M.O.R., Mixed-Office Residential District reviewed by the Development Review Board. 508 and 510 West Green Street were demolished for a church parking lot.

Spring 2003

Three multi-family projects at 605, 611 and 701 West Green Street were submitted for consideration by the Development Review Board. All three projects were approved by the DRB.

July 2003

City Council adopts Ordinance No. 2003-07-073 enacting a 120-day moratorium on any development in the district. The goals of the moratorium were to allow city staff to study the requirements and procedures of the district in order to propose changes.

November 2003

City Council adopts Ordinance No. 2003-11-120 amending the text of the Urbana Zoning Ordinance as it pertains to the M.O.R. district. The changes include a revision to the stated intent of the district, a restructuring of the Development Review Board, and provisions allowing development projects to be reviewed against design criteria. Twenty-four interim design guidelines are adopted until a more comprehensive set of design guidelines can be adopted.

Spring 2004

302 West Elm Street is demolished.

June 2004

The second text amendment to the Urbana Zoning Ordinance is proposed to replace the 24 interim design guidelines with a more comprehensive and illustrative set of guidelines. The guidelines are proposed to be used by the Development Review Board and city staff when reviewing projects in the district. They are proposed to be adopted by ordinance as a supplemental document to the Urbana Zoning Ordinance. Preliminary review of the design guidelines include two review sessions with the Urbana Historic Preservation Commission on February 4, 2004 and March 3, 2004 as well as an open house for the public held at Lincoln Square Mall on June 3, 2004. All property owners, residents and property owners within 250-feet of the district were notified of the open house. Property owners are notified of the pending text amendment. The Urbana Plan Commission also held two public hearings to discuss the proposed Text Amendment including the Design Guidelines on June 10, 2004 and July 8, 2004 before forwarding this case to the City Council with a recommendation for approval.

Discussion

M.O.R., Mixed-Office Residential Zoning District Text Amendment

Attached to this memorandum is a copy of the text amendment adopted in November 2003 edited in a strike-through and underline format to illustrate further proposed changes. The primary change involves the re-structuring of *Section XI-12.J; Design Guideline Review* although there are a couple other minor changes that were not caught in November and help make the ordinance more understandable. The proposed amendment strikes the twenty-four design concepts adopted in 2003 and replaces them with reference to the new Design Guidelines. In constructing the guidelines staff attempted to ensure that the spirit of the interim 24 design concepts were incorporated into the new guidelines.

It is proposed that the guidelines supplement the development regulations of the Zoning Ordinance via a separate supporting document rather than written into the text of the Zoning Ordinance. This is proposed since the design guidelines will function slightly different than other provisions of the Zoning Ordinance. The Zoning Ordinance contains objective standards used in the development of property. The design guidelines will function as guidelines to assist the Development Review Board and city staff. Unlike Zoning Ordinance regulations, the Development Review Board will be able to use the guidelines to achieve the optimal design for a project. They are intended to offer flexibility to the Board in reviewing proposals based on their location and function. It should be noted, however, that the guidelines are not voluntary. All new construction and exterior remodels in the district must demonstrate compliance with the guidelines. The design guidelines are proposed to be adopted by ordinance and amended by a similar process to zoning ordinance text amendments. This ensures that the guidelines will not change in the future without public review and consideration.

There are other minor text amendments proposed in addition to the adoption of the design guidelines. These changes are also shown on the attached Exhibit "B". The most significant change involves the deletion of Section VIII-3.J in the Zoning Ordinance which currently prohibits any parking under a structure in the district. When the district was created this provision was added to avoid the design of buildings off the ground level in order to accommodate parking. Considering other local examples of buildings on "stilts" it was felt this would be an incompatible design feature in the district. The design

guidelines outline techniques that can be incorporated that would allow parking under a structure without giving a “stilts” or other unattractive appearance from the street.

Design Guidelines

The M.O.R., Mixed-Office Residential Design Guidelines incorporate illustrated design recommendations in the following categories:

The “Façade Zone”

This section addresses the primary facades of buildings and how they should interact with the main streets such as Green Street, Elm Street and Race Street.

Building Orientation and Patterns

This section gives an overview of how buildings should be situated on lots recognizing the established patterns in the district and on the block.

Massing and Scale

Massing and Scale address the size, bulk, height, width and depth of structures in relation to other existing structures on the block. These guidelines give design recommendations for features that can be incorporated into new structures in order to help break up its mass. Features such as varying roof lines, covered porches and other exterior details can reduce the impact of new structures and create a more residential feel.

Openings

Openings address design guidelines for windows and doors. General recommendations are given as to the layout and design of windows and doors in relation to the scale of the building. The guidelines also give guidance to what style of windows and doors should be used.

Outdoor Living Space: Balconies, Porches, & Patios

This section addresses the design of porches, patios and balconies. The guidelines describe how these features can be incorporated in ways that offer both appropriate aesthetic design as well as functionality.

Materials

The design guidelines give information about different types of building materials but do not attempt to regulate exactly what types of materials should be used in the district. This section is expected to function as a good reference to developers and the Development Review Board when reviewing proposed materials on a case-by-case basis.

Parking Areas

This section addresses the appropriate location and design of parking facilities. The guidelines focus on parking areas being located behind the structure with adequate screening. Examples are given as to how parking can be accommodated under the principal structure without creating a negative visual impact from the street.

Landscaping

The Landscaping section includes recommendations for new landscape plantings as well as preserving existing mature vegetation on the site.

Commercial Site Design

Although many sections of the design guidelines appear to be focused on residential development, the M.O.R. district encourages small scale commercial and office development. This section includes design guidelines for commercial and office development including provisions for designing new structures to be residential in character and contain a mix of uses. Recommendations are also given for the location of parking and trash, the design of signs and the use of outdoor areas.

Supporting Information

The M.O.R., Mixed-Office Residential Zoning District Design Guidelines also contain background information about the district, information about the Development Review Board, a photo inventory with location maps showing all the properties zoned M.O.R. These resources are to be used in the future by staff and the Development Review Board when considering proposals. They are also expected to be a good reference for residents of the district as well.

Summary of Findings

At the July 8, 2004 hearing, the Plan Commission adopted the following findings:

1. The proposed amendment would assist in the administration and enforcement of the Zoning Ordinance as it pertains to the M.O.R., Mixed-Office Residential Zoning District.
2. The proposed amendment is consistent with goals and objectives of the Comprehensive Plan and Downtown to Campus Plan by encouraging new development to be designed in a way that is compatible with the district as a whole.
3. The proposed amendment will create design guidelines that will assist city staff and the members of the Development Review Board review proposals for development in the M.O.R., Mixed-Office Residential Zoning District.
4. The proposed amendment will help to encourage appropriate and compatible design in the MOR zone through the use of design guidelines and appropriate review criteria.
5. The proposed amendment will improve the review process of the Development Review Board.

Recommendation

At their July 8, 2004 meeting, the Urbana Plan Commission recommended that the City Council **approve** the requested text amendment and the proposed Design Guidelines. Staff concurs with this recommendation.

Attachments: Exhibit A: Proposed Text Amendment (with Tracking)
 Proposed Ordinance Amending the Urbana Zoning Ordinance
 Proposed Ordinance Adopting the M.O.R., Mixed-Office Residential Design
 Guidelines
 Proposed M.O.R., Mixed-Office Residential Design Guidelines
 Excerpt Draft Minutes from July 8, 2004 Plan Commission meeting

**M.O.R., Mixed-Office Residential Zoning District
Text Amendment
Proposed August 12, 2004**

Section IV-2.I, Purpose of Districts, in the MOR District, of the Zoning Ordinance:

The *MOR, Mixed-Office Residential District* is intended to encourage a mixture of residential, office and small-scale business land uses that are limited in scale and intensity and designed and constructed to be compatible with existing structures in the district. The district is intended to encourage the adaptive re-use of existing older structures through incentives that will extend the useful life of such structures. New construction shall be designed and constructed in a manner that is consistent with the character of the district. The land uses permitted and the development regulations required in the MOR District are intended to protect nearby residential uses by limiting the scale and intensity of the uses and buildings that may locate in this district. The MOR District is appropriate for mixed uses on small sites which need a careful evaluation of use-to-use compatibility so that the stability and value of surrounding properties are best protected.

Section V-8, Additional Use Regulations in the MOR District, of the Zoning Ordinance:

- A. Wherever this ordinance imposes greater restrictions on properties in the MOR, Mixed-Office Residential Zoning District than in other zoning districts, the greater restrictions shall govern.
- B. As an incentive to encourage the adaptive re-use of existing principal structures in the MOR District, any proposals for a change of use, building addition, or exterior remodeling that incorporates the adaptive re-use of an existing structure within the district shall not require review by the DRB. Adaptive re-use proposals shall comply with the requirements of the Urbana Zoning Ordinance although the Zoning Administrator may authorize adjustments to existing codes and regulations as specified in Section V-8.D. Adaptive re-use proposals shall demonstrate consistency with the "M.O.R., Mixed-Office Residential Design Guidelines" specified in Section XI-12.J as determined by the Zoning Administrator. In cases where proposed addition(s) and/or remodeling efforts are so extensive as to result in substantial change to the appearance and/or scale of an existing building, the Zoning Administrator shall make this determination and shall then request Development Review Board review and approval of the project. The Development Review Board shall have the ability to make adjustments to existing codes and regulations for adaptive re-use projects for such projects as set forth in Section V-8.D.
- C. Proposals not incorporating the adaptive re-use of an existing structure in the MOR District must receive site plan approval from the Development Review Board in accordance with the provisions of the Board as specified in Section XI-12 and must demonstrate consistency with the "M.O.R., Mixed-Office Residential Design Guidelines" as specified in Section XI-12.J.

D. Adjustments to Existing Codes and Regulations for Adaptive Re-use Projects

1. As an incentive to encourage the adaptive re-use of existing structures in accordance with the purpose and objectives of the MOR District, the Zoning Administrator or Development Review Board may authorize adjustments or modifications to the requirements of the Urbana Zoning Ordinance and Urbana City Code. The Zoning Administrator or Development Review Board may authorize adjustments only when changes are proposed to the use of existing structures and/or when additions or exterior remodeling of existing principal structures is proposed. The purpose of this provision is to provide an incentive to re-use the existing structures in the District, to provide flexibility in meeting the City's requirements in using existing structures, and to preserve the overall character of the MOR District. This incentive shall not apply to new construction that does not incorporate the adaptive re-use of an existing structure. Adjustments or modifications to the following requirements of the Urbana Zoning Ordinance and Urbana City Code in the MOR District for adaptive re-use projects shall be authorized:

- a. Section VIII-2, Design and Specifications of Off-Street Parking;
- b. Section VIII-3, Location of Parking Facilities;
- c. Section VIII-4, Amount of Parking Required; except that no reduction in excess of 25% of the full parking requirements may be approved by the Zoning Administrator and no reduction of the parking requirements shall be approved for residential uses; residential use in the MOR District shall conform to the full parking requirements of Section VIII-4;
- d. Section VIII-5, Off-Street Loading Regulations;
- e. Article VI, Development Regulations; except that the Zoning Administrator is authorized to approve only the site plan adjustments listed in Section XI-3-C(2)(c) (i.e., for minor variations) and no others; and
- f. Chapter 7 of the City Code, Fences.

Commentary: The intent of Section V-8.F is to allow some flexibility in existing codes and requirements for adaptive re-use projects. In some instances, the strict application of the development regulations can make an adaptive re-use project infeasible due to uncontrollable circumstances such as existing building placement on the lot, lot size, shape or location. The goal of this provision is to permit the Zoning Administrator to allow slight

modifications when necessary to achieve the overall goal of adaptive re-use of existing structures.

Section VIII-3, Location of Parking Facilities:

Section XI-12, Development Review Board:

A. Creation and Purpose

1. Upon the effective date of this amendment, there is hereby created a Development Review Board to administer the site plan review procedures in the MOR, Mixed-Office Residential Zoning District in conformance with the requirements of this Section.
2. The Development Review Board is created for the purpose of reviewing and approving or disapproving all site plans for new structures and land uses in the MOR District that do not incorporate the adaptive re-use of an existing structure as specified in Section V-8.B.
3. The Development Review Board has the following objectives for reviewing site plan proposals in the MOR, Mixed-Office Residential Zoning District:
 - a. Encourage compatibility by minimizing impacts between proposed land uses and the surrounding area;
 - b. Encourage the design of new construction to be compatible with the neighborhood's visual and aesthetic character through the use of design guidelines;
 - c. Determine if proposed development plans meet the intent of the district as stated in Article IV.2.I;

B. Powers and Duties. The Development Review Board shall have the following powers:

1. The Development Review Board may adopt its own rules, regulations, and procedures consistent with the provisions of this Ordinance and the laws of the State of Illinois.
2. To hold public hearings and to review applications for development within the MOR, Mixed-Office Residential Zoning District as specified in XI-12.A.2. The Development Review Board may require applicants to submit plans, drawings, specifications and other information as may be necessary to make decisions in addition to the application requirements specified in XI-12.G.
3. To undertake any other action or activity necessary or appropriate to the implementation of its powers and duties or to the implementation of the purpose of this ordinance.

C. *Membership*

1. The Development Review Board shall consist of seven members. A quorum of the Development Review Board shall be constituted by four members. The members of the Board shall be appointed by the Mayor and approved by City Council. The membership to the Board shall consist of multiple interests in order to offer a diverse perspective and expertise in reviewing proposals. These interests shall include:
 - a. A member of the Urbana Plan Commission;
 - b. A member of the Urbana Historic Preservation Commission;
 - c. A licensed architect;
 - d. A resident of property in the MOR, Mixed-Office Residential Zoning District;
 - e. A citizen residing inside or within 250 feet of the MOR, Mixed-Office Residential Zoning; District;
 - f. A local developer;
 - g. An owner of a local small business with fewer than 40 employees.
2. Development Review Board members shall serve without compensation and shall serve terms of three years. Members may be reappointed at the conclusion of their term.
3. The Mayor shall declare vacant the seat of any Development Review Board member who fails to attend three (3) consecutive meetings without notification to the Secretary, or who fails to attend one-half of all meetings held during any one-year period. In such cases as well as for resignations, incapacity, death, or any other vacancy, the Mayor shall appoint a successor with approval of the City Council.

D. *Officers.*

1. There shall be a Chair and a Vice-Chair elected by the Development Review Board, who shall each serve a term of one (1) year and shall be eligible for re-election. Elections shall be held annually.
2. The Chair shall preside over meetings. In the absence of the Chair, the Vice-Chair shall perform the duties of the Chair. If both the Chair and Vice Chair are absent, those members present shall elect a temporary Chair.
3. Secretary. The Secretary of the Development Review Board shall be a representative of the Community Development Services Department of the City of Urbana. The Secretary shall:

- a. Take minutes of each Development Review Board meeting, an original of which shall be kept in the office of the Community Development Services Department;
- b. Provide administrative and technical assistance to the Development Review Board to assist it in making the decisions and findings as provided herein;
- c. Publish and distribute to the Development Review Board copies of the minutes, reports and decisions of the Development Review Board;
- d. Give notice as provided herein or by law for all public hearings conducted by the Development Review Board;
- e. Advise the Mayor of vacancies on the Development Review Board and expiring terms of Development Review Board members;
- f. Prepare and submit to the Urbana Zoning Board of Appeals and City Council a complete record of the proceedings before the Development Review Board on all appeals from decisions of the Development Review Board and on any other matters requiring Zoning Board of Appeals or City Council consideration; and
- g. Have no vote.

E. *Meetings.*

1. Meetings shall be held at regularly scheduled times in the evening to be established by resolution of the Development Review Board at the beginning of each calendar year. Meetings may also be held at any time upon the call of the Chair.
2. All meetings shall conform to the requirements of the Open Meetings Act. All meetings of the Development Review Board shall be held in a public place designated by the Chair, and shall be open to the public, except as allowed by law. At any meeting of the Development Review Board, any interested person may appear and be heard either in person or by an authorized agent or attorney.

F. *Decisions.*

1. Every Board member present must vote “aye” or “nay” unless that Board member abstains due to an announced conflict of interest.
2. Abstaining shall not change the count of Board members present to determine the existence of a quorum.
3. Approval of a site plan shall require a two-thirds majority vote and shall be calculated on the basis of those voting members present and not abstaining, however, in no instance shall fewer than four “aye” votes constitute a two-thirds majority.

G. Application and Site Plan Submittal Requirements

1. A request for site plan approval by the Development Review Board shall be made by the applicant in writing on forms provided by the City, shall be accompanied by the required plans, and shall be filed with the Secretary of the Board. Each request shall be submitted with the required fee as provided in Section XI-8.
2. Site Plans must contain the following information:
 - a. Size and dimensions of the parcel to be developed drawn to scale;
 - b. Location and widths of adjacent rights-of-ways, sidewalks and street pavement;
 - c. Identification of neighboring property owners listed on the site plan;
 - d. Location of all existing structures on the parcel;
 - e. Location of adjacent parcels and structures;
 - f. Location and size of proposed structures or additions to be built on the parcel including proposed setbacks from the property lines;
 - g. Location and layout of any proposed access drives, parking area and walkways;
 - h. Elevation renderings of the proposed structure or addition indicating the proposed materials to be used in construction;
 - i. Elevations or perspectives of adjacent existing structures;
 - j. Floor plans indicating the interior layout of the proposed structure or addition;
 - k. Location of existing trees and shrubs and proposed landscaping;
 - l. Detail view drawings as necessary to show key design elements;
 - m. Relevant site details including lighting, dumpster locations, signage, and other features;
 - n. Site data, including lot area, building square footage, floor area ratio, open space ratio, height, number of parking spaces and number of apartment units (if multi-family).
3. Site Plans shall be submitted at a graphic scale of no less than one inch per ten feet.
4. The Development Review Board may require additional information necessary to consider applications.

H. Development Review Board Review Procedures

1. Within 45 working days but no earlier than 15 working days after a completed application, site plan, fee, and supporting documentation have been received, the Development Review Board shall convene a meeting to consider and act on the requested site plan. The last known taxpayers of record, as reflected in the Champaign County records, of all property adjacent to or within 250 feet of the subject property, excluding public right-of-way, shall be notified of said meeting not less than ten days prior to said meeting.

2. After reviewing the proposed site plan according to the criteria in Section XI-12-I, the Development Review Board shall vote on whether to approve the proposed site plan. If the proposed site plan conforms to the requirements of this Ordinance, the Development Review Board shall make the appropriate findings and approve the proposed site plan. If the proposed site plan does not conform to the requirements of this Ordinance, the Development Review Board shall disapprove the proposed site plan and make findings stating the inadequacies of the proposal. The applicant shall be notified in writing of the Board's decision within five working days, which notification shall address the relevant and applicable reasons for the decision as well as any conditions imposed by the Board. Any site plan that is not approved by the Board shall cause the Secretary of the Board to appeal the request to the Board of Zoning Appeals in accord with Section XI-3.
3. Site plan approval is required prior to the issuance of a related building permit or Certificate of Occupancy in the MOR District.
4. When a proposed use is permitted in the MOR District as a Conditional or Special Use according to Table V-1, site plan approval by the Development Review Board is required in addition to the review procedures for conditional or special use permit requests as specified in Section VII-1. The Development Review Board shall make a recommendation to the appropriate reviewing body. The physical development and continued use of the property shall be in strict conformance with the approved site plan.
5. Any order, requirement, decision or condition of approval made by the Development Review Board is appealable by any person aggrieved thereby to the Zoning Board of Appeals in accordance with the procedures of Section XI-3-C. Upon the filing of an appeal, the complete record of the Development Review Board's minutes, findings and decision shall be submitted to the Zoning Board of Appeals for action on the requested appeal. The Zoning Board of Appeals shall have the final authority to approve or disapprove a proposed site plan.
6. The Secretary of the Board shall keep minutes of its proceedings, showing the vote of each member and shall also keep records of its findings and official decisions.
7. The procedure for amending a site plan already approved by the Development Review Board or for a request to change conditions attached to the approval of a site plan shall be the same procedure as a new site plan request.
8. Approval of a site plan pursuant to Section XI-12 shall become null and void unless an application is made for a building permit or Certificate of Occupancy within one year after the date on which the Board approves the site plan. A one-year extension may be granted by the Zoning Administrator when a written request is submitted prior to the expiration of the one-year term.
9. Any building permit or Certificate of Occupancy issued pursuant to an approved site plan may be revoked by the City for failure to comply with the conditions of approval.

I. Site Plan Review Criteria.

Site plans for new construction not incorporating the adaptive re-use of existing structures must demonstrate conformance with the land use and development standards of the Urbana Zoning Ordinance. In addition, site plans (including, elevations, and floor plans) shall be reviewed and considered by the Development Review Board according to the criteria listed below.

1. Compatibility with Surrounding Neighborhood

Proposals shall demonstrate consistency with the intent of the MOR, Mixed-Office Residential Zoning District as stated in Section IV-2-I. In reviewing proposals the Development Review Board shall consider the effects of the proposed structure(s) and uses on adjacent properties and the surrounding neighborhood. The Board shall consider building location, orientation, setbacks, scale, bulk, massing, and architectural design.

2. Parking and Access

Proposals shall demonstrate that required parking areas are provided in accordance with Article VIII of the Urbana Subdivision Ordinance and that parking areas and access drives are designed to move traffic conveniently and safely in a manner that minimizes traffic conflicts, noise and visual impacts, while minimizing the area of asphalt or concrete. Proposals shall demonstrate the safe and convenient movement of handicapped persons and that the location and design of handicapped parking is in conformance with the requirements of the State of Illinois. Parking areas shall be screened from adjacent residential uses.

3. Screening and Landscaping

Proposals shall demonstrate the preservation of existing natural features where practical. The Development Review Board shall consider the effects that the proposal may have on the vegetative characteristics of the area and may require landscaping measures to mitigate any potential loss of character. Proposals shall also demonstrate compliance with all landscape and screening requirements identified in the Urbana Zoning Ordinance. The Development Review Board shall consider landscape and screening plans and their ability to effectively screen adjacent properties from possible negative influences that may be created by the proposed use. Retention of street trees along the Green and Elm Street corridors shall be encouraged.

4. Site Details

Proposals shall address the provisions for site details including exterior trash dumpsters, storage areas, loading areas, exterior lighting and signs. The Development Review Board shall determine if the site details are in conformance with the requirements of the Urbana Zoning Ordinance and if they are proposed in a manner that will not negatively impact adjacent properties and the character of the neighborhood.

5. Design Guidelines

The Development Review Board shall consider the architectural appearance, massing, color, building materials, or architectural details of the structure in reviewing a proposed development plan. Proposals shall demonstrate general conformance with adopted Design Guidelines for the MOR, Mixed-Office Residential Zoning District as specified in XI-12.J.

J. Design Guidelines Review

The Development Review Board shall evaluate the design of any proposed new development to determine compatibility with the “M.O.R., Mixed-Office Residential Zoning District Design Guidelines”. The Design Guidelines shall be adopted under a separate ordinance and shall be housed in the City of Urbana Community Development Services Department. Any Proposed amendments to the “M.O.R., Mixed-Office Residential Zoning District Design Guidelines” shall be considered by the Urbana Plan Commission in the form of a public hearing. The Plan Commission shall forward a recommendation on any proposed amendments to the Urbana City Council for final action.

ORDINANCE NO. 2004-08-104

AN ORDINANCE AMENDING THE ZONING ORDINANCE OF THE CITY OF URBANA, ILLINOIS

(Revisions to various sections of the Urbana Zoning Ordinance as they pertain to the requirements of the M.O.R., Mixed-Office Residential Zoning District-Plan Case No. 1897-T-04

WHEREAS, the City Council of the City of Urbana, Illinois, adopted Ordinance No. 9293-124 on June 21, 1993 consisting of a comprehensive amendment to the 1979 Zoning Ordinance of the City of Urbana, also known as the Urbana Zoning Ordinance; and

WHEREAS, Article IV of the Urbana Zoning Ordinance, District and Boundaries Thereof, establishes the M.O.R., Mixed-Office Residential Zoning District, and other relevant Sections of the Urbana Zoning Ordinance regulate the development standards and procedures within the M.O.R., Mixed-Office Residential Zoning District; and

WHEREAS, recent development proposals in the M.O.R., Mixed-Office Residential Zoning District called into question their compliance with the stated intent of the district; and

WHEREAS, on July 21, 2003 the Urbana City Council adopted a text amendment to the Urbana Zoning Ordinance under Ordinance No. 2003-07-073 creating an Interim Development Ordinance and establishing a 120-day moratorium on development in the district so city staff could study the district and propose changes to the requirements of the district and the procedures of the Development Review Board; and

WHEREAS, on November 17, 2003 the Urbana City Council adopted a text amendment to the Urbana Zoning Ordinance under Ordinance No. 2003-11-120 making revisions to the requirements of the district that clarified the intent of the established a new process for reviewing projects through the newly established Development Review Board. The amendment included a listing of design criteria to be used for any projects that may be submitted prior to future Design Guidelines. The intent was for the future Design Guidelines to be comprehensive and an illustrative set of design guidelines to replace the list of design criteria; and

WHEREAS, the Urbana Zoning Administrator has requested to amend the Urbana Zoning Ordinance to amend various sections of the Urbana Zoning Ordinance with respect to the requirements of the M.O.R., Mixed-Office Residential Zoning District; and

WHEREAS, said petition was presented to the Urbana Plan Commission as Plan Case No. 1897-T-04; and

WHEREAS, after due publication in accordance with Section XI-7 of the Urbana Zoning Ordinance and with Chapter 24, Section 11-13-14 of the Illinois Revised Statutes, the Urbana Plan Commission opened a public hearing to consider the proposed amendment on June 10, 2004 and continued the public hearing to the July 8, 2004 meeting; and

WHEREAS, the Urbana Plan Commission voted 6 ayes to 1 nay on July 8, 2004 to forward the proposed amendments set forth in Plan Case No. 1897-T-04 to the Urbana City Council with a recommendation for approval; and

HEREAS, on August 16, 2004, the Urbana City Council passed a separate Ordinance No. 2004-XX-XX adopting the "M.O.R. Mixed-Office Residential Design Guidelines" ;and

WHEREAS, after due and proper consideration, the Urbana City Council has deemed it to be in the best interests of the City of Urbana to amend the text of the Urbana Zoning Ordinance.

NOW, THEREFORE, BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF URBANA, ILLINOIS, as follows:

Section 1. Section V-8 B., C., and D.1. *Additional Use Regulations in the MOR District*, of the Zoning Ordinance is hereby amended to read as follows:

- B. As an incentive to encourage the adaptive re-use of existing principal structures in the MOR District, any proposals for a change of use, building addition, or exterior remodeling that incorporates the adaptive re-use of an existing structure within the district shall not require review by the DRB. Adaptive re-use proposals shall comply with the requirements of the Urbana Zoning Ordinance although the Zoning Administrator may authorize adjustments to existing codes and regulations as specified in Section V-8.D. Adaptive re-use proposals shall demonstrate consistency with the "M.O.R., Mixed-Office Residential Design Guidelines" specified in Section XI-12.J as determined by the Zoning Administrator. In cases where proposed addition(s) and/or remodeling efforts are so extensive as to result in substantial change to the appearance and/or scale of an existing building, the Zoning Administrator shall make this determination and shall then request Development Review Board review and approval of the project. The Development Review Board shall have the ability to make adjustments to existing codes and regulations for adaptive re-use projects for such projects as set forth in Section V-8.D.
- C. Proposals not incorporating the adaptive re-use of an existing structure in the MOR District must receive site plan approval from the Development Review Board in accordance with the provisions of the Board as specified in Section XI-12 and must demonstrate consistency with the "M.O.R., Mixed-Office Residential Design Guidelines" as specified in Section XI-12.J.

D. Adjustments to Existing Codes and Regulations for Adaptive Re-use Projects

- 1. As an incentive to encourage the adaptive re-use of existing structures in accordance with the purpose and objectives of the MOR District, the Zoning Administrator or Development Review Board may authorize

adjustments or modifications to the requirements of the Urbana Zoning Ordinance and Urbana City Code. The Zoning Administrator or Development Review Board may authorize adjustments only when changes are proposed to the use of existing structures and/or when additions or exterior remodeling of existing principal structures is proposed. The purpose of this provision is to provide an incentive to re-use the existing structures in the District, to provide flexibility in meeting the City's requirements in using existing structures, and to preserve the overall character of the MOR District. This incentive shall not apply to new construction that does not incorporate the adaptive re-use of an existing structure. Adjustments or modifications to the following requirements of the Urbana Zoning Ordinance and Urbana City Code in the MOR District for adaptive re-use projects shall be authorized:

Section 2. Section VIII-3 J., Location of Parking Facilities, is hereby deleted:

~~J. Parking located at ground level below any principal structure shall be prohibited in the MOR District. Parking located underground below a principal structure shall be allowed in the MOR District in accordance with the provisions of Article VIII of this Ordinance.~~

Section 3. Section XI-12 J.1-5, *Design Guidelines Review* is hereby deleted and replaced to read as follows:

J. Design Guidelines Review

The Development Review Board shall evaluate the design of any proposed new development to determine compatibility with the "M.O.R., Mixed-Office Residential Zoning District Design Guidelines". The Design Guidelines shall be adopted under a separate ordinance and shall be housed in the City of Urbana Community Development Services Department. Any Proposed amendments to the "M.O.R., Mixed-Office Residential Zoning District Design Guidelines" shall be considered by the Urbana Plan Commission in the form of a public hearing. The Plan Commission shall forward a recommendation on any proposed amendments to the Urbana City Council for final action.

Section 4. The City Clerk is directed to publish this Ordinance in pamphlet form by authority of the corporate authorities. This Ordinance shall be in full force and effect from and after its passage and publication in accordance with the terms of Chapter 65, Section 1-2-4 of the Illinois Compiled Statutes (65 ILCS 5/1-2-4).

PASSED by the City Council this ____ day of _____, ____.

AYES:

NAYS:

ABSTAINS:

Phyllis D. Clark, City Clerk

APPROVED by the Mayor this _____ day of _____, ____.

Tod Satterthwaite, Mayor

CERTIFICATE OF PUBLICATION IN PAMPHLET FORM

I, Phyllis D. Clark, certify that I am the duly elected and acting Municipal Clerk of the City of Urbana, Champaign County, Illinois.

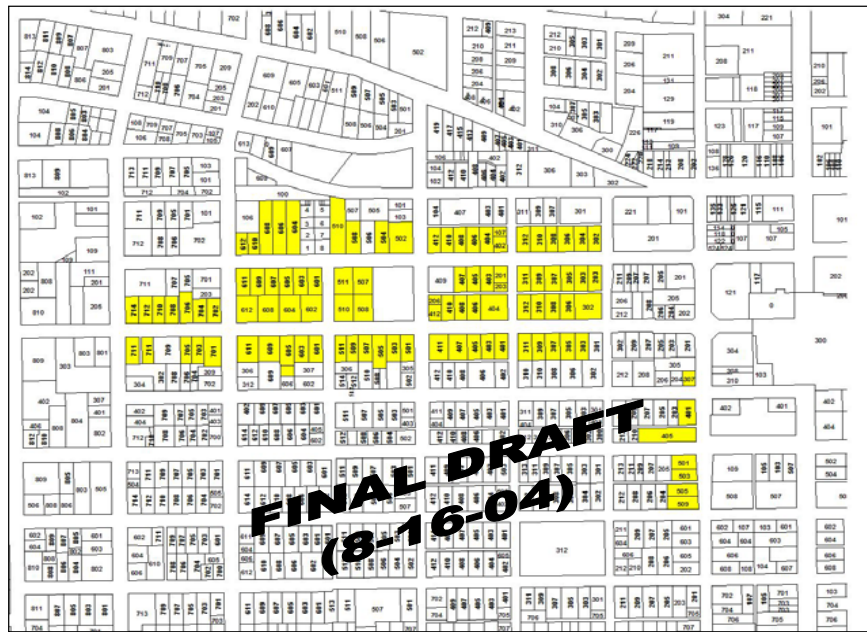
I certify that on the _____ day of _____, 2004, the corporate authorities of the City of Urbana passed and approved Ordinance No. _____, entitled "AN ORDINANCE AMENDING THE ZONING ORDINANCE OF THE CITY OF URBANA, ILLINOIS (Revisions to various sections of the Urbana Zoning Ordinance as they pertain to the requirements of the M.O.R., Mixed-Office Residential Zoning District- Plan Case No. 1897-T-04)" which provided by its terms that it should be published in pamphlet form. The pamphlet form of Ordinance No. _____ was prepared, and a copy of such Ordinance was posted in the Urbana City Building commencing on the _____ day of _____, 2004, and continuing for at least ten (10) days thereafter. Copies of such Ordinance were also available for public inspection upon request at the Office of the City Clerk.

DATED at Urbana, Illinois, this _____ day of _____, 2004.

(SEAL)

Phyllis D. Clark, City Clerk

Mixed-Office Residential *Design Guidelines:*
**A DESIGN GUIDE FOR DEVELOPERS,
 PROPERTY OWNERS, & CITIZENS**



CITY OF URBANA

Intent of the Mixed-Office Residential District:

“The MOR, Mixed-Office Residential District is intended to encourage a mixture of residential, office and small-scale business land uses that are limited in scale and intensity and designed and constructed to be compatible with existing structures in the district. The district is intended to encourage the adaptive re-use of existing older structures through incentives that will extend the useful life of such structures. New construction shall be designed and constructed in a manner that is consistent with the character of the district. The land uses permitted and the development regulations required in the MOR District are intended to protect nearby residential uses by limiting the scale and intensity of the uses and buildings that may locate in this district. The MOR District is appropriate for mixed uses on small sites which need a careful evaluation of use-to-use compatibility so that the stability and value of surrounding properties are best protected”.

--Urbana Zoning Ordinance, Article IV, Section 2. I.

Mixed-Office Residential *Design Guidelines*

CITY OF URBANA

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August 16, 2004

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I. Introduction

Purpose

The purpose of this guide is to provide design criteria for new business and residential development within the Mixed-Office Residential (MOR) Zoning District. The design guidelines and suggestions illustrated in this document will be used primarily by the Development Review Board and City Staff to review proposals within the MOR District.

This guidebook has been written in this format to allow property owners to understand how compatible design can be achieved within the MOR District. It is written in a format that includes a range of design considerations that are generally equal in importance but are suggestively ranked using language such as: (strongly encouraged, encouraged, discouraged, and strongly discouraged) to allow property owners to understand that some design guidelines may be considered more important than others in terms of promoting compatible design. The guidelines are not intended to restrict innovation, imagination or variety of design. They are intended to promote design compatibility of new structures, building additions, and remodels with the existing buildings found in the district. The guidelines address the quality of development recognizing that architectural design is ultimately formed by countless individual creative decisions.

Where Design Guidelines Apply

These guidelines are to be used to review the design of proposed projects located in the Mixed-Office Residential Zoning District. The guidelines consist of design considerations intended to promote the goals defined by the intent of the zoning district. Project design approvals are based on both the site plan review and the design guidelines illustrated in this document.

Building Code and Zoning Ordinances

The requirements of the Urbana Building Safety Code and the Zoning Ordinance must be met in addition to the MOR Design Guidelines. For more information about these development regulations please contact the Community Development Services Department at 384-2440 or see our Website at www.city.urbana.il.us to view the complete Urbana Zoning Ordinance.

Locally Designated Historic Structures

Local Historic Landmarks and properties within Local Historic Districts shall continue to comply with Article XII: The Historic Preservation Ordinance of the Urbana Zoning Ordinance.

II. (MOR) Mixed-Office Residential Background

(MOR) Mixed-Office Residential Background

The Mixed-Office Residential Zoning District was created as a result of the recommendations of the 1990 Downtown to Campus Plan. The Downtown to Campus Plan consisted of an area-wide zoning study for much of the West Urbana and campus neighborhoods. It was concluded in the plan that a special office/residential zoning district was needed for much of the Green Street and Elm Street corridors. The purpose of the new district would be to allow a variety of residential, office, and commercial uses in the district but to encourage the adaptive re-use of the existing structures. The plan stressed that as an incentive to adaptively re-use existing structures, a wider variety of uses should be permitted. It was envisioned that Green Street and Elm Street could contain single-family and small-scale multi-family residential development along with small-scale boutique shops and offices intermixed and where buildings were designed with a residential character.

The MOR Zoning District was adopted in 1991 and approximately 90 properties were rezoned to the new district. The Urbana Zoning Ordinance was amended to include provisions for the new district including a listing of uses allowed in the district as well as development regulations. A Development Review Board was established to review development proposals in the district. The membership of the Board consisted of city staff and contained criteria for reviewing proposals. The Development Review Board was specifically

prohibited from considering the architectural design and character of proposals, and was to focus on issues related to building scale and orientation and the overall site design. From 1991 to 2002 there was relatively little development activity in the M.O.R. district. Approvals were granted for three new apartment buildings and a handful of remodels including the Lindley House Bed and Breakfast and Timothy John's Studio. From 1997 to 2002 there was no activity in the district until three separate requests were made to review new apartment developments in 2003. Structures were demolished at 508 and 510 West Green Street for construction of a church parking lot, and 605, 611, 701 West Green were also demolished for new apartment buildings. The demolitions of homes for new multi-family structures and parking lots generated concern from nearby residents and called into question the effectiveness of the intent of the district which was to foster adaptive re-use and encourage a mix of small scale uses. A structure at 302 West Green Street has been demolished in 2004 and the lot currently lies vacant.

In 2003 the City Council directed staff to study changes to the district. In particular, it was requested that there be procedural changes to the Development Review Board and that architectural design be permitted to be considered when evaluating proposals. In November 2003 provisions were made to change the membership of the Development Review Board to consist of appointed individuals rather than city staff. The number of members on the Board was also increased from five to seven. Also, provisions for design guidelines were adopted for the Development Review Board to use when reviewing proposals.

One of the overriding concerns with the three multi-family development proposals in 2003 was that the district does not seem to be attracting development other than multi-family residential. Along with the amendments to the regulations for the district, consideration of alternative incentive programs was encouraged. These could be implemented in order to create a better market for small-scale business development to meet the goals and intent of the district.

It is clear that since the MOR district was initially created there have been relatively few projects that have incorporated the adaptive re-use of the existing structures. As a component of the revised procedures and requirements in the district, a streamlined review process has been created for projects incorporating adaptive re-use.

Proposals for a change of use, building addition, or exterior remodeling that incorporate the adaptive re-use of an existing structure within the district shall not require review by the DRB. Adaptive re-use proposals shall comply with the requirements of the Urbana Zoning Ordinance although the Zoning Administrator may authorize adjustments to existing codes and regulations as specified in Section V-8.D. Adaptive re-use proposals shall demonstrate general consistency with the Design Guidelines as determined by the Zoning Administrator. In cases where proposed additions and/or remodeling efforts are so extensive as to result in substantial change to the appearance and/or scale of an existing building, the Zoning Administrator shall make this determination and shall then request Development Review Board review and approval of the project.

III. (DRB) Development Review Board Procedure

The (DRB) Development Review Board

The (DRB) Development Review Board is a mayor-appointed board that holds public hearings and reviews applications for development within the MOR, Mixed-Office Residential Zoning District. The DRB may require applicants to submit plans, drawings, specifications and other information as may be necessary to make decisions in addition to the application requirements specified in XI-12.G. of the Zoning Ordinance.

Site Plan Review Criteria

Site plans for new construction that do not incorporate the adaptive re-use of existing structures must demonstrate conformance with the land use and development standards of the Urbana Zoning Ordinance. In addition, site plans (including elevations and floor plans) shall be reviewed and considered by the Development Review Board according to the criteria listed below:

Compatibility with Surrounding Neighborhood

Proposals shall demonstrate consistency with the intent of the MOR, Mixed-Office Residential Zoning District as stated in Section IV-2-I. In reviewing proposals the Development Review Board shall consider the effects of the proposed structure(s) and uses on adjacent properties and the surrounding

neighborhood. The Board shall consider building location, orientation, setbacks, scale, bulk, massing, and architectural design.

Parking and Access

Proposals shall demonstrate that required parking areas are provided in accordance with Article VIII of the Urbana Subdivision Ordinance and that parking areas and access drives are designed to move traffic conveniently and safely in a manner that minimizes traffic conflicts, noise and visual impacts, while minimizing the area of asphalt or concrete. Proposals shall demonstrate the safe and convenient movement of handicapped persons and that the location and design of handicapped parking is in conformance with the requirements of the State of Illinois. Parking areas shall be screened from adjacent residential uses.

Screening and Landscaping

Proposals shall demonstrate the preservation of existing natural features where practical. The Development Review Board shall consider the effects that the proposal may have on the vegetative characteristics of the area and may require landscaping measures to mitigate any potential loss of character. Proposals shall also demonstrate compliance with all landscape and screening requirements identified in the Urbana Zoning Ordinance. The Development Review Board shall consider landscape and screening plans and their ability to effectively screen adjacent properties from possible negative influences that may be created by the proposed use. Retention of street trees along the Green and Elm Street corridors shall be encouraged.

IV. Design Guidelines

Design & Site Review

Proposals shall address the provisions for site details including exterior trash dumpsters, storage areas, loading areas, exterior lighting and signs. The Development Review Board shall determine if the site details will not negatively impact adjacent properties and the character of the neighborhood. An important component of this review is the consideration of the architectural appearance relating to: Building Orientation, Openings, Outdoor Living Space, Building Materials, Parking areas, Landscaping, and Commercial Site Design as outlined in this Design Guide. Proposals should demonstrate general conformance with the spirit of the design guidelines and with the goals for the MOR, Mixed-Office Residential Zoning District as specified in the City of Urbana Zoning Ordinance.

THE "FACADE ZONE"

The **Facade Zone** is important to the character of a site and includes not only the vertical wall of the building with its architectural qualities but also includes other elements of a site within the areas that the wall faces that are **visible from the public street** such as outbuildings, windows, doors, parking areas, street walls, signage and various other site details. It is important that site details in the facade zone are compatible with other buildings on the block face as well as with those buildings located directly across the street. All projects must follow the guidelines in this booklet, however, specific conditions are included throughout that may refer to any portion of the exterior of the primary structure.

The district is composed of a grid system of streets creating two types of lots: corner lots and interior lots. Corner lots are located at the intersection of streets and have two street facing facade zones. The majority of lots are interior lots that have one facade zone facing the street.

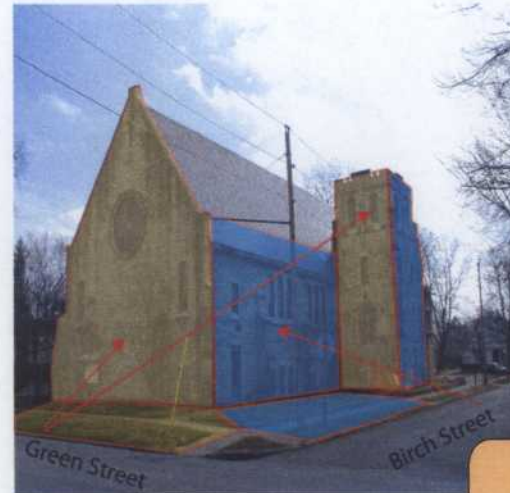
FACADE ZONE - Design Guidelines

Strongly Encouraged

- Main entrance located on the front facade of a building.
- Corner lot main entrance located on the more major street frontage.
- New building additions that complement the architectural style of the main structure.

Strongly Discouraged

- The location of mechanical equipment (such as air compressors, mechanical pumps water softeners, utility meters and the like) in the facade zone.

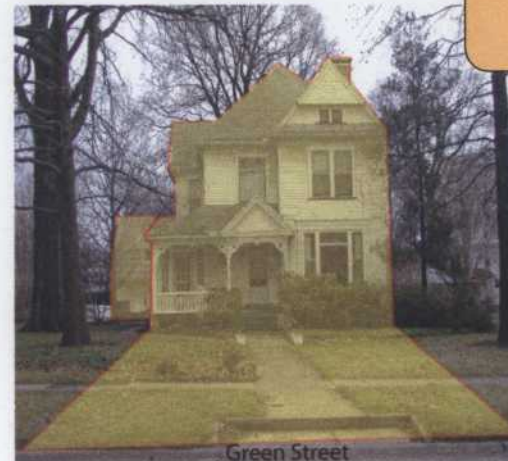


Corner Lot Example

Facade Zone 1
Facing from Green Street

Facade Zone 2
Facing from Birch Street

The design guidelines concentrate primarily on the facade zones because they are views from the public space, namely the sidewalk and streets.



Interior Lot Example

Facade Zone 1
Facing from Green Street

Interior Lots generally have one primary Facade Zone as depicted above.

BUILDING ORIENTATION & Patterns

Each block in the district displays predominant patterns. These patterns include lot sizes, setbacks, and building orientation. Projects within the district should be compatible with the patterns of building placement found on the block.

Observation of a block through both aerial and streetscape views is important when identifying patterns on a block. The placement of a building should not drastically change or cause a visual disruption along the block.

BUILDING ORIENTATION & Patterns - Design Guidelines

Strongly Encouraged

- The front of a building be positioned to face parallel to the street.
- Building placement and general orientation on a site that is compatible with other structures on the block.

Encouraged

- New construction projects, including additions, that incorporate common patterns and architectural characteristics found throughout in the district. (e.g. porches, roof type, openings, etc.)
- Use of architectural detailing and landscaping to help new construction "blend in" with the block .

Aerial View Example

Buildings are aligned to the street with front porches

Homes are generally placed in the middle of the lot, with garages in the rear

Parking areas are located at the rear of most lots



Streetscape View Example



Examples of Relevant Patterns

- | | |
|----------------------|----------------------|
| Building Orientation | Outdoor Living Space |
| Massing | Materials |
| Openings | Landscaping |

MASSING & SCALE

Massing is the three dimensional bulk of a structure: height, width, and depth. **Scale** is the perceived relative height and bulk of a building relative to that of neighboring buildings. Proper scale, proportion and details are essential when blending any building into the MOR District. When a new development or building addition is larger in height or volume than the surrounding structures, the building mass should be varied through changes in the wall plane, building height, or roofline to reduce the perception of bulk and encourage compatibility. The architectural design should be such that it does not cause a visual disruption along the entire block.

MASSING & SCALE- Design Guidelines

Strongly Encouraged

- The "height to width ratio" of a structure is compatible with that of other structures on the block face. For example, if existing structures on a block face have a height to width ratios of 2 : 1, then a height to width ratio of 1:3 for new construction may not be appropriate.

Encouraged

- Use of various decorative details and exterior materials to add interest, scale, and dimension to a building.
- Height and rooflines on new construction that are compatible with other buildings found on the block face.
- A combination of roof lines with varying roof heights and pitches used to break up the mass of a structure.
- Roof pitch and shape on new construction compatible with other forms found in the district.

Combination roof lines with varying roof heights and roof pitches, add interest and break up mass

The forward and back progressions break up the mass

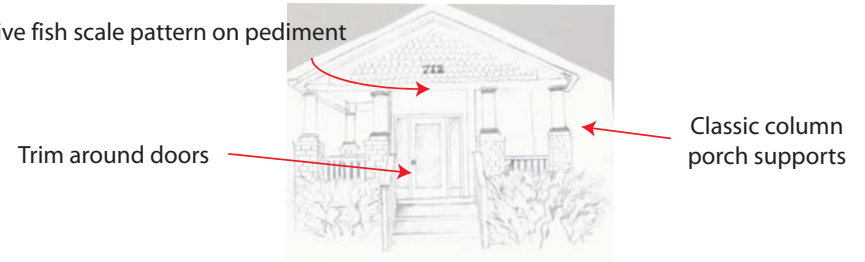
Bay windows and other architectural features break up large wall masses



Exterior Trim Details
Add interest, scale, and dimension:

Covered Porches and balconies add interest, scale and outdoor living space on the primary facade

Decorative fish scale pattern on pediment



OPENINGS

Openings refer to the windows and doors on a structure. Openings and their arrangement are important to a structure's visual aesthetic. Materials, construction, and detailing of the openings is also important to the style of a building. Proposals within the district should be cognizant of the rhythm and patterns of openings on the facade. Height to width ratios for windows should encourage compatibility with the building architecture style as well as with the other styles found throughout the district. Openings in the facade zone should be in general conformance with the following guidelines:

OPENINGS - Design Guidelines

Strongly Encouraged

- An adequate amount of openings on a facade.
- Large wall expanses on a facade that are interrupted by windows.
- Openings that reflect the building's architectural style.

Encouraged

- Openings that are in proportion to others on the facade and are similar in size and scale.
- A consistent rhythm of openings on the facade.
- True divided-lite windows.

Discouraged

- Sliding patio doors in the facade zones.

Recommended

Multiple openings on facade

Openings are to scale and proportion with each other and display a consistent pattern and rhythm



Main entry in the facade zone

Not Recommended

No openings on facade

Facade consists of a singular flat plane

Facade incompatible with other neighboring properties



OUTDOOR LIVING SPACE: Balconies, Porches, & Patios

Porches are outdoor spaces that are elevated or located above grade and usually are partially or fully covered by a roof. Front porches help provide a transition between the public street and the private use of a building. **Balconies** are outdoor living spaces located above the first floor of a structure. **Patios** are defined outdoor living space located at grade level and do not have a roof.

Porches, balconies, patios, and similar structures that are visible from the street (in the facade zone) should be designed with consideration to their overall compatibility with the design of the building, their "usability," and with their general compatibility with other properties on the block.

OUTDOOR LIVING SPACE - Design Guidelines

Strongly Encouraged

- Front porches and balconies with rooflines that are compatible with the main roof of the structure.
- Outdoor living spaces that use a variety of styles and materials in order to complement the overall composition of the building.

Encouraged

- Buildings on corner lots with porches and/or stoops located on both facades.
- Porches on new residential construction. Flat porch roofs that serve as covered balconies for the second floor.
- Balconies on multi-family residences located above the first floor only.

Discouraged

- Terrace-like patios located in the facade zone (for residential uses).

Strongly Discouraged

- Balconies directly abutting single-family residences.



Not Recommended
Patios on first level are often inappropriate

Mechanical equipment limits usable space

Sliding patio doors are discouraged



Recommended
Roof lines and pitch correspond to main roof



Recommended
Porch design should be functional and should relate to the overall structure

MATERIALS

Properties in the MOR district have been built with many types of exterior materials depending on the building date of each structure. The result is a district containing a diversity of architectural styles and building materials. Over time various exterior materials have stood the test of time, while others that may have been used as less expensive substitutes have proven to be less durable than previously anticipated. In some cases, synthetic siding installed incorrectly over original siding accelerated the deterioration of the original structure. Ultimately, the choice of exterior material should be made based on both durability and aesthetics.

MATERIALS - Design Guidelines

Strongly Encouraged

- Long-lasting and durable exterior materials such as brick and wood clapboard.
- Exterior treatment or siding that protects the integrity of the structure and provides an enhanced visual aesthetic to the block.
- Recognition of the diversity of materials used throughout the district and the importance of material quality.

Encouraged

- Roof materials that are compatible with those found within the district. In the case of new additions, roof materials that complement those found on the main structure.

Examples of exterior siding materials used in the MOR



Stucco



Fieldstone



Brick Veneer



Quarry Faced Stone



Wood Lap Siding



Wood Sawn Siding



Flagstone Veneer



Painted Brick

Examples of roofing materials



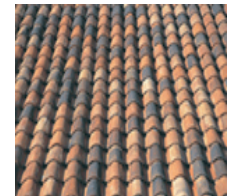
Asphalt Shingles



Slate



Shake Shingles



Clay tile

PARKING AREAS

The MOR district retains the scale and patterns of a traditional neighborhood in terms of the grid-street layout and public alleys. Vehicular access onto properties must be appropriately incorporated into the site design. Although parking areas are integral to a site, softening their visual impact to adjacent properties and from the public street is particularly important in the MOR.

PARKING AREAS - Design Guidelines

Strongly Encouraged

- Parking areas (including garages) located behind the principal structure and not in the facade zone.
- Utilization of existing alleyways for the purpose of access to parking areas.
- Fencing and other screening elements that are architecturally compatible with the principal building in terms of material quality and detail.

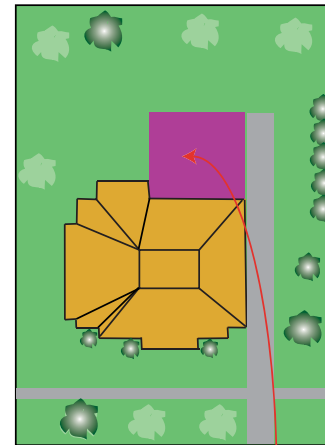
Encouraged

- Screening to reduce visual impact from adjacent properties.
- Use of hedges, wood fences or masonry walls used to screen parking areas from adjacent properties.

Strongly Discouraged

- Parking below a principal structure and visible from the facade zone.

Recommended Parking Configuration Examples



Utilize rear loaded garages to reduce bulk at street and visibility from the facade zone



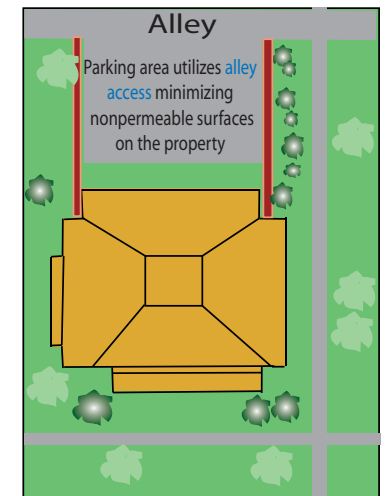
Parking **not** visible in the facade zone



Live/work units could be located above principal structure



Parking area located in rear yard and heavy landscaping is used to screen headlights



Alley
Parking area utilizes alley access minimizing nonpermeable surfaces on the property

PARKING (Under a Principal Structure)

Recommended

Two examples of rear-loaded parking that is built under a principal structure

Front View



Parking areas are **not visible** from the facade zones

Rear View



Residential units located above parking areas can reduce visual impact of vehicles if designed properly

Front View



Parking for multi-family building is located in the rear of the lot and not visible from in the facade zone

Rear View



Not Recommended

Examples of Parking located under a Principal Structure

Parking area is **inadequately screened** from other properties and from the facade zone



Building appears to be built upon stilts

Parking area entrance located in the facade zone **exposes vehicles**



LANDSCAPING

Landscaping is an important design element when blending any building or parking area into the neighborhood. Landscaping can soften the mass of a building as well as accent its features. Preservation of mature trees, adding visual interest to individual properties, and providing effective methods of landscaping screening are important goals within the district. It is important that the City Arborist be used as an informational resource to analyze existing trees and to determine the appropriate size and species of future tree plantings.

LANDSCAPING - Design Guidelines

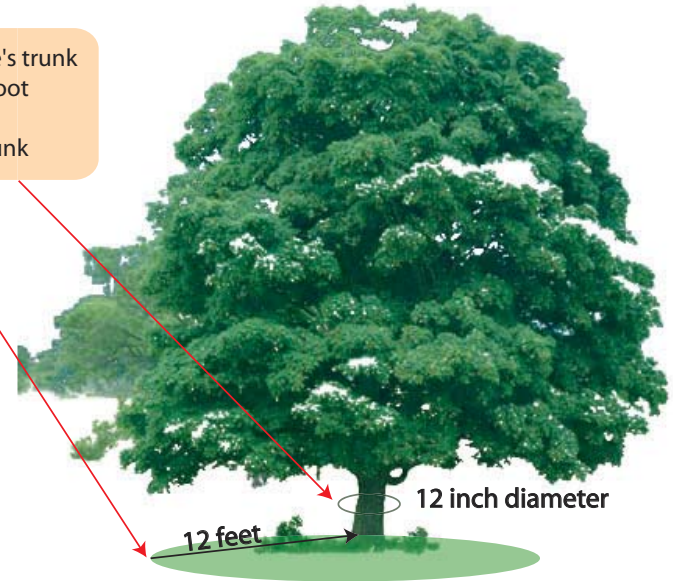
Strongly Encouraged

- Retention of mature trees on private property and within the parkways and other City right-of-way areas. (Green and Elm Street corridors are particularly important)

Encouraged

- New tree plantings on private and public property to replenish the urban canopy.
- Protect mature trees from root damage during construction, both on the subject property and on any adjacent properties. (see illustration)
- Use of evergreens, dense deciduous shrubs, masonry walls and berms for screening.
- Design landscaping to ensure safe pedestrian and automobile traffic circulation on and off private property.

If the diameter of the tree's trunk is 12 inches, protect the root zone for at least a 12 foot radius around the tree trunk



Landscaping and tree plantings beautify properties and are strongly encouraged

New tree plantings on private and public property will continue to replenish the urban canopy in the neighborhood



Commercial Site Design

The design of commercial uses should consider all of the previous Design Guideline sections of this handbook. This section is tailored to address specific design issues related to commercial development. The goal of commercial site design is to encourage small-scale businesses that are compatible with the residential character of the district. Compatibility can be achieved through careful design of facades, building scale, and by designing commercial sites to be pedestrian-oriented. A mix of uses is encouraged in order to create vitality and character.

COMMERCIAL - Design Guidelines

Strongly Encouraged

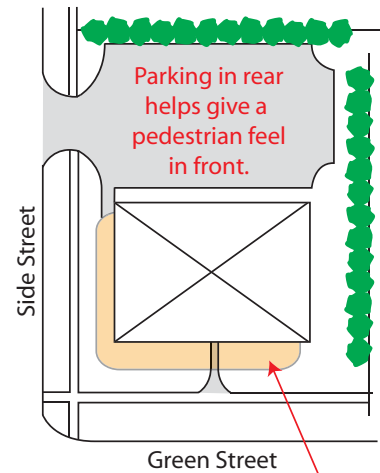
- Adaptive reuse or renovation of existing buildings.
- New mixed-use commercial developments with upper-story residential.
- New structures with a residential design.
- Business signs that are pedestrian oriented and visible to traffic. Signs that complement the design of the main structure and do not obscure important features.

Encouraged

- Parking, service delivery, and trash located at the rear of a building.
- Utilize shared access and parking areas.
- Front porches and landscaped terraces that serve as important commercial amenities.

Discouraged

- Multiple curb cuts and vehicular entrances.



Porches can provide outdoor gathering space for a business



Business signs should complement the main structure and add to the character of the neighborhood



Thoughtful design and use of fencing can help a commercial business define its outdoor space and separate it from other uses

New Commercial Development

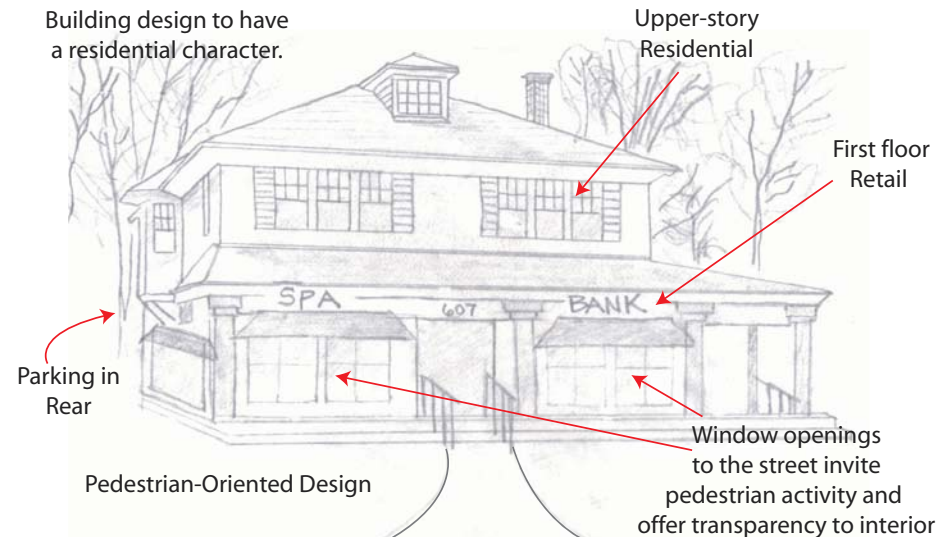


Photo Map of Properties in the MOR District as of July 2004



714 W. Green



712 W. Green



710 W. Green



708 W. Green



706 W. Green



704 W. Green



702 W. Green



612 W. Green



608 W. Green



604 W. Green



602 W. Green



601 W. Green



603 W. Green



605 W. Green



609 W. Green



611 W. Green



701 W. Green



703 W. Green



705 W. Green



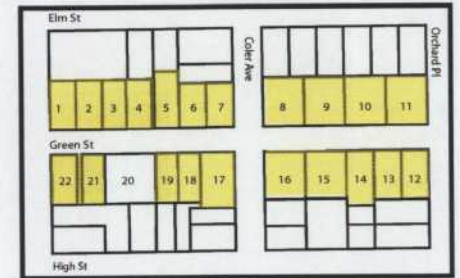
707/709 W. Green



711 W. Green



713 W. Green



Outlined Area



Entire MOR District

Photo Map of Properties in the MOR District as of July 2004



612 W. Elm



610 W. Elm



608 W. Elm



606 W. Elm



604 W. Elm



1 Buena Vista Ct.



8 Buena Vista Ct.



510 W. Elm



508 W. Elm



506 W. Elm



504 W. Elm



502 W. Elm



507 W. Elm



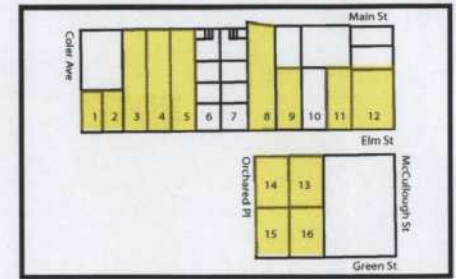
511 W. Elm



510 W. Green



508 W. Green



Outlined Area



Entire MOR District

Photo Map of Properties in the MOR District as of July 2004



401 W. Green



403 W. Green



405 W. Green



407 W. Green



409 W. Green



501 W. Green



503 W. Green



505 W. Green



507 W. Green



509 W. Green



511 W. Green



412 W. Green



410 W. Green



408 W. Green



406 W. Green



404 W. Green



201/203 S. Birch



403 W. Elm



405 W. Elm



407 W. Elm



409 W. Elm



206 S. McCullough



Outlined Area



Entire MOR District

Photo Map of Properties in the MOR District as of July 2004



412 W. Elm



410 W. Elm



408 W. Elm



406 W. Elm



404 W. Elm



402 W. Elm



107 S. Birch



312 W. Elm



310 W. Elm



308 W. Elm



306 W. Elm



304 W. Elm



302 W. Elm



203 S. Cedar



303 W. Elm



305 W. Elm



307 W. Elm



309 W. Elm



311 W. Elm



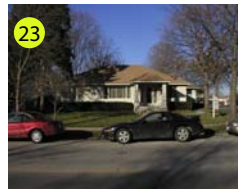
312 W. Green



310 W. Green



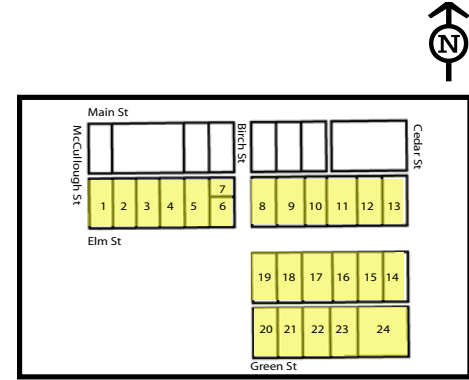
308 W. Green



306 W. Green



302 W. Green



Outlined Area



Entire MOR District

Photo Map of Properties in the MOR District as of July 2004



509 S. Race



505 S. Race



503 S. Race



501 S. Race



405 S. Race



401 S. Race



307 S. Race



301 W. Green



303 W. Green



305 W. Green



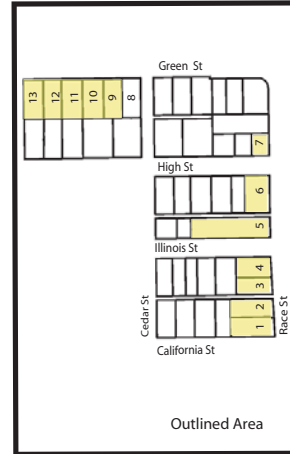
307 W. Green



309 W. Green



311 W. Green



MINUTES OF A REGULAR MEETING

URBANA PLAN COMMISSION

APPROVED

DATE: July 8, 2004
TIME: 7:30 P.M.
PLACE: Urbana City Building
400 South Vine Street
Urbana, IL 61801

MEMBERS PRESENT: Christopher Alix, Laurie Goscha, Lew Hopkins, Randy Kangas, Michael Pollock, Bernadine Stake, Don White
MEMBERS EXCUSED: Marilyn Upah-Bant
STAFF PRESENT: Rob Kowalski, Planning Manager; Teri Andel, Secretary
OTHERS PRESENT: Brandon Bowersox, Pega Hrnjak

1. CALL TO ORDER, ROLL CALL AND DECLARATION OF QUORUM

The meeting was called to order at 7:30 p.m., the roll call was taken, and a quorum was declared.

2. CHANGES TO THE AGENDA

The item under Old Business, regarding the Annual Review of the By-Laws, was postponed to the next scheduled meeting to be held on July 22, 2004 to allow Steve Holz, City Attorney, could attend.

3. APPROVAL OF MINUTES

Ms. Goscha moved to approve the minutes from the June 24, 2004 meeting of the Plan Commission as presented. Mr. Kangas seconded the motion. The minutes were approved by unanimous voice vote.

4. WRITTEN COMMUNICATIONS

- APA-ISS Conference Brochure

5. CONTINUED PUBLIC HEARINGS

Plan Case # 1897-T-04: Request by the Zoning Administrator to amend the Urbana Zoning Ordinance with respect to the Mixed Office Residential (MOR) District including the adoption of Design Guidelines.

Rob Kowalski, Planning Manager, gave the staff report for this case. He mentioned that there were four types of changes that staff had made to the Design Guidelines when taking into consideration the comments and requests of the Plan Commission members from the previous meeting. They were as follows:

1. To have the Design Guidelines distinguish zoning code regulations versus guidelines a little bit better.
2. To adopt a common system of whether something was encouraged, strongly encouraged, discouraged, or strongly discouraged.
3. To change the pictures in the "Parking" section.
4. To eliminate one of the illustrations in the "Landscaping" section and to replace it with a picture showing a lot that had both mature landscaping and some new landscaping as well.

Mr. Kowalski walked through the Design Guidelines and noted each change that staff had made. The changes were as follows:

- **The "Façade Zone" and Building Orientation & Patterns** – Staff changed some wording by replacing should and shall in the Design Guidelines at the bottom of each section with encouraged, strongly encouraged, discouraged, and strongly discouraged.
- **Massing & Scale** – Staff changed some wording as mentioned in the previous two sections. Mr. Kowalski also recommended that they change #4 in the Design Guidelines to say that "*Use of various decorative details and exterior materials is ~~strongly~~ encouraged to add interest, scale, and dimension to a building*".
- **Openings** – Staff made the standard changes of replacing some of the words with encouraged, strongly encouraged, etc. He mentioned that Design Guideline #6 was an example of one that was currently listed in the Zoning Ordinance as a regulation. Staff proposed in the Design Guidelines that "*Sliding patio doors are discouraged within the façade zones*" rather than leaving it in the Code saying that they were not allowed at all.
- **Outdoor Living Space** – Staff had made the standard wording changes to this section. Mr. Kowalski suggested changing #1 to read as such: "*Outdoor living spaces ~~should~~ are encouraged to compliment the overall composition of the building...*"
- **Materials** – Staff changed the shall(s) and should(s) to encourage, strongly encourage, etc. Mr. Kowalski suggested they replace #1 design guideline with the following: "*Roof materials are encouraged to be compatible with those found within the district.*"

- **Parking & Parking (Under a Principal Structure)** – He noted that these two sections had been altered quite a bit. Staff replaced many of the pictures to illustrate the intent of what the City desired a little better. He suggested changing #1 to read as follows: “*Parking areas, including garages, ~~should not be located in the facade zone and~~ are strongly encouraged to be located behind the principal structure and not in the façade zone.*” The next change would be to #5 to read as such: “*Parking below a principal structure is strongly encouraged to be constructed so that it is not visible from the façade zone. It ~~should also~~ is also strongly encouraged that parking below the structure be adequately screened to reduce visual impact from adjacent properties”.*
- **Landscaping** – Along with the standard word changes to encourage, etc., staff changed the graphics to lots that have some mature landscaping and new landscaping.
- **Commercial Site Design** – In addition to interchanging shall and should with encourage, strongly encourage, discourage, and strongly discourage, Mr. Kowalski suggested changing the last sentence in #2 to read as follows: “*The design of new structures ~~should~~ is encouraged to be residential in character”.*
- He also suggested changing #3 as follows: “*Business signs ~~should~~ are strongly encouraged to be pedestrian oriented as well as visible to traffic. Signs ~~should~~ are encouraged to compliment the design of the structure and ~~should~~ not obscure important features”.*
- **Photo Map Inventory of Properties in the MOR Zoning District** – This section was new to the Design Guidelines draft.

Ms. Stake commented that although the City uses language like encourage, strongly encourage, discourage, and strongly discourage, a developer could still go ahead and build what they want to. Mr. Kowalski reminded the Plan Commission that the Design Guidelines would always be used by the Development Review Board (DRB) and in some cases, when the proposed changes were very minor, by City staff. The Design Guidelines would not be used in a way where a developer or homeowner would have try and interpret them to build their addition on a home or a newly constructed apartment building.

Ms. Stake inquired where the Design Guidelines talked about new construction. Mr. Kowalski stated that new construction regulations were in the Zoning Ordinance regulations for the MOR Zoning District. It reads as such, “*The Development Review Board is to review new projects and exterior remodeling projects that are considered to be substantial and change the character of an existing home*”. Ms. Stake remarked that new construction should be mentioned in the Design Guidelines as well. Mr. Kowalski explained that new construction was something that was a little more regulatory in nature, where the Design Guidelines were more recommended, encouraged, etc. Mr. Kowalski added that there was a regulation that says there could not be any parking under a principal structure. The proposal was to take that out of the Zoning Ordinance and to allow parking under a principal structure providing that everyone was satisfied that the Design Guidelines address the intent of how that could be done.

Ms. Goscha recommended that the City add that it was strongly encouraged to use garage doors in the Design Guidelines. It could be added in as Point #6 on page 12. Mr. Pollock pointed out

that on the bottom of page 13, it noted that *Use of garage doors would be recommended*. He asked if the Plan Commission changed that to read *strongly recommended*, would that cover what she intended to accomplish? Mr. Hopkins did not feel that it would be appropriate for the Plan Commission to recommend garage doors over carports, because there are many people already in the MOR Zoning District with carports. Mr. Alix agreed. When looking at the existing homes in the MOR neighborhood, only a minority of them probably has garages with garage doors. Carports or driveway parking for single-family homes in the neighborhood would be perfectly acceptable. Mr. Kangas inquired if they were not really talking about future development instead of existing structures. Mr. Kowalski reminded the Plan Commission that they were talking about parking underneath of a structure. So, if the property owner, for example at 611 West Green Street, wanted to build a carport, then the Zoning Ordinance would allow them to build it. Mr. Hopkins commented that if the City would allow parking lots and not allow carports, then they would be creating an odd situation.

Ms. Goscha rescinded her recommendation, because she preferred if people would install a covered parking area rather than just a parking lot. As she was listening to the discussion, her concern became that if they strongly encouraged or encouraged garage doors, then would they be making it less likely that a developer or property owner would provide covered parking rather than just providing a parking lot. After more discussion on whether or not garage doors should be encouraged or strongly encouraged, the Plan Commission came to the agreement that they should not make that change to the Design Guidelines and that the caption at the bottom of page 13 that stated "*Use of garage doors would be recommended*" should be removed.

Mr. Alix inquired about the intent of using the picture on the lower right of a "Recommended" parking area on page 13. Was it intending to show that the stilts were not visible from the façade zone? Mr. Kowalski replied that the intent was to show that a person could not see the parking from the street. Mr. Alix commented that the picture was very misleading, because it was not clear to him that the picture above it was of the same building. He suggested changing the layout of the pictures so that they were side-by-side with the picture of the rear of the building being smaller. Mr. Pollock recommended adding captions that say "*Front View*" and "*Rear View*".

Ms. Stake thought the picture was ugly, but that garage doors would help. She stated that she did not like the idea of parking underneath the building anyhow.

Ms. Stake stated that the language in the Design Guidelines was not correct. For example, the City could not encourage the main entrance of a structure or new additions. We needed to encourage someone to build the main entrance. Mr. Hopkins agreed and noted that the language bothered him as well. He suggested having sub-heads that were titled "strongly encouraged, encouraged, strongly discouraged, and discouraged". Then move the item numbers to the appropriate sub-heads as bullets. Mr. Pollock commented that would require rewriting all of the guidelines; however, it would make it easier to understand the guidelines. There would be less compound sentences, so that the ideas would be more clear and concise. Mr. Kowalski agreed that the Design Guidelines were half written like full sentences and half written like bullet points. Staff could make this change to the format.

Mr. Kangas recommended placing “The use of” to the beginning of each sentence. Ms. Goscha felt that the categorization would be helpful. Mr. Alix had a problem with requiring staff to do this task. It would be a lot of work for the staff and it might not necessarily make it a whole lot better. It would certainly be less narrative and more enumeration of things that they liked and don’t liked. He felt it was a stylistic issue rather than a content issue. He would be willing to leave the decision of whether or not to change the format up to staff. Mr. Pollock agreed. He suggested that staff either clean the language up or go to a different format listing as recommended by Mr. Hopkins. It would not make any difference in terms of the content in the proposed Design Guidelines.

Ms. Stake cited the first sentence in the last paragraph on page 4, which read as such, “*As an incentive to encourage the adaptive re-use of existing principals structures in the MOR District, any proposal for a change of use, a building addition, and/or exterior remodeling of an existing structure shall not require review by the Development Review Board*”. She was concerned that this might be quite a bit of change that a property owner could make without having the changes reviewed. Mr. Pollock explained that the most important thing to do in this document was to encourage adaptive re-use. If every bit of adaptive re-use had to be done would have to go through the DRB, then there would not be any adaptive re-use. He felt it was crucial to leave the ability to avoid the DRB process for these types of projects.

Mr. Hopkins mentioned that the paragraph starts out making one statement and ends up making another statement, which is stated as such: *In cases where proposed additions and/or remodeling efforts are so extensive as to result in substantial change to the appearance and/or scale of an existing building, the Zoning Administrator shall make this determination and shall then request the Development Review Board review and approval of the project*”. It was the contradiction that was the problem. One solution might be to move the last sentence to the beginning of the paragraph and add the words “Only in cases” to the beginning of the now then first sentence. Mr. Kowalski stated that this paragraph was taken word-for-word from Section V-8-B of the Zoning Ordinance. It was not clear when something should go to the DRB for review and when something should not.

Mr. Hopkins commented that he was comfortable with sending the Design Guidelines forward to the City Council with the expectation that staff would do some cleanup that was non-substantive but may include some graphic tweaking and some reformatting. The Design Guidelines were substantially better than originally presented. Mr. Pollock agreed with staff tweaking the language and some of the graphics; however, he did not feel that it would be necessary for staff to go back and reformat the Design Guidelines, because the content and the ideas would not change.

Mr. Alix pointed out that there was a typo on page 7 in the second paragraph. It should read as such, “*Observation of a block...*”.

He noticed the terms “block” and “block face” were used in a number of places throughout the Design Guidelines. He asked staff to go through the document to ensure that each application of “block” and “block face” were being used appropriately. From reading the Design Guidelines, he got the feeling that they were being used synonymously. He suggested including the

definition of “block face” in the document. Mr. Pollock agreed and suggested that staff include definitions of both terms in the document.

Mr. Alix inquired if the Plan Commission felt that they should apply the guidelines to properties on the same side of a block or properties on either side of a block. The DRB might make a different decision on a plan if they were suppose to look at properties on both sides of the street than if they were suppose to look at properties on the same side of the street as a proposed development or change. Mr. Kangas felt that it would be impossible to look at properties on both sides of the street. For example, on Green Street, there are churches on one side of the street and houses and apartment buildings on the other side of the street. Mr. Pollock agreed with that. Mr. Alix stated in that case, he felt they should use the term “block face” more extensively.

He recommended that the Plan Commission delete #7 on page 9. It read as follows: *Balcony doors in the façade zones are encouraged to be French-style, multi-lite paned and hinged.* He felt it was already accounted for in #5 and #6, and that it was overly specific and not useful in the Design Guidelines. The rest of the Plan Commission agreed, and therefore, it was deleted.

Mr. Alix remarked that on page 10, fourth sentence in the first paragraph, he did not understand due to the phrase “dwelling unit”. The sentence read as follows: *Balconies provide openings that are intended to be privately used by a dwelling unit.* He inquired as to what this was suppose to mean. Mr. Kowalski replied by saying that it described a little more of what a balcony was, but it was described well in the previous sentence. Mr. Alix recommended removing the sentence from the document. The Plan Commission agreed; therefore, the sentence was deleted.

Mr. Alix found another typo on page 14 in the second line of the first paragraph. It should read as such, “*Landscaping is an important design element when blending any building or parking area ~~within~~ into the neighborhood*”. Regarding #2 on page 14, “*The City Arborist can determine the “significance” of a tree depending on its size and species*”, he asked what guidance this was intended to convey? Mr. Kowalski believed that it might be better as an illustrated point on the right side of the page. He explained that in some of the proposals, staff has had the City Arborist go out to the proposed site and take a look at the existing trees, determine their health, and determine how big they might be (if they are not that mature yet) and to look at the site to be able to recommend species of trees. Mr. Alix wished to rephrase this as a form of recommendation to read as such, “It was strongly encouraged that developers consult with the City Arborist with regards to the “significance” of existing and future trees”. Mr. Hopkins suggested making #2 be the last sentence of the introductory paragraph. It was not really a guideline that the DRB would use to judge a proposal. Mr. Pollock and Mr. Alix agreed. Mr. Kangas added that the point was that they wanted people/developers/property owners to be aware of the resources available. Mr. Kowalski clarified that #2 would be moved to become the last sentence of the introductory paragraph and would read as such, “The City Arborist could be used as a resource in making decisions with regard to existing landscaping, as well as future plantings”.

Mr. Alix was concerned that #4 on page 14 was two recommendations in one. He felt that the issue of planting tree species, which would mature and replenish the stock of mature trees, was worthy of being a separate item. It should not be co-mingled with the issue of foundation plantings. He thought they had decided at the last meeting to delete any mention of foundation plantings from the document. After some discussion, the Plan Commission decided to delete the sentence regarding foundation plantings and to add the following wording, "In consultation with the City Arborist, planting of trees, which when mature would replenish the urban canopy, is strongly encouraged" as #3.

On page 15, Mr. Alix expressed concern with #2, which states as such, "*The design of new structures should be residential in character*". Mr. Kowalski remarked that this would be where staff would suggest saying this would be encouraged, and not strongly encouraged because there were some businesses that would not be residential in character. It had to do more with the appearance of the exterior design. Mr. Alix pointed out that it would not be related to the first sentence in #2 then. The first sentence related to the use, and the second sentence meant that it should look like a house. Therefore, it should be two separate recommendations.

Ms. Stake felt that the Plan Commission needed to see the Design Guidelines again before voting on it. Mr. Pollock pointed out that many of the Plan Commissioners were comfortable enough with the major points and presentations.

Mr. Hopkins moved that the Plan Commission forward the case to the City Council with a recommendation for approval after staff performs the cleanup discussed in this public hearing. Mr. Kangas seconded the motion. The roll call was as follows:

Mr. White	-	Yes	Ms. Stake	-	No
Mr. Pollock	-	Yes	Mr. Kangas	-	Yes
Mr. Hopkins	-	Yes	Ms. Goscha	-	Yes
Mr. Alix	-	Yes			

The motion was passed by a 6-1 vote.

Ms. Stake requested a copy of the new draft before it went to City Council for their approval.