



DEPARTMENT OF COMMUNITY DEVELOPMENT SERVICES

Planning Division

m e m o r a n d u m

TO: The Urbana Plan Commission

FROM: Rebecca Bird, Planner I

DATE: April 15, 2010

SUBJECT: Adoption of East Urbana Design Guidelines and creation of the East Urbana Design Review District, Plan Case No. 2126-T-10

Introduction

The 2005 Comprehensive Plan directs the City to adopt design review guidelines for future multi-family development occurring within a proposed East Urbana Design Review District, to be located generally in the northwest portion of the Historic East Urbana Neighborhood. To create the proposed design review district, the Urbana Zoning Administrator is requesting a text amendment that would amend Section XI-15.J.1 of the Urbana Zoning Ordinance to create the East Urbana Design Review District. To implement the proposed design guidelines, the Zoning Administrator is requesting the adoption of the East Urbana Design Guidelines as a standalone document.

On January 20, 2009, the Urbana City Council established a Design Review Board to administer design review in designated areas subject to design review by Ordinance No. 2009-01-005 (attached). The City currently has one design review district, the Lincoln-Busey Corridor, created at the same time as the Design Review Board.

Background

The proposed East Urbana Design Review District is a unique area. In terms of land uses and development, it serves as the transition between downtown and the Historic East Urbana Neighborhood. Design review would help ensure that future development in the area is appropriate for the neighborhood and aid in the transition between the commercial buildings in downtown and the single-family homes to the east.

The basis for the East Urbana Design Guidelines can be found in the 2005 Comprehensive Plan as well as in the Historic East Urbana Neighborhood Association (HEUNA) Neighborhood Plan, accepted by the Urbana City Council on January 8, 2007.

2005 Comprehensive Plan

The Comprehensive Plan includes two goals for Urbana's established neighborhoods that support design review in the East Urbana Design Review District:

- 1) *Preserve and enhance the character of Urbana's established residential neighborhoods, and*
- 2) *New development in an established neighborhood will be compatible with the overall urban design and fabric of that neighborhood. (Page 33)*

Specifically for Historic East Urbana, Future Land Use Map #10 (attached) lists the following strategies for neighborhood stability:

- 1) *Preserve unique character of neighborhood*
- 2) *Determine compatible zoning for neighborhood*
- 3) *Improve existing infrastructure*
- 4) *Improve existing housing stock*
- 5) *New development to respect traditional physical development patterns*

Future Land Use Map #10 encourages development close to the downtown core that identifies compatible growth opportunities while preserving the low-density residential quality of the neighborhood. The boundaries of the proposed design review district are based on the northwest boundary of the Historic East Urbana neighborhood as identified in the future land use map.

2007 Historic East Urbana Neighborhood Plan

The HEUNA Neighborhood Plan, in the Trends and Issues Neighborhoods section, identifies 'incompatible redevelopment' as an issue:

The quality of the Historic East Urbana Neighborhood requires that remodels and new construction remain compatible with the older residences in exterior architectural style and character wherever possible. HEUNA residents support thoughtful planning and harmonious architectural design for all remodeled structures in the HEUNA property area. HEUNA supports down-zoning to bring future redevelopment into line with the existing family oriented zoning that is found in most of the area boundaries. HEUNA supports discussion on the possibility of aesthetic review of new development. Recent builds on Elm Street could have easily included basic and inexpensive design elements such as those found in the City's MOR design guidelines to improve the blending of these structures into the existing neighborhood. (Page 14)

To address incompatible redevelopment, the Neighborhood Plan includes as a goal developing design guidelines for new in-fill construction and remodeled structures within the Historic East Urbana Neighborhood. The goals would be to encourage compatible style and materials (page 19).

2008 Rezoning

In 2008, as an implementation action of the Comprehensive Plane, 162 properties in the Historic East Urbana Neighborhood were rezoned from multi-family residential to single- and two-family residential to reinforce the single-family character of the neighborhood. The rezoning resulted in the majority of parcels in Historic East Urbana being in the R-3, Single- and Two-Family Residential Zoning District.

According to the Urbana Zoning Ordinance, the R-3 Zoning District is intended to “provide areas for low-density residential development, including single-family attached and detached dwellings and two-family dwellings.” The rezoning was a critical step in preserving and enhancing the character of the Historic East Urbana Neighborhood.

Proposed District Boundaries

The proposed design review district boundaries were created based on the future land uses identified in the Comprehensive Plan. The district covers the northwest corner of the Historic East Urbana Neighborhood, which is identified as Residential-Urban Pattern on Future Land Use Map #10 in the Comprehensive Plan. According to the Comprehensive Plan,

“Residential Urban Pattern: Residential areas contain primarily single-family residential housing but may also include a variety of compatible land uses such as duplexes, town homes, civic uses, institutional uses, and parks where zoning is appropriate.” (Comp Plan page 56)

The northwest corner of the neighborhood contains multi-family residential zoning districts, which allow for higher density infill development. The proposed district boundaries are to ensure development in this area that is compatible with the single-family residential character of the neighborhood to the east. Three properties on the north side of Elm Street between Maple and Grove Streets are included in the district due to a rezoning and an amendment to the Comprehensive Plan (Plan Cases 2082-CP-08 and 2083-M-08).

Public Input

Public input has been an important element in the development of the East Urbana Design Guidelines. City staff met with the Historic East Urbana Neighborhood Association Board on September 9, 2009 to discuss the neighborhood’s concerns for this area. Then on March 30, 2010, the City held an open house to solicit neighborhood input on the draft design guidelines. Eleven people attended the meeting. The comments received at the meeting were generally supportive of the draft design guidelines.

Two suggestions were given at the meeting. The first was a request to consider including other properties in the neighborhood zoned for a higher residential density than single- and two-family residential, but are not within the proposed district boundaries. One property on the edge of Victory Park on Lynn Street and outside the proposed district is zoned R-4 Medium Density Multiple Family Residential Zoning District. The only other properties in the neighborhood that are zoned for multi-family residential and are not in the proposed design review district are either on Main Street or on the eastern edge of the neighborhood abutting industrial properties. The purpose of the proposed design review district is to help with the transition between two distinct neighborhoods, downtown and the Historic East Urbana neighborhood. Including the properties mentioned above in the proposed district would not be consistent with the recommendations of the Comprehensive Plan and would result in a fragmented, non-contiguous district.

The second suggestion was to ask whether the proposed district could prevent sideways-facing duplexes in the rest of the neighborhood. However, the lot sizes in much of the Historic East Urbana Neighborhood would preclude duplexes. Lots in the R-3 Single and Two-Family Residential Zoning District must have an average width of not less than 60 feet and an area of not less than 60,000 square feet to allow a duplex. Lot sizes in much of the neighborhood are less than 60 feet wide. City staff

recommends beginning with the proposed district and guidelines for now and seeing if duplexes become an issue in the rest of the neighborhood.

On April 15, 2010, City staff gave a presentation on the proposed design guidelines to the Urbana Design Review Board and submitted copies of the draft design guidelines for review and comments. The Board recommended changing some of the photos used as examples in the document and being more explicit at the beginning of the document that the proposed design guidelines were intended for future multi-family development in the district and not single-family development. City staff incorporated both of these suggestions into the attached draft design guidelines.

Discussion

Design Review Procedures

The Design Review Board is a board created to administer design review in designated design review districts. Per Section XI-15 of the Urbana Zoning Ordinance, the Board reviews the design of new construction to ensure compatibility with the neighborhood's visual and aesthetic character through the use of adopted design guidelines. Currently, the City has one design review overlay district: the Lincoln-Busey Corridor. The City also has a zoning district, Mixed Office Residential (MOR), which includes design review as part of the zoning district. The proposed East Urbana Design Review District would be a design review overlay district and would not affect the underlying zoning designations.

Once an application has been received, the Zoning Administrator and Chair of the Design Review Board would determine whether the project requires review by the Design Review Board, administrative review, or is an exempt project. When a project will not result in a substantial change to the appearance of an existing building, the project would undergo administrative review rather than require full review by the Board. City staff would review minor projects using the adopted design guidelines for the district.

The Design Review Board would review all applications for:

- 1) Construction of a new principal structures;
- 2) Increase in the building footprint of an existing principal structure greater than 15%;
- 3) Increase in the floor area ratio of an existing principal structure by more than 15%;
- 4) Installation or enlargement of a parking lot; or
- 5) Substantial change in the appearance and/or scale of an existing building, as determined by the Zoning Administrator in consultation with the chair of the Design Review Board.

Once an application has been determined to require Board review, the Secretary will schedule a meeting, including a public hearing, to consider the request. Following the public hearing, the Design Review Board will review the application according to the criteria listed in Section XI-15.K of the Urbana Zoning Ordinance. The Design Review Board will apply the adopted design guidelines for the area and consider any testimony given at the public hearing. The Board may then approve the application, approve with conditions, invite the applicant to resubmit the application, or deny the application. Any decision made by the Design Review Board or the Zoning Administrator may be appealed to the Zoning Board of Appeals.

Zoning Ordinance Text Amendments

To implement the proposed design guidelines, the Urbana Zoning Administrator is requesting a text amendment that will amend Section XI-15 of the Urbana Zoning Ordinance (see below). The amendment will establish the East Urbana Design Review Overlay District. This overlay district will not affect the underlying zoning of any parcels in the district, but will be indicated on the City's official zoning map. As stated earlier, the boundaries of the East Urbana Design Review District are established based upon the 2005 Comprehensive Plan. A separate ordinance is required to adopt the design guidelines as a standalone document.

Proposed amendment to Section XI-15:

J. Design Review Overlay Districts and Adopted Design Guidelines

1. Design review overlay districts with their associated design guidelines shall be adopted under separate ordinances. The City of Urbana's Community Development Services Department shall make design guidelines available for public review and distribution. A design review overlay district shall be created by adopting a design guidelines manual for a specific geographic area.

"Adopted design guidelines" as referred to herein are the design guidelines associated with a design review overlay district, as adopted by ordinance.

The following, adopted under separate ordinances, are the design overlay districts in the City of Urbana and have adopted design guidelines manuals:

- A. Lincoln-Busey Corridor Overlay District. Bounded by Illinois Street to the north, Busey Avenue to the east, Pennsylvania Avenue to the south, and Lincoln Avenue to the west. The Lincoln-Busey Corridor Design Overlay District was created by this ordinance. The Lincoln-Busey Corridor Design Guidelines were adopted, on January 20, 2009, under Ordinance No. 2009-01-004.
- B. East Urbana Design Review Overlay District. Generally bounded by South Urbana Avenue, East Elm Street, Grove Street, East Main Street, South Webber Street, East Green Street, South Maple Street, and East Illinois Street and following the boundaries of the northwest corner of the Historic East Urbana Neighborhood as defined in the 2005 Comprehensive Plan. The East Urbana Design Review Overlay District was created by Ordinance No. XXXX-XX-XXX. The East Urbana Design Guidelines were adopted on Month Day, 2010 under Ordinance No. XXXX-XX-XXX.

Design Guidelines Overview

The proposed design guidelines (see attached April 23, 2010 draft) contain five chapters. The Introduction contains the purpose and intent of the design guidelines, as well as the proposed district boundaries. Chapter II is a list of definitions. Chapter III, Character of the District, provides the context of existing conditions. This context includes current City regulations and policies (existing zoning and future land use), ownership and existing land use patterns, existing building types, and the character of district. This chapter defines the existing character for comparison and analysis of new projects.

Chapter IV, Review Process, describes the creation of the Design Review Board, referencing Section XI-15 of the Urbana Zoning Ordinance. This section also contains a description of the types of projects that will require review by the Design Review Board, which types may undergo administrative review, and which projects are exempt.

Chapter V, Design Guidelines, contains the design standards. The Design Review Board and City staff will use this section to evaluate applications. The guidelines are intended to be used as design principles rather than a checklist of items for compliance. Each design element has specifications, identified as Mandatory, Appropriate and Inappropriate. The following are the design aspects to be considered when evaluating applications:

- **Façade Zone.** The façade zone is the building wall and visible roof facing a public street. The greatest emphasis for design review should be on the façade zone. Facades with street frontage must contain window openings and a front door. Blank facades are not appropriate in the façade zone.
- **Massing & Scale.** Massing is the height, width, and depth of a building. Scale is the proportion of a building relative to its surroundings. This design aspect generally is concerned with compatibility, with recommendations such as the height-to-width ratio and scale of proposals being similar to those currently found on the block. Inappropriate changes in scale, height and/or roof line are discouraged.
- **Building Orientation.** Building orientation refers to the building's location on the site, and its relationship to the street and other buildings on the block. Having the front entrance to the building face the street is a key design principle, along with using a porch or stoop to clearly define the entrance. New sideways-oriented buildings would be prohibited.
- **Window & Door Openings.** Windows and doors are another important design aspect in a building. Their arrangement, materials, and detailing are important to the style of a building. The proportion of window and door openings to solid surfaces in the façade zone should be compatible with those found on the block. Large wall expanses without openings are strongly discouraged. New front building façades must contain a minimum of at least two windows per story and a front entry door.
- **Landscaping.** Good landscaping can help soften the mass of a large building and help new construction "blend" with the existing neighborhood. Mature trees should be retained whenever possible. Invasive and dangerous species should be avoided.
- **Parking.** The East Urbana design review district follows a traditional neighborhood layout in terms of parking location. Generally, parking is located behind the principal structure. Parking for new construction should be located behind the main structure or below ground. Buildings elevated to allow visible parking at grade are strongly discouraged.

These guidelines also provide a section on sustainability which is intended as "best practices" rather than being prescriptive. The City recently established a Sustainability Commission which is now preparing a community-wide sustainability plan.

Summary of Findings

1. The Urbana City Council on April 11, 2005 adopted Ordinance No. 2005-03-050, the Urbana Comprehensive Plan, which plan identifies the Historic East Urbana Neighborhood as a sensitive area needing development protections;
2. The Historic East Urbana Neighborhood Association Neighborhood Plan, accepted by the Urbana City Council on January 8, 2007, identifies incompatible redevelopment as an issue and includes as a goal the development of design guidelines for new in-fill construction and remodeled structures within the Historic East Urbana Neighborhood;
3. On January 20 ,2009, the Urbana City Council passed Ordinance No. 2009-01-005, establishing design review and creating the Design Review Board;
4. On March 30, 2010, the City held an open house to solicit neighborhood input on the draft design guidelines;
5. On April 15, 2010, the Design Review Board reviewed and provided comments on the proposed design guidelines;
6. The Urbana Zoning Administrator has submitted a petition to adopt design guidelines for the East Urbana Design Review District and to establish the East Urbana Design Review Overlay District;

Options

The Plan Commission has the following options in this application. Staff recommends that each be voted on separately.

East Urbana Design Review Overlay District

Concerning the proposed East Urbana Design Review overlay district, the Plan Commission may:

- a) Recommend approval as presented,
- b) Recommend approval with specific recommended changes, or
- c) Recommend denial.

Design Guidelines

Concerning the proposed East Urbana Design Guidelines, the Plan Commission may:

- a) Recommend approval as presented,
- b) Recommend approval with specific recommended changes, or
- c) Recommend denial.

Staff Recommendation

Staff recommends that the Plan Commission forward Plan Case No. 2126-T-10 to the Urbana City Council with a recommendation to APPROVE the East Urbana Design Guidelines and the East Urbana Design Review Overlay District with proposed findings.

NOTE: If you receive an electronic copy of the packet and would like a paper copy of the memo or any of the attachments, please contact Teri Andel at 217-384-2440 or tmandel@city.urbana.il.us

Attachments:	Exhibit A	Ordinance No. 2009-01-005
	Exhibit B	2005 Comprehensive Plan Future Land Use Map #10
	Exhibit C	Sign In Sheets from Open House
	Exhibit D	Draft East Urbana Design Guidelines
	Exhibit E	Minutes of April 15, 2010 Design Review Board Meeting

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ORDINANCE NO. 2009-01-005

**AN ORDINANCE APPROVING A TEXT AMENDMENT
TO THE ZONING ORDINANCE OF THE CITY OF URBANA, ILLINOIS**

**(Adding Section XI-15, "Design Review Board",
to the Urbana Zoning Ordinance - Plan Case No. 2074-T-08)**

WHEREAS, the Urbana City Council on April 11, 2005 adopted Ordinance No. 2005-03-050, the Urbana Comprehensive Plan, which plan identifies the Lincoln-Busey Corridor as a sensitive area needing development protections; and

WHEREAS, the Urbana City Council on October 23, 2006 directed City staff by motion to draft design review standards for the Lincoln/Busey corridor for their consideration; and

WHEREAS, the Urbana City Council's Common Goals, adopted September 19, 2005, include a goal to study design review for the Lincoln-Busey Corridor; and

WHEREAS, the Urbana Zoning Administrator submitted a petition to amend the Urbana Zoning Ordinance to enable design review to take place in certain areas and to establish the Lincoln-Busey Corridor design review overlay district; and

WHEREAS, this petition was presented to the Urbana Plan Commission as Plan Case 2074-T-08; and

WHEREAS, after due publication in accordance with Section XI-7 of the Urbana Zoning Ordinance and with Chapter 65, Section 11-13-14 of the Illinois Compiled Statutes (65 ILCS 5/11-13-14), the Urbana Plan Commission held a public hearing and reviewed the petition on October 9 and 23, November 20, and December 4, 2008 and January 8, 2009; and

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WHEREAS, the Urbana Plan Commission voted 3 ayes and 2 nays on January 8, 2009 to forward Plan Case 2074-T-08 to the Urbana City council with a recommendation for denial; and

WHEREAS, the proposed Zoning Ordinance text amendment conforms to the goals, objectives and policies of the 2005 Urbana Comprehensive Plan; 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 adopt the "Lincoln-Busey Corridor Design Guidelines" by Ordinance No. 2009-01-004, adopted on January 20, 2009; and

NOW, THEREFORE, BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF URBANA, ILLINOIS, that the Urbana Zoning Ordinance shall be amended as follows:

Section 1. A new Section XI-15, Design Review Board, is hereby added as follows:

Section XI-15. Design Review Board

A. Creation and Purpose

1. Upon the effective date of this amendment, there is hereby created a Design Review Board to administer design review in designated areas subject to design review in conformance with the requirements of this Section.
2. The Design Review Board is created for the purpose of reviewing and approving or disapproving applications, in accordance with this section.
3. The Design Review Board has the following objectives for reviewing applications in areas subject to design review:
 - a. Review the design of new construction to ensure compatibility with the neighborhood's visual and aesthetic character through the use of the adopted design guidelines; and
 - b. Determine if applications meet the intent of the district as stated in the adopted design guidelines.

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

1. The Design Review Board may adopt its own rules, regulations, and procedures consistent with the provisions of this Section and the laws of the State of Illinois.
2. To hold public hearings and to review applications within areas subject to design review. The Design 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 Section XI-15.G.
3. To undertake any other action or activity necessary or appropriate to implement its powers and duties and to implement the purpose of this section.
4. Although the Design Review Board is not authorized to grant variances, special use permits, or conditional use permits, an application for design review can be processed simultaneously with applications for any of the above.
5. In a decision on an application, the Design Review Board is not authorized to prohibit or deny a land use that is permitted by right in the applicable zoning district. However, the Board may deny an application based on design considerations even if the effect of doing so would be to deny development of a use permitted by right.

C. Membership

1. The Design Review Board shall be comprised of seven members. Four members shall constitute a quorum. The members of the Board shall be appointed by the Mayor with approval of City Council.

The persons filling the following positions on the MOR Development Review Board per Section XI-12.C.1 are automatically appointed to the Design Review Board:

- a. A member of the Urbana Plan Commission;
- b. A member of the Urbana Historic Preservation Commission;
- c. An architect; and
- d. A local developer.

These four members of the Design Review Board shall continue to also serve as members of the MOR

Development Review Board. The three additional members of the Design Review Board shall consist of:

e. Three residents of Urbana. The residents shall include a representative from each design review district who resides in the district. If there is only one design review district, the second and third residents should reside elsewhere in the City.

2. Design Review Board members shall serve without compensation and shall serve terms of three years. Members of the MOR Development Review Board shall be automatically reappointed to the Design Review Board if reappointed to the MOR Development Review Board. The additional three members may be reappointed at the conclusion of their respective terms.
3. The Mayor shall declare vacant the seat of any Design Review Board member who fails to attend three 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 elected by the Design Review Board, who shall serve a term of one 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, those members present shall elect a temporary Chair.
3. Secretary. The Secretary of the Design 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 Design 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 Design Review Board to assist in making decisions and findings as provided herein;
 - c. Publish and distribute copies of the minutes, reports and decisions of the Design Review Board;

- d. Give notice as provided herein or by law for all public hearings conducted by the Design Review Board;
- e. Advise the Mayor of vacancies on the Design Review Board and expiring terms of Design Review Board members;
- f. Prepare and submit to the Zoning Board of Appeals and the City Council a record of the proceedings before the Design Review Board on any other matters requiring Zoning Board of Appeals consideration; and
- g. Have no vote.

E. Meetings.

- 1. The Design Review Board shall hold at least one meeting per year. Meetings shall be called as needed.
- 2. All meetings shall conform to the requirements of the Illinois Open Meetings Act. All meetings of the Design 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 Design 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 an application shall require a majority vote of those members present -and not abstaining, but in no case shall action be taken by fewer than 4 votes in total.

G. Applications.

- 1. With the exception of exempt projects as defined in this Section, any person, firm or corporation applying for a building permit for a property within a design review overlay district, shall submit a Design Review Board application to the Urbana Zoning Administrator if the project would:
 - a. Construct a new principal structure; or

- b. Alter the exterior of any existing principal structure; or
 - c. Install or enlarge a parking lot.
2. Application forms, provided by the City, shall be accompanied by the required plans, and filed with the Secretary of the Board. Each request shall be submitted with the required fee as provided in Section XI-8.
 3. Submittal Requirements. The Design Review Board Secretary shall have five working days to determine whether an application is complete. If the Secretary finds the application incomplete, he/she shall notify the applicant, who shall have five working days from the date notified to submit the missing information. An application shall be considered complete if accompanied by, at a minimum, the following information:
 - a. A scaled drawing showing:
 - 1) Size and dimensions of the subject parcel drawn to scale;
 - 2) Location and widths of adjacent rights-of-ways, sidewalks and street pavement;
 - 3) Identification of neighboring property owners listed on the application;
 - 4) Location of all existing structures on the parcel;
 - 5) Location of adjacent parcels and structures;
 - 6) Location and size of proposed structures or additions to be built on the parcel including proposed setbacks from the property lines;
 - 7) Floor plans;
 - 8) Location and layout of any proposed access drives, parking area and walkways;
 - 9) Location of existing trees and shrubs and proposed landscaping;
 - 10) Relevant site details including lighting, dumpster locations, signage, and other features;

- b. Elevation renderings of the proposed structures or additions indicating the proposed materials to be used in construction;
- c. Detail view drawings as necessary to show key design elements; and
- d. 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).

Plans shall be submitted at a graphic scale of no less than one inch per ten feet.

The Design Review Board may require additional information as necessary.

- 4. Upon receipt of a complete Design Review Board application, and in conformance with the following guidelines, the Zoning Administrator shall determine whether applications require review by the Design Review Board, administrative review, or are exempt projects.

- a. Design Review Board Review. The Design Review Board shall review applications required by Section XI-15.G.1 for building permit applications involving:
 - 1) Construction of a new principal structure; or
 - 2) Increasing the building footprint of an existing principal structure greater than 15%; or
 - 3) Increasing the floor area ratio of an existing principal structure by more than 15%; or
 - 4) Installing or enlarging a parking lot; or
 - 5) Substantially changing the appearance and/or scale of an existing building, as determined by the Zoning Administrator in consultation with the Design Review Board chair.

Determinations that the application is to be reviewed administratively should be made in writing and signed by both the Zoning Administrator and the Chair.

- b. Administrative Review. The Zoning Administrator or designee may conduct administrative design review of applications not to be reviewed by

the Design Review Board per Section XI-15.G.4.a. The Zoning Administrator may approve, approve conditionally, or deny an application. Applicable design guidelines shall be the basis for administrative design review.

Administrative approval or denial shall be in writing and should be accompanied by findings of fact. The Zoning Administrator should report the outcome of any administratively-reviewed applications by listing on subsequent Design Review Board agendas.

c. Exempt Projects. Within design review overlay districts, construction or alteration:

- 1) Requiring no building permit; or
- 2) Including no exterior construction or alteration;

shall be exempt from design review.

H. Design Review Board Review Procedures

1. Once a complete application has been submitted, the Secretary shall schedule a meeting to consider and act on the application request. The meeting, which shall include a public hearing, shall be scheduled within 45 working days after the completed application has been received. Notification shall be given per Section XI-10.
2. At the Design Review Board meeting during which an application is to be considered, City staff will give a presentation evaluating the application. Following the presentation, the Design Review Board will hold a public hearing. After the public hearing, the Design Review Board will review the application 1) according to the criteria in Section XI-15.I; 2) using the adopted design guidelines; and 3) considering testimony given at the public hearing. The Design Review Board shall then vote on whether to approve the proposed application, according to the voting requirements as outlined in Section XII-15.F.3.

The Board may:

- a. Approve the application. If the proposed application conforms to the requirements of this Ordinance and the intent of the adopted design guidelines, the Design Review Board shall make the appropriate findings and approve the application.
- b. Approve the application with conditions. In approving an application, the Board may prescribe appropriate conditions and safeguards

in conformity with the adopted design guidelines and this Ordinance. Violations of such conditions and safeguards, when made a part of the terms under which the application is approved, shall be deemed a violation of this Ordinance and punishable under the provisions of the Urbana Zoning Ordinance.

- c. Invite the applicant to resubmit. If the application does not conform to the requirements of this Ordinance or to the adopted design guidelines, the Design Review Board may invite the applicant to resubmit the application, giving recommendations to the applicant on ways to improve the design of the proposal and achieve conformity with this Ordinance and the intent of the adopted design guidelines.
- d. Deny the application. The Board may disapprove the proposed application, making findings stating the inadequacies of the proposal. The Board shall state its reasons for denial in writing and should make recommendations to the applicant on to how to bring the proposal into compliance with the design guidelines.

Within five working days of the Board's decision, the Secretary shall send written notice to the applicant of the Board's decision. The notification shall address the relevant and applicable reasons for the decision as well as any recommendations given by the Board.

If the application is denied, the applicant shall have the opportunity to amend the application to conform to the recommendations. The applicant shall be heard at a meeting of the Design Review Board within 30 days of receipt of the amended application at which time a vote will be taken to according to the voting requirements as outlined in Section XII-15.F.3.

3. Application approval is required prior to the issuance of a related building permit or Certificate of Occupancy.
4. Any order, requirement, decision or condition of approval made by the Zoning Administrator or Design 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 Design Review Board's minutes, findings and decision shall be submitted to the Board of Zoning Appeals for action on the requested appeal. The Zoning Board of

Appeals shall have the final authority to approve or disapprove an application.

5. 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.
6. The procedure for amending an application already approved by the Design Review Board, or for a request to change conditions attached to the approval of an application, shall be the same procedure as a new application request.
7. Approval of an application pursuant to Section XI-15 shall become null and void unless a related building permit or Certificate of Occupancy is issued within one year after the date on which the Board approves the application. A one-year extension may be granted by the Zoning Administrator when a written request with substantial basis is submitted prior to the expiration of the one-year term.
8. Any building permit or Certificate of Occupancy issued pursuant to an approved application may be revoked by the City for failure to comply with the conditions of approval.

I. Application Review Criteria.

1. Applications must demonstrate conformance with the land use and development standards of the Urbana Zoning Ordinance.
2. Applications shall be reviewed and considered by the Design Review Board according to the criteria listed in the design guidelines enacted by the Urbana City Council for the specific geographic area in which the subject parcel is located. In reviewing development proposals, the Design Review Board shall determine conformance with the intent of the design guidelines as contained in the adopted design guidelines manual, as well as the overall compatibility of the proposal with the character of the neighborhood.

J. Design Review Overlay Districts and Adopted Design Guidelines

1. Design review overlay districts with their associated design guidelines shall be adopted under separate ordinances. The City of Urbana's Community Development Services Department shall make design guidelines available for public review and distribution. A design review overlay district shall be created by adopting a design guidelines manual for a specific geographic area.

COPY

"Adopted design guidelines" as referred to herein are the design guidelines associated with a design review overlay district, as adopted by ordinance.

The following, adopted under separate ordinances, are the design overlay districts in the City of Urbana and have adopted design guidelines manuals:

Lincoln-Busey Corridor Overlay District. Bounded by Illinois Street to the north, Busey Avenue to the east, Pennsylvania Avenue to the south, and Lincoln Avenue to the west. The Lincoln-Busey Corridor Design Overlay District was created by this ordinance. The Lincoln-Busey Corridor Design Guidelines were adopted, on January 20, 2009, under Ordinance No. 2009-01-004.

2. Any new design guidelines, as well as proposed amendments to adopted 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.

K. Compliance with Regulations.

Except in compliance with the provisions of this Section, it shall be unlawful for any person, firm, or corporation to construct upon or alter the exterior any real property subject to this Section prior to obtaining a valid design review permit, in writing, from the Zoning Administrator, and making payment of any fees required by this Section. Any violation of this Section is subject to penalties and fines as provided in Article XI of the Urbana Zoning Ordinance.

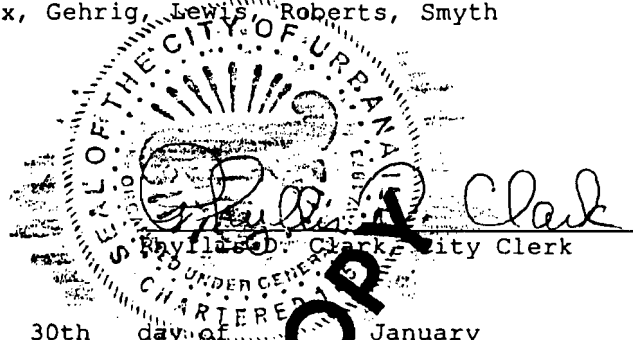
Section 2. The City Clerk is directed to publish this Ordinance in pamphlet form by authority of the corporate authorities. This Ordinance shall be in full force and effect from and after its passage and publication in accordance with the terms of Chapter 65, Section 1-2-4 of the Illinois Compiled Statutes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

This Ordinance is hereby passed by the affirmative vote, the "ayes" and "nays" being called of a majority of the members of the City Council of the City of Urbana, Illinois, at a regular meeting of said Council on the 20th day of January, 2009.

COPY

PASSED by the City Council this 20th day of January,
2009 .

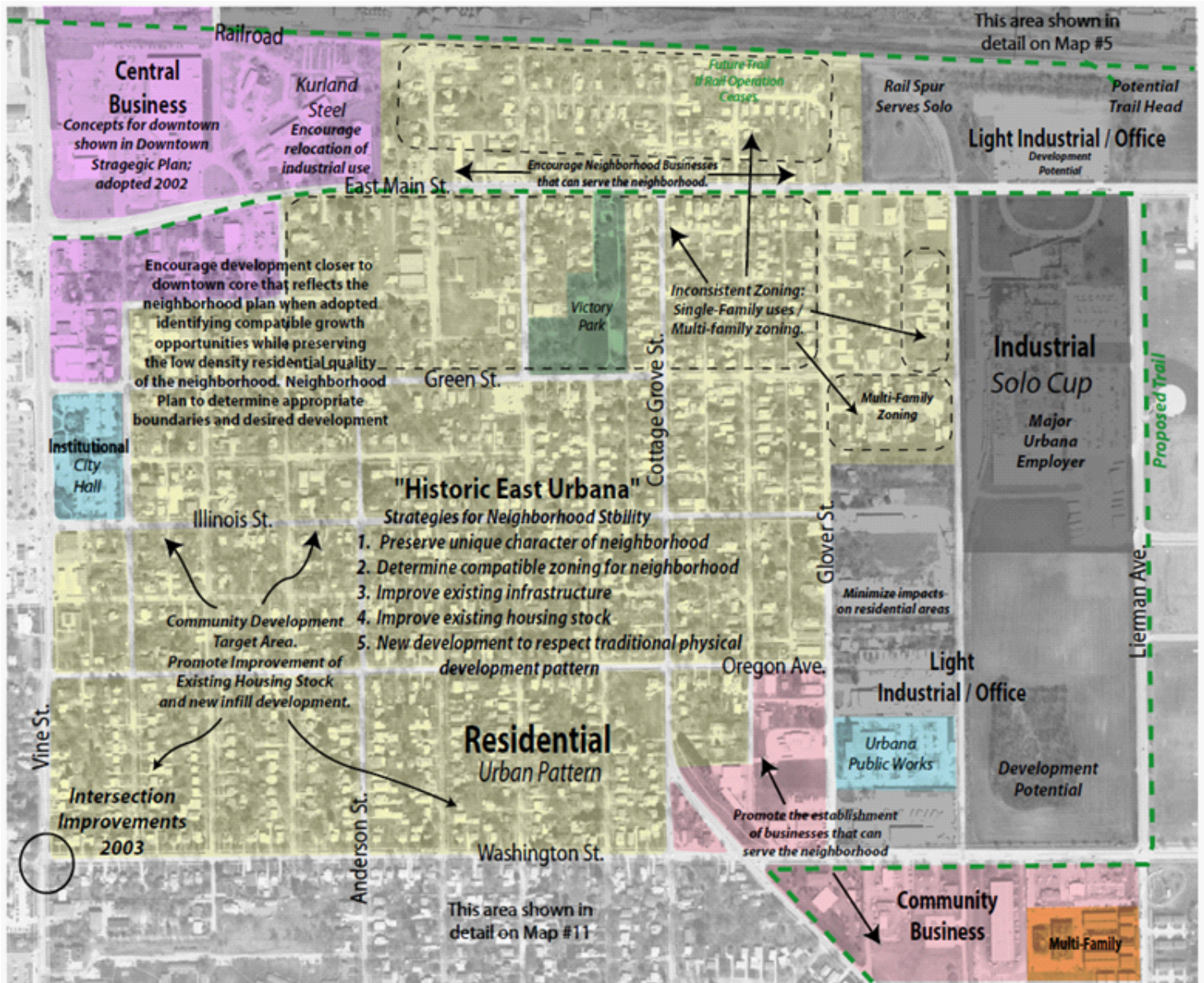
AYES: Barnes, Bowersox, Gehrig, Lewis, Roberts, Smyth
NAYS: Stevenson
ABSTAINS:



APPROVED by the Mayor this 30th day of January,
2009 .

COPY
Phyllis D. Clarke
Phyllis D. Clarke, City Clerk
Laurel Lunt Prussing
Laurel Lunt Prussing, Mayor

Future Land Use Map #10





Sign-In Sheet

East Urbana Design Guidelines

Date: Tuesday, March 30, 2010

Place: Urbana City Building, Council Chambers

Please **PRINT** your name, address, and telephone number below for the public record. Thank You!

◆◆◆◆ **PLEASE PRINT** ◆◆◆◆

<u>NAME</u>	<u>ADDRESS</u>	<u>PHONE</u>
Meg Miller	581 E. High	367 5812
Tyler Fitch	503 E. California	417-4148
Christopher Stohr	405 E. High St	328-407,
Tom BERNIS	405 EAST main ST.	384-1144
George R. Carlisle	1304 E. Green	365-0419
Scott Wyatt	204 S. Grove St.	344-8428
Scott Donata	501 E. Herb	778-8982



Sign-In Sheet

East Urbana Design Guidelines

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◆◆◆◆ **PLEASE PRINT** ◆◆◆◆

NAME

ADDRESS

PHONE

Alice Englebretsen	501 E. California	367-7344
Tracy Datterthwaite	602 E High St.	649-5768
Marianne Downey	503 E California Ave	4174305
Rick Schattwill	508 E. Illinois	312-4893002

East Urbana Design Guidelines



City of Urbana, Illinois
Community Development Services
Adopted on
Ordinance No.

Acknowledgements
Adopted Month XX, 2010

Mayor

Laurel Lunt Prussing

City Council

Brandon Bowersox

David Gehrig

Robert Lewis

Diane Marlin

Dennis Roberts

Charlie Smyth

Heather Stevenson

Community Development Services

Elizabeth Tyler, Director

Robert Myers, Planning Manager

Rebecca Bird, Planner I

Plan Commission

Jane Burris

Andrew Fell

Tyler Fitch

Benjamin Grosser

Lew Hopkins

Dannie Otto

Michael Pollock, Chair

Bernadine Stake

Marilyn Upah-Bant

Design Review Board

Alice Englebretsen

Benjamin Grosser

Kevin Hunsinger

Michael McCulley

Shirley Stillinger

Art Zangerl, Chair

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I. Introduction

Purpose & Intent

The *East Urbana Design Guidelines* are intended to assist property owners and designers as they plan changes to all buildings other than single-family residences, such as multi-family residential, duplexes, commercial, and institutional buildings, in the East Urbana Design Review District and to provide the Design Review Board with a framework for making consistent decisions in its review of projects. The guidelines have been developed to recognize and preserve the unique character of the Historic East Urbana Neighborhood. The design review district will act as a transition between the Central Business District (downtown) and the residential neighborhood abutting it.



In cases where the overall design goals can be achieved by alternative means, circumstances may allow for projects to deviate from the guidelines.

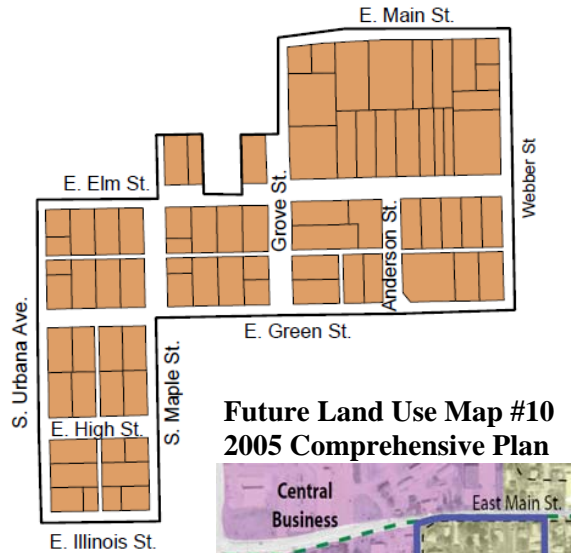
The overall intent of the design guidelines is to ensure that future construction in the district is compatible with desirable traditional design aspects identified for the neighborhood.

District Boundaries

The district is generally bounded by South Urbana Avenue, East Elm Street, Grove Street, East Main Street, South Webber Street, East Green Street, South Maple Street, and East Illinois Street.

The East Urbana Design Review District, shown in the map to the right, generally follows the boundaries of the northwest corner of the Historic East Urbana Neighborhood as defined in the 2005 Comprehensive Plan. The three properties on the north side of Elm Street between Maple and Grove Streets are included in the district due to a rezoning and an amendment to the Comprehensive Plan.

East Urbana Design Review District



Future Land Use Map #10 2005 Comprehensive Plan



II. Definitions

Definitions

Balcony A platform projecting from the wall of an upper story, enclosed by a railing or balustrade, with an entrance from the building and supported by brackets, columns, or cantilevered.

Compatible Visual balance between adjacent and nearby buildings and the immediate streetscape, in terms of materials, building elements, building mass, and other constructed elements of the urban environment, such that abrupt or severe differences are avoided.

Courtyard An open area that is partially or fully surrounded by one or more buildings, walls, and/or fences that is intended for use by more than one dwelling.

Divided Light Glass in a window or glazed door that is divided into smaller panes by secondary framing members (muntins).

Façade The façade is the front or principal face of a building. Façades typically face a street or other open space.

Façade Zone The façade zone includes the façade plus that portion of the lot separating the façade from a street or public open space. A corner lot has two façade zones.

Massing The three-dimensional bulk of a structure: height, width, and depth.

New Construction New structures, building additions visible from a public street, and exterior remodels on the front façade that will significantly alter the appearance of the façade.

Orientation The placement of a structure on its lot with regard to other structures on the block face and the direction the structure is “facing”.

Patio A level surfaced area directly adjacent to a principal building at or within two feet of the finished grade, intended as an

outdoor living area for the use of one dwelling, and not covered by a permanent roof.

Porch A roofed, open area, which may be screened, attached to or part of a building, and with direct access to or from a street or sidewalk.

Roof Pitch The degree of slope or inclination of a roof.

Wall to roof ratio The ratio of the front wall surface to the perceived height of the roof as viewed from a public way. This ratio can be measured from a photograph taken of a building, by measuring the front wall from grade to the roof and from the lowest part of the roof to the highest.

Scale The relationship of the perceived size, height, and bulk of a building to that of neighboring buildings as it appears from the public way.

Setback The distance between the building and any lot line.

Solid-to-Void Ratio The recurrent alternation of structure to open space and/or the percentage of wall area composed of window and door openings.

III. Character of the District

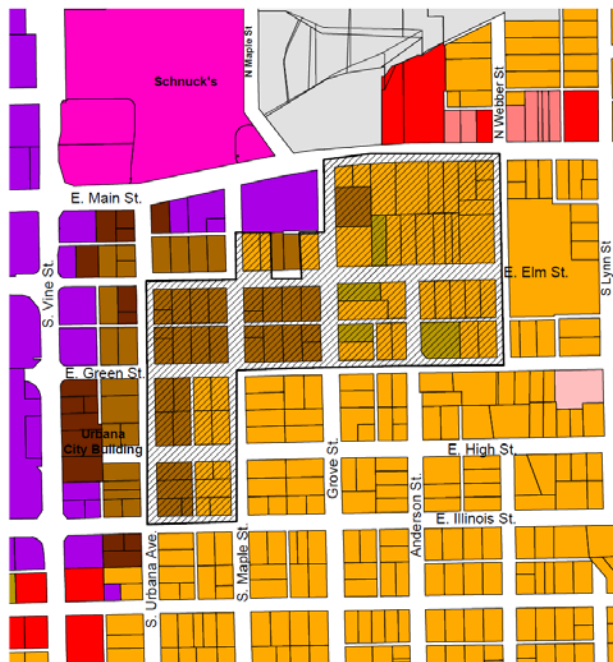
Current Zoning

The purpose of this section is to identify the existing character of the East Urbana Design Review District and define what design values are at stake in future development.

Although the Historic East Urbana Neighborhood is mostly zoned R-3, Single- and Two-Family Residential, the design review district is zoned medium- and medium high-density multi-family residential.

As the chart below shows, 55 percent of the parcels in the district are zoned for single- and two-family residential and 44 percent are zoned for medium- and medium-high density multi-family. This is significant as properties zoned for greater residential densities allow infill development which could change the existing single-family residential character of the neighborhood.

Zoning Map



Current Zoning in East Urbana Design Review District

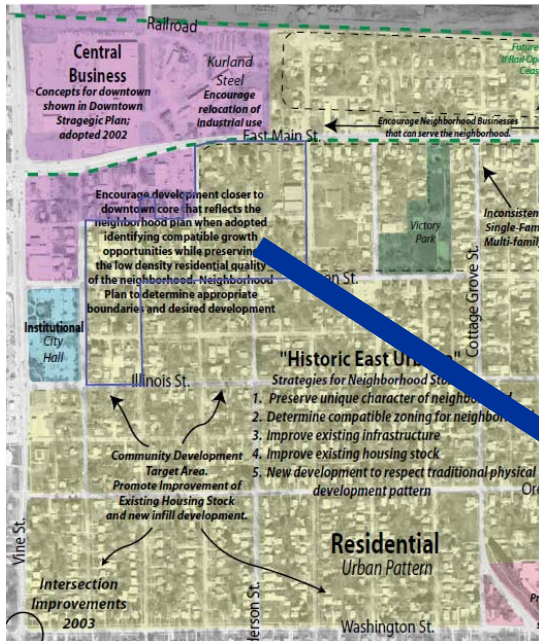
Zoning Category Description	Parcels	% of Total
R3 Single & Two Family Residential	42	55%
R4 Med. Density Multi-Family Res.	4	5%
R5 Med. High Density Multi-Family Res.	30	40%

- B3, General Business
- B4, Central Business
- B4E, Central Bus Expansion
- R3, Single & 2-Family Res
- R4, Med Density MF Res
- R5, Med-High Density MF Res
- R5, High Density MR Res
- Design Review District

Source: Official 2009 Zoning Map

City of Urbana 2005 Comprehensive Plan

Future Land Use Map #10



Source: 2005 Comprehensive Plan

The City of Urbana 2005 Comprehensive Plan: “Historic East Urbana” *Strategies for Neighborhood Stability*

1. Preserve unique character of neighborhood
2. Determine compatible zoning for neighborhood
3. Improve existing infrastructure
4. Improve existing housing stock
5. New development to respect traditional physical development pattern



The 2005 Comprehensive Plan includes two goals for Urbana’s established neighborhoods that support design review in the East Urbana Design Review District. The first is to preserve residential character and the second is to ensure that new development is compatible with the traditional design aspects of the neighborhood.

URBANA’S ESTABLISHED NEIGHBORHOODS

- Goal 1.0 Preserve and enhance the character of Urbana’s established residential neighborhoods.
- Goal 2.0 New development in an established neighborhood will be compatible with the overall urban design and fabric of that neighborhood.

Objectives

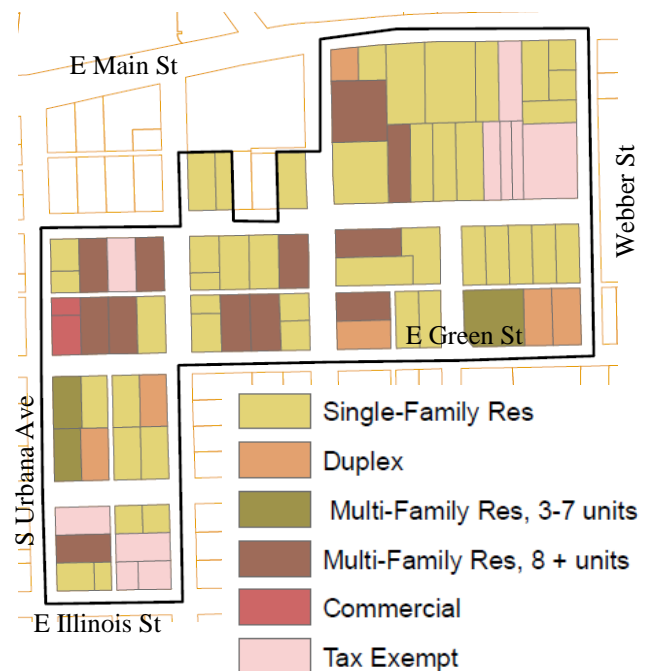
- Ensure that the site design for new development in established neighborhoods is compatible with the built fabric of that neighborhood.
- Encourage the use of landscape materials and ornamentation to improve the appearance and functionality of new developments.
- Use development and planning controls to minimize environmental and property damage from flooding and erosion.
- Promote development that residents and visitors recognize as being of high quality and aesthetically pleasing.

Ownership / Existing Land Use Patterns

According to the Cunningham Township Assessor's Office, the predominant land use in the East Urbana Design Review District is single-family residential, with 57% of total parcels. The second most common land use in the district is multi-family residential, with 20%. Duplexes make up 8% of the district. Commercial uses account for 3%. Ten parcels or 13% are tax exempt properties which include religious institutions, non-profit organizations, and governmental entities.. The map to the right and the chart below have further details on existing land use.

There are 33 owner-occupied single-family residences and one owner-occupied duplex in the district, which account for 45% of total parcels. There are ten rental single-family residences and five rental duplexes. Additionally, the 15 multi-family residences are rental properties. The rental properties account for 28% of total parcels.

Existing Land Use Map



Source: Cunningham Township Assessor's Office
Created February 10, 2010

Parcel Ownership

	Parcels	% of total Parcels
Owner-occupied		45%
Single-family	33	
Duplex	1	
Rental		28%
Single-family	10	
Duplex	5	
Multi-Family, 3-7 units	3	
Multi-Family, 8+ units	12	
Non-Residential/Tax Exempt	12	27%

Existing Land Use

	Parcels	% of total Parcels
Single-family	43	57%
Duplex	6	8%
Multi-family, 3-7 units	3	4%
Multi-family, 8 + units	12	16%
Commercial	2	2%
Tax Exempt	10	13%

Existing Building Types

Among the 76 parcels that comprise the East Urbana Design Review District, there are a variety of building types: houses, duplexes, apartment buildings and religious institutions. Most of the neighborhood was built during the first half of the twentieth century, but the subdivision of larger lots and infill development have broadened the predominant development era of the district.

Looking only at the built form without considering use or zoning, the most common building type in the corridor is the house. The East Urbana Design Review District consists of houses, apartment buildings, religious buildings, vacant lots, and parking lots.

Existing Building Types

	Parcels	% of total Parcels
House	56	73%
Apartment Building	13	17%
Religious Building	2	3%
Vacant	3	4%
Parking Lot	2	3%

Houses



Apartment Buildings



Religious Buildings



Existing Neighborhood Patterns

Grid Street Layout

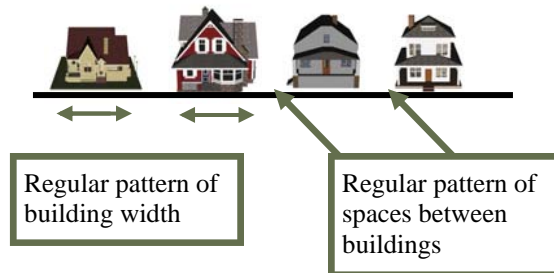
The existing grid street layout and lot platting in the Historic East Urbana Neighborhood imposes a pattern of building development which provides design principals for future development.

- Buildings are aligned to the street, often with front porches.
- Homes are generally placed in the middle of the lot, often with garages behind the house.
- Parking areas are generally located at the rear of the lot.
- Houses are generally similar in width. The spaces between the houses are generally similar in width. This creates a regular pattern of building and empty space on a block.

Aerial View Example



Streetscape View Example



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IV. Review Process

What is Subject to Review?

For all properties other than single-family residential, anyone applying to construct a new principal building, alter the exterior of any existing principal structure, or install a parking lot must submit a design review application to the Urbana Zoning Administrator for review and possible submittal to the Design Review Board for approval.

Under the enacting Ordinance for these guidelines, projects involving single-family residences within the East Urbana Design Review District are exempt from review.

What is the Process for Review?

Design Review Board

The Design Review Board is a Mayor-appointed body of citizens created for the purpose of reviewing projects in specified areas with adopted design guidelines. Section XI-15 of the Urbana Zoning Ordinance outlines the membership requirements for the Board, review procedures, and application review criteria.

Design Review Board Review

According to Section XI-15.G.4 of the Urbana Zoning Ordinance, the Design Review Board reviews all applications involving:

1. Construction of a new principal structure;
2. Increase in the building footprint of an existing principal structure greater than 15%;
3. Increase in the floor area ratio of an existing principal structure by more than 15%;
4. Installation or enlargement of a parking lot;

or

5. Substantial change in the appearance and/or scale of an existing building, as determined by the Zoning Administrator in consultation with the chair of the Design Review Board.

Administrative Review

The Zoning Administrator may administratively review applications for projects that are not to be reviewed by the Design Review Board and are not exempt, per Section XI-15.G.4.a of the Urbana Zoning Ordinance. The Zoning Administrator uses the applicable design guidelines to review applications.

Exempt Projects

Within the East Urbana Design Review District, the following projects shall be exempt from design review:

1. Projects involving single-family residences;
2. Projects requiring no building permit;
3. Projects involving no exterior construction or alteration; or
4. Projects involving existing and proposed local Historic Landmarks and properties within existing and proposed local Historic Districts.

Building Safety Code and Zoning Ordinance

In addition to these guidelines, projects must comply with the development regulations of the Urbana Building Code, the Zoning Ordinance, and Subdivision and Land Development Code.

The Zoning Ordinance and Subdivision and Land Development Code can be referenced on the City of Urbana's website at www.city.urbana.il.us.

Locally Designated Historic Landmarks and Districts

Existing and proposed local Historic Landmarks and properties within local Historic Districts are not subject to these guidelines. Instead, projects for these properties must comply with the Historic Preservation Ordinance of the Urbana Zoning Ordinance (Article XII of the Urbana Zoning Ordinance).

For More Information

Please contact:

City of Urbana
Community Development Services
400 S. Vine Street
Urbana, IL 61801
Tel: 217-384-2440
www.city.urbana.il.us

Application Review Criteria

Proposals must be consistent with the intent of the applicable design guidelines. In reviewing proposals, the Design Review Board will consider the effects of the proposal on the other properties on the block face. To determine compatibility, the Design Review Board will consider the following elements for proposals in the East Urbana Design Review District:

- **Façade Zone**
- **Massing & Scale**
- **Building Orientation**
- **Windows & Door Openings**
- **Landscaping**
- **Parking Areas**
- **Sustainability**

These guidelines are described on the following pages.

V. Design Guidelines

Intent

The overall intent of the design guidelines is to ensure that future construction in the district is compatible with the positive aspects of traditional design in the neighborhood.

The guidelines are intended to be used as design principles rather than a checklist of items for compliance. The design guidelines are also intended to facilitate both the application and approval of proposed projects subject to design review by:

1. Providing the owners of properties subject to design review some assistance in making decisions about the design of proposed projects, and
2. Providing the Design Review Board with a framework for evaluation of proposed projects.

Mandatory

New buildings are required to “face” the street. The design guidelines require new buildings, other than single-family residences, (1) be oriented toward the street, (2) have a front entry facing the street, and (3) have at least two window on every level of the front façade. These requirements are further described on the following pages.



Although this is the front façade, this apartment building appears to be “facing sideways” as there are no windows or door facing the public street. In terms of design, this primary façade is treated like a side or rear elevation.



This duplex is “facing” the street, with the front door and large windows facing the public street. The door hood also helps orient the house towards the street.

Appropriate & Inappropriate

The remainder of the design guidelines are grouped together under *Appropriate* and *Inappropriate*. For each project proposal in the East Urbana Design Review District, satisfying the design guidelines will require the new development to “face” the street (as described above and on the Façade Zone, Building Orientation, and Window and Door Openings pages), but beyond that requirement, meeting the design guidelines will involve application of the overall guidelines for every project.

1. The Façade Zone

As with the “face” of a building, the façade zone is an area of heightened design consideration. The greatest emphasis for design review should be on the façade zone, as other elevations are secondary.

A *façade* is the exterior wall or face of a building parallel to a public street. The *façade zone* includes the vertical wall of the building with its architectural qualities and any other elements of the site that are located in front of the wall face and are visible from the public street. These elements can include windows, doors, signage, fences, garden sheds, landscaping, and various other site details.

The East Urbana Design Review District is part of a larger grid system of streets creating two types of lots: interior lots and corner lots. Corner lots are located at the intersection of streets and have two façade zones. Corner lots in the East Urbana Design Review District can choose one of their two street-facing facades to be the primary façade. The secondary street-facing façade should meet the design guidelines to the best extent possible.

Mandatory

- For interior lots, the front façade must contain a front entry and windows. For corner lots, one of the front facades must contain a front entry and windows, and the other façade does not need a front entry but must not be a “blank wall.”

Appropriate

- Facades with a focal point, interesting details and quality materials are appropriate.

Inappropriate

- The location of mechanical equipment (such as air conditioning units and mechanical pumps) in the façade zone.
- Parking should be located behind the principal structure and not in the façade zone.
- Blank façades are not appropriate as they are visible from a public right-of-way.

Interior Lot



The Façade Zone is the part of the building facing a public street. Interior lots typically have one façade zone.

Corner Lot



A corner lot typically has two façade zones, one for each public street.

Appropriate



The doors, windows, and trim are interesting details.

The projecting gable roofs add visual interest.

Inappropriate



This apartment building is sided with wood, a quality material, but faces sideways instead of facing front. The façade of the building is blank, which can have a negative impact on the neighborhood.

2. Massing & Scale

Massing is the three-dimensional bulk of a structure, including height, width, and depth. **Scale** is the perceived height and bulk of a building relative to that of neighboring buildings. Proper massing, scaling, and detailing are essential when blending any building into the district. The building mass should be broken up, using changes in wall planes, building height and rooflines, and by stepping back sections when new construction or a building addition is larger in height or volume than surrounding structures. The architectural design of a project should encourage compatibility and not cause a visual disruption along a block.

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

Changes in the wall plane break up the mass of the building.



This new apartment building (outside of the district) makes use of changes in the wall plane, building height, and roofline to fit in with the smaller single-family residences nearby.

Appropriate

- The scale of a structure should be compatible with other structures on the block face. If existing structures are smaller than the proposed new development, the use of changes in wall plane, building height, and roof line should be used to help the new structure fit in.
- Use of various decorative details and exterior materials to add interest, scale, and dimension to a building.

Inappropriate

- Buildings with blank wall faces unbroken by changes in wall plane, building height, etc.
- Abrupt changes in scale.
- Extreme changes in height and/or roofline.

3. Building Orientation

Building orientation refers to the manner in which a building relates to the street, to other structures on the site and to adjacent properties. The entrance to the building plays a major role in the orientation of a building. The Historic East Urbana Neighborhood follows a traditional neighborhood layout. The streets are on a grid, and the buildings are oriented towards the street. New construction should respect this traditional layout.

Mandatory

- Orient the primary entrance to the building toward the street. The primary entrance on a corner lot may be oriented towards either street.

Appropriate

- Buildings should have a clearly defined entrance on the front façade. The primary entrance should be emphasized, using such architectural details such as a door surround, door hood, pediment, front stoop or porch, or transom or fanlights.
- Buildings on corner lots are appropriate (but not required) to have entrances on both façades.

Inappropriate

- Buildings that are not oriented towards the street.
- Buildings that create “blank walls” on the front façade(s).
- Buildings without a defined primary entrance.
- A faux entry on the front façade is not appropriate, but may be appropriate in certain circumstances.

Appropriate



The primary entrance of this apartment building is oriented toward the street. The door hood and sidewalk focus attention on the entrance.

Inappropriate



This apartment building has a blank wall facing the street and is not allowed in the design review district.

Inappropriate



This building façade, while not presenting a blank wall, is not oriented toward the street and is mostly blank. This building is on a corner lot, so a primary entrance is not necessary, but this near blank wall is inappropriate.

4. Window & Door 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 are also important to the style of a building. Proposals within the district should be cognizant of the rhythm and patterns of openings on the façade. Height-to-width ratios for windows should encourage compatibility with the architectural style of the building as well as with the other styles found throughout the neighborhood.

Mandatory

- The front façade must contain a minimum of a front entry door opening and at least two window opening per story. For corner lots, the secondary street-facing façade must contain at least two window opening per story.

Appropriate

- The proportion of window and door openings to solid surfaces in the façade zone should be compatible with that of the traditional Historic East Urbana residential neighborhood.
- An ideal ratio of openings to solids is approximately 1:3 for the front façade.
- Large wall expanses in the façade zone should be visually interrupted by windows in a balanced rhythmic pattern, unless the architectural style calls for an irregular pattern.
- A consistent rhythm of openings on the façade.

Inappropriate

- Large wall expanses without openings.
- Irregular patterns of windows and doors.
- Openings that are too small in proportion to the wall expanse.



This apartment demonstrates an ideal pattern of window and door openings. These guidelines are striving to achieve this ideal pattern.

Appropriate



The ratio of openings to solids here is visually appealing, as is the consistent rhythm of openings. The architectural details and vertical orientation of the windows add further appeal.

Inappropriate



The ratio of openings (i.e., windows and doors) to solids in this building is inappropriate.

5. 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 accentuate its features. Preservation of mature trees, adding visual interest to individual properties, and providing effective methods of landscaping are important. The City Arbor Division should be used as a resource for existing trees and to determine the appropriate size and species of future tree plantings.

Appropriate

- Retain mature trees within the parkway and other public rights-of-way.
- Retain mature trees on private property where feasible.
- Plant new trees on private and public property to replenish the urban canopy.
- Protect mature trees from root damage during construction, both on the site and on adjacent properties.
- Use evergreens, dense deciduous shrubs, masonry walls, and/or berms to screen mechanical equipment such as utility meters, air conditioners, etc.
- Design landscaping to ensure safe pedestrian and automobile traffic circulation on and off private property.
- Diversify tree species.
- Mix annuals and perennials to encourage all-season landscape color accents.

Inappropriate

- Invasive species.
- Astro turf.
- Avoid extensive use of paving materials instead of landscaping.
- Avoid monotonous expanses of turf without accent plantings.
- Loss of or damage to healthy mature trees.
- Unscreened mechanical equipment.



The mature tree and evergreen bushes in front of this apartment building help break up the monotony of the front façade.



Historic East Urbana is home to a thriving urban forest whose canopies shade the streets with rich green hues and excite the neighborhood with spring pastels and fall brilliance.



The evergreen shrubs and mature trees planted in front of this apartment building complement the architecture of the building and add visual interest to the block.

6. Parking Areas

The district retains the scale and patterns of a traditional neighborhood in terms of the grid street layout. Vehicular access onto properties must meet engineering and safety standards and be appropriately incorporated into the site design. While parking areas are integral to many uses, softening their visual impact to adjacent properties and from the public street is essential.

Appropriate

- To the extent possible, locate parking behind the main structure or below ground.
- Parking at grade should be screened.
- Locate single-family garages behind or recessed from the façade of the main structure.
- Use screening of parking areas to reduce visual impact from adjacent properties.
- Use hedges, wood fences or masonry walls to screen parking areas from adjacent properties.
- Consider use of permeable pavements.

Inappropriate

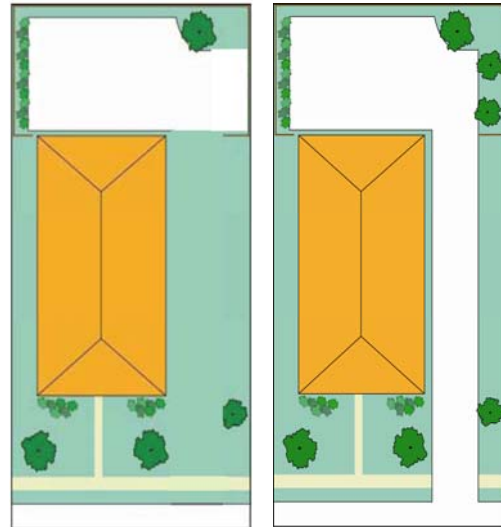
- Elevated buildings that allow visible parking at grade.
- Avoid parking in the façade zone.
- Avoid extensive parking areas.
- Avoid excessive paved areas.

Note: Parking must also meet Article VIII of the Urbana Zoning Ordinance.



Parking on ground floor should be screened and not in the façade zone

Recommended Parking Configuration



Multi-Family on a corner lot

Multi-Family on an interior lot



Parking is on ground floor, but is screened and not visible in the façade zone

7. Sustainability

The City of Urbana is committed to reducing Urbana’s environmental footprint. Including a sustainability component in the East Urbana Design Guidelines works towards that goal. As this document is concerned with design and not building techniques, this section should be considered advisory best practices rather than being considered integral to the evaluation of the design of a project.



Sustainable Urbana
A Place to Work, Live and Grow



Source: Sustainable Cities, Environmentally Sustainable Urban Development.

Appropriate

The use of best practices in green building techniques, including but not limited to:

- Re-use of buildings and building materials
- Permeable surfaces for drainage
- Cisterns for irrigation
- Use of solar panels
- Use of renewable energy
- Use of low-level and full cut-off lighting
- Attainment of LEED standards
- Use of green roofs
- Installation of geothermal, passive solar building design, or straw bale construction
- Landscaping to lower heating/cooling costs
- Native or drought-resistant landscaping
- Provide bicycle facilities

Inappropriate

- Wastefulness in building practices
- Excessive paved areas
- Intensive or wasteful lighting
- No provision for pedestrian and/or bicycle transit

MEETING MINUTES

URBANA DESIGN REVIEW BOARD

DATE: April 15, 2010

DRAFT

TIME: 7:30 p.m.

PLACE: Urbana City Building – City Council Chambers
400 South Vine Street
Urbana, IL 61801

MEMBERS PRESENT: Alice Englebretsen, Michael McCulley, Shirley Stillinger,
Art Zangerl

MEMBERS ABSENT: Ben Grosser, Kevin Hunsinger

STAFF PRESENT: Robert Myers, Planning Manager; Rebecca Bird, Planner I;
Teri Andel, Planning Secretary

OTHERS PRESENT: Chris Stohr

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

Chair Zangerl called the meeting to order at 7:37 p.m. Roll call was taken and a quorum was declared present.

2. CHANGES TO THE AGENDA

There were none.

3. APPROVAL OF THE MINTUES

The minutes from the April 16, 2009 meeting were presented for approval. Ms. Englebretsen moved to approve the minutes as presented. Mr. McCulley seconded the motion. The minutes were then approved by unanimous voice vote.

4. COMMUNICATIONS

- Revised Page 12 and Page 15 of the proposed East Urbana Design Guidelines.

5. CONTINUED PUBLIC HEARINGS

There were none.

6. OLD BUSINESS

There was none.

7. NEW PUBLIC HEARINGS

There were none.

8. NEW BUSINESS

Review and Discussion of the Proposed East Urbana Design Guidelines

Rebecca Bird, Planner I, presented this topic to the Design Review Board. She began by explaining how the proposed East Urbana Design Guidelines came about. She mentioned that the Future Land Use Map #10 from the 2005 Comprehensive Plan is provided in the written staff report. It lists several strategies for neighborhood stability in the Historic East Urbana Neighborhood. One of the strategies listed is *“New development to respect traditional physical development patterns.”* One way to do this is to have design guidelines.

She discussed the proposed district boundaries and noted the zoning of the properties in the district and of adjacent areas. She reviewed the concerns expressed by the Board of the Historic East Urbana Neighborhood Association (HEUNA). Their biggest concern is that new buildings should be oriented toward the street – that it has a front entryway and windows. They were also concerned about having design guidelines that are too restrictive that would prevent people from maintaining and upgrading their homes, so they are not interested in having design guidelines on single-family residences.

Ms. Bird stated the types of applications about which the Design Review Board would review and approve. She briefly talked about the open house held on March 30, 2010. She mentioned that City staff is looking for the Design Review Board to review and provide input on the draft design guidelines. She then explained the process for getting the proposed design guidelines reviewed and hopefully approved by the City Council.

She gave a presentation on the proposed design guidelines and discussed the following:

- III. Character of the District
 - Current Zoning
 - City of Urbana 2005 Comprehensive Plan
 - Ownership/Existing Land Use Patterns
 - Existing Building Types
 - Design Principles – Grid Street Layout
- IV. Review Process
 - Design Review Board Review

- Administrative Review
- Exempt Projects
- Building Safety Code and Zoning Ordinance
- Locally Designated Historic Landmarks and Districts
- Application Review Criteria
- V. Design Guidelines
 - Divided into three sections
 - Mandatory
 - Appropriate
 - Inappropriate
 - The Façade Zone
 - Massing & Scale
 - Building Orientation
 - Window & Door Openings
 - Landscaping
 - Parking Areas
 - Sustainability

She then asked if there were any questions for City staff.

Ms. Stillinger asked what the rationale is for exempting single-family residential when it is 57% of the existing land use in the proposed district. It hardly seems worth it to create design guidelines for 43% of a district. Ms. Bird explained that when City staff met with the HEUNA board, the members were clear that they really want to try to avoid any more apartment buildings built sideways and have a blank wall facing the street. They do not want the proposed design guidelines and overlay district to prevent maintenance and upgrading of single-family homes. By exempting single-family houses they would not put an extra layer of regulations on the homeowners that might discourage them from upgrading their homes.

Ms. Stillinger said that if a single-family homeowner wanted to remodel and have a house like the one in the picture at the bottom of Page 12 with a solid wall with no windows or doors facing the street then they would be allowed to. However, an apartment owner would not be allowed to do so. It seems to be defeating the purpose of the proposed design guidelines to only deal with half of the properties in the district. Ms. Bird said that City staff will take another look at this. Single-family homes are not the problem in this area. Ms. Stillinger said that it could be in the future though. The proposed design guidelines are planning for the future and not meant to change existing conditions.

Robert Myers, Planning Manager, stated that when discussing this with the members of the HEUNA board, City staff inquired if they would allow a property owner to enclose a porch on a single-family home. The majority of the Board said that would be okay. The HEUNA design guidelines express different values than guidelines for the Lincoln-Busey Corridor in the West Urbana Neighborhood. Ms. Stillinger questioned if there was anything in the proposed design guidelines that would keep single-family homes, if they were included in the proposed guidelines, to keep the property owners from enclosing their porches. Mr. Myers said no. Ms. Stillinger felt that this is not a good example of the reason to exempt single-family homes. Mr. Myers clarified that enclosing a porch is an extreme example of a change on a single-family home often addressed by design guidelines. But

HEUNA Board members thought this sort of major change to single-family residences was acceptable.

Mr. McCulley remarked that if City staff intends for this to be guidelines for multi-family residential, commercial, and institutional properties, then City staff should limit it basically to areas that are multi-family residential, commercial and institutional and label the document as such. When he looked through the written staff report and attachments he realized that a significant portion of the proposed overlay district is exempt due to being single-family homes, and the guidelines are intended for the multi-family residential, institutional, and commercial areas. However, when you look through the proposed design guidelines, many of the photo examples show single-family homes. The document sends a mixed message. He suggests that City staff take photos of buildings outside of the proposed district to show appropriate and inappropriate examples rather than using single-family homes.

He stated that City staff needs to either make the design guidelines apply to the whole area, including single-family homes, or limit them to the properties that are multi-family residential, institutional and commercial. Ms. Bird stated that City staff discussed this, and it would cause problems to “cookie cut” a district. Also, a single-family homeowner may request to rezone his/her property to a higher residential use. Mr. McCulley responded that he does not mean that City staff should change the overlay district but rather state in the proposed design guidelines that they apply to properties that are zoned or used as multi-family residential, institutional and commercial. Ms. Bird said that City staff could take new photos outside of the district and replace some of the ones in the proposed design guidelines. She explained that the reason they used photos of single-family residential is to show what is in the district the guidelines are trying to achieve, and there are not many examples of this inside the proposed district. Another reason is to show that new development or redevelopment needs to be compatible with the single-family homes in the area.

Mr. McCulley noted that most of the text reads fine. The examples are very confusing. He recommended that instead of saying that the proposed design guidelines do not apply to single-family housing, City staff should say what the guidelines do apply to.

Mr. Myers said that some of the photos may illustrate multi-family even though the building may appear to be single-family. That’s part of the point of the guidelines, to be compatible with the single-family character when buildings are converted or constructed.

Chair Zangerl asked for clarification regarding the lots that are zoned single-family or duplex. A number of these lots are not used as single-family homes or as a duplex. They have been grandfathered. Ms. Bird said that is correct. There are single-family houses that have been divided into apartments. These buildings would fall under the proposed design guidelines because of the use.

Mr. McCulley commented that there could be a single-family house that violates all the proposed design guidelines located next to an apartment building that is the same size and appears on the outside to be a house, which would be regulated by the proposed design guidelines. Ms. Stillinger said that she did not understand why single-family residential was not included in design review.

Ms. Bird explained that City staff used the Lincoln-Busey Design Guidelines as a guide to create the proposed design guidelines. City staff and the HEUNA board went through each design criteria to come up with what HEUNA wanted for their neighborhood. When they discussed materials, the HUENA board said they did not want any regulations on materials used because it is not a higher income neighborhood. They did not want to make the regulations so restrictive that property owners in the neighborhood would not be able to maintain or upgrade their homes. Non-owner occupied properties are the issue. City staff could include single-family houses in the proposed design guidelines; however, a simple project might cause an extra layer of review which could be onerous.

Mr. McCulley reiterated that when you start reading the proposed design guidelines, initially you get the impression that it is an overall design guideline plan because so much of the discussion and so many of the examples show single-family residential.

Ms. Englebretsen asked if it would be possible to include language that if a single-family homeowner rebuilds, then they would have to follow some guidelines that fit the character of the neighborhood. Ms. Bird said that they could include some language on new construction of single-family homes. Ms. Englebretsen remarked that some properties look like they are on a rebuild status where the property owners might want to tear them down and rebuild their homes. Ms. Bird asked if since she lives in the neighborhood if she got the understanding that this is an issue for other people living in the area. Ms. Englebretsen replied that so far the rebuild thing has not happened, but one could always hope. When it does it would be good to have some design guidelines in place to keep them from putting up a metal building.

Mr. Zangerl noted that there are some older neighborhoods in the City of Urbana where there are some very modern houses that have no windows on the façade. Ms. Stillinger commented on a house that is partly underground on Florida Avenue. She recalled that the single-family homes were not the problem for the Lincoln-Busey Corridor either. Ms. Bird responded that in that corridor there is much greater development pressure. Ms. Stillinger said that the development pressure is not on single-family. The main problem is R-7, University Residential, or duplex.

Ms. Stillinger commented that she also did not want to force regulations on a neighborhood that does not want them. However, it seems to her to be short-sighted not to include single-family homes because if someone wants to remodel, rebuild or expand their single-family house then they can do whatever they want.

Chair Zangerl felt this was an interesting discussion. The districts that are coming under review by the City are identified as problems by their respective neighborhoods. They are seeking a solution, and this is a response to something that the community wants to have. He agrees with Mr. McCulley to a large extent in that there is a single-family model for multi-family residential, commercial and institutional uses. It is obvious what prompted the request for design guidelines in the Historic East Urbana area. The examples are there. So to him the question is whether or not the proposed design guidelines are the solution. He believes to a large extent it probably is. He mentioned that the Lincoln-Busey Corridor does have the issue of protecting single-family on Busey Avenue. Ms. Stillinger stated that she owns a single-family home in that area, and she never thought that the design guidelines should not apply to her property.

Ms. Stillinger wondered if the Lincoln-Busey Design Guidelines actually call for expensive materials. Ms. Bird replied that those guidelines recommend that “high quality” materials be used.

Mr. McCulley asked if a duplex is considered multi-family or single-family. Ms. Bird explained that a duplex is allowed by right in the R-3, Single and Two-Family Residential Zoning District. In the design guidelines a duplex is considered multi-family residential. So the proposed design guidelines would apply to it.

Mr. McCulley commented that it seems that citizens have difficulties with large buildings that have blank facades and such, but that they are less concerned with small buildings having some of the design problems. The picture on the bottom of Page 12 appears to be a single-family home where someone removed the front porch and the windows on the façade. Ms. Bird pointed out that the picture is a sideways facing apartment building. The photo may not translate because it lacks a scale to judge the size of buildings.

Mr. Zangerl said that any single-family home could be converted into a duplex and fall under the proposed design guidelines, correct? Ms. Bird said yes. Mr. Zangerl commented that every property in the district is then eligible for review depending upon the use.

Ms. Englebretsen commented that it almost appears that they need to focus the proposed design guidelines on multi-family residential with a subset of less items in it for single-family residential if they are rebuilt. Ms. Bird commented that this might be difficult to administer. Ms. Englebretsen replied that then maybe design guidelines are not the avenue for this then and maybe it should be done through zoning or building permits.

Mr. McCulley wondered if they should apply the proposed design guidelines on duplexes. Duplexes fall between categories because they can be considered multi-family or its own type of residential use. A building can be converted back and forth between duplex and single-family use several times. Ms. Bird noted that it is quite expensive to convert because there has to be a firewall separation between the units of a duplex. There also needs to be separate kitchens and self-contained units, etc. Mr. McCulley said that with the way the proposed design guidelines are written, exempting single-family is not calling a duplex as multi-family. It does say that the design guidelines would apply to duplexes.

Chair Zangerl talked about the mandatory requirements on windows and door openings. It seemed to him that a person could add one door and one window on the structure on the bottom of Page 15 and it would not help a lot. Mr. McCulley pointed out that on the bottom of Page 14 there is a perfect example of what Mr. Zangerl is talking about. Chair Zangerl felt that the proposed design guidelines for Window and Door Openings did not solve the problem. Even most single-family houses have two windows per floor. Ms. Bird mentioned that she at first tried to mandate the number of windows and window area but that it became a very complicated formula. It did not make sense so she removed it as a requirement. She said that she could continue to work on this section.

Mr. Myers commented that City staff included some mandatory elements that are the most essential elements of compatible design. But then “appropriate” design elements farther. For example on Page 15 they included the following, “An ideal ratio of openings to solids is approximately 1:3 for the

front façade.” City staff did not want to specify that a building must have a 1 to 3 solid to void ratio because occasionally there are some wonderfully designed homes that do not meet this requirement.

Therefore, they set a minimum standard as the bare essence but then encourage more openings than that. Ms. Bird showed an example. The picture at the top of Page 14 shows a building that does not meet the ideal 1:3 ratio; however, it does satisfy the intent of what they are trying to achieve.

Ms. Stlinger wondered about the picture in the middle of Page 14. Is it a single-family home? Ms. Bird replied no. Mr. Myers explained that the building is turned sideways. Ms. Stlinger remarked that someone could have a single-family home that looks like this building. Mr. Myers said yes.

Chair Zangerl prefers to recommend two windows per floor. Are there any conventional facades in the proposed district with less than two windows per floor? Ms. Bird answered no. After thinking about it, Chair Zangerl said that he could see where they might get into trouble recommending two windows on the second floor, so he said that there should be at least two windows on the first floor.

Mr. McCulley felt that the language under “Appropriate” for Window and Door Openings is more informative than the language under “Mandatory.” A person could have two windows next to each other so it appears to only be one window and would still meet the requirements. Ms. Bird stated that this is the problem of writing language for “Mandatory”, which is why the Lincoln-Busey Corridor Design Guidelines does not have any Mandatory requirements. City staff felt that in the proposed East Urbana District there is something very specific that they are trying to prevent. In the Lincoln-Busey Corridor there were a whole host of things that they tried to prevent by creating the design guidelines for that area, so there was not an easy way to write about mandatory requirements. So, the “Appropriate” section of this issue makes it much easier and makes much more sense. City staff can rework the “Mandatory” paragraph out if it is not useful.

Mr. McCulley pointed out that when you target multi-family, commercial and institutional uses, then the audience is going to be architects. Most architects will be able to read the proposed design guidelines and understand the intention of the City in this document. Single-family residential and duplex is a different audience because an architect is not required to do simple revisions and/or additions. A carpenter or builder could do the work. An architect could look at this document and see what the City wants and relay that back to the property owner.

He believes the 1:3 ratio is appropriate in conveying that the City wants the new structure or renovation project to look like the surrounding area. Mr. Zangerl commented that the 1:3 ratio does not ensure that there would be more than one window. A person could have one window and two doors. Ms. Bird noted that she originally had sizes of windows in the language, but it became too complicated so she took them out. Chair Zangerl stated that this is why the pictures are so important, because it shows what is appropriate and what is not. Mr. McCulley reiterated that is why he feels it is necessary to take pictures of appropriate buildings outside of the district to show what the City considers ideal.

Mr. McCulley believes that the proposed area does not have the density represented in the bottom right photo on Page 17 so he recommended replacing this picture.

With no further questions, Chair Zangerl opened the agenda item to public input.

Chris Stohr, 405 East High Street, stated that he lives the Historic East Urbana Neighborhood. There is a good example across the street from the City building to show why they encouraged the City to create design guidelines to help protect the neighborhood. Property values are driven down by the “wear down, tear down” cycle and replacement with a sideways fitting apartment building. This discourages homeowners from investing in their homes. HEUNA is not proposing design guidelines for the remarkable, architectural gems constructed in the neighborhood, if that is what the Board is concerned about limiting with the design guidelines. The proposed design guidelines are to prevent the poorly designed buildings seen in the neighborhood again and again. He encourages the Design Review Board to recommend that the City Council adopt the proposed design guidelines. He thanked the City’s Planning staff for working closely with the neighborhood to try to develop design guidelines that will offer some protection in an area of their neighborhood that is likely to be redeveloped. They can tell this area will be redeveloped by the condition of the existing homes and by the fact that many of the properties are not owner-occupied. These properties are in an area which could easily be redeveloped under the right economic circumstances. The neighborhood association would like redevelopment to be compatible with the neighborhood.

With no further comments or questions for the Board, Chair Zangerl closed the public input portion of the case and opened it for discussion by the Design Review Board.

Mr. McCulley commended City staff and felt it is a very good draft. He feels that City staff should change some of the examples shown in the document to reflect what they want and to leave out the single-family residential examples, even if it means taking photos of structures outside the district and possibly even outside the City. They could go round and round about the “Mandatory” section. However, he did not feel this was important as long as the “Appropriate” section is well defined and provides adequate guidance. He also suggested that City staff clarify in the beginning that this document is for multi-family residential, commercial and institutional uses. With the proper examples it would be more clear that the guidelines are not for single-family residences.

Chair Zangerl asked City staff if they need a formal motion. Mr. Myers responded by that since the Board is being asked to comment on an item which is not an official Design Review Board case then they don’t need to make a formal motion. City staff has captured the Board’s ideas on how to improve the proposed guidelines. Board members’ comments seems to be in agreement with Mr. McCulley’s last stated concerns so that provides clear direction on how staff can proceed.

Mr. Myers explained that it would take some time to incorporate the changes that were recommended by the Board. City staff expect to take the proposed design guidelines to the Plan Commission on May 6, 2010. That will give staff time to incorporate the changes discussed tonight.

9. AUDIENCE PARTICIPATION

There was none.

10. STAFF REPORT

There was none.

11. STUDY SESSION

There was none.

12. ADJOURNMENT

Mr. McCulley moved to adjourn the meeting. Ms. Englebretsen seconded the motion. The meeting was adjourned at 8:43 p.m.

Respectfully submitted,

Robert Myers, AICP, Secretary