



PRESERVATION AND CONSERVATION ASSOCIATION

Box 2555, Station A, Champaign, Illinois 61820

"The Past Has A Future"

Volume 8

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Number 2

STATEWIDE PRESERVATION CONFERENCE SET FOR BLOOMINGTON IN JUNE

The Eighth Annual Illinois Statewide Preservation Conference will be held in Bloomington June 2-4. The single largest event for Landmarks Preservation Council of Illinois (LPCI), the conference attracts over 250 persons from around the state.

The conference features workshops on: preserving institutional and religious buildings, preservation technology for historic building elements, and use of preservation tax credits under current laws. The conference is sponsored by LPCI, the Illinois Historic Preservation Agency (IHPA), and the Illinois Association of Historic Preservation Commissions (IAHPC).

Norma Turok of the University of Illinois Extension Service will present a program to assist small communities in redeveloping downtown areas. The Congress of Illinois Historical Societies and Museums will conduct a workshop on textiles.

The conference will open with a reception at the National Register home of Elizabeth Stevenson Ives. Keynote speaker is travel author Eric Frommer who will address using historic resources as a tool for developing tourism. A reception at the David Davis Mansion, a state historic site,

will be followed by a dinner dance at the Bloomington Country Club.

Friday lunch will be highlighted by "Four-Minute Success Stories," with audience cheers for the heroes and boos for the villains of preservation efforts in Illinois. Saturday's picnic in historic Franklin Park will include music by the Community Concert Band.

Tours of historic areas will be conducted by Bloomington residents. An afternoon tour of McLean County will focus on reading the historic geography of the rural landscape.

LPCI will hold its Annual Meeting, which includes election of officers and Board members, on Friday, June 3, in Evelyn Chapel (Weese Hickey Weese, 1987) on the Illinois Wesleyan University campus. The meeting will be followed by a reception at the David Davis Mansion. IAHPC will hold its annual meeting on June 4.

Registration information enclosed; fees will be \$20 for members, \$25 for non-members. For more information, contact Sean Murphy, (312) 922-1742.

From: Landmarks Preservation Council of Illinois Newsletter, March-April, 1988.

CHAMPAIGN IN-TOWN ZONING STUDY, Part Two

In the last newsletter, two neighborhood groups discussed their view of the In-Town Zoning Study now being conducted by the City of Champaign. In this issue, the recommendations of consultant Robert Freilich will be presented.

"This Report suggests a three-part strategy for the City to follow. The first response of the City is to gather data for and then to enact an Interim Development Ordinance (IDO) for the In-Town Study Area as a whole. The IDO would establish supplemental regulations for the neighborhood which would permit the construction of new multi-family development only in specific locations and only subject to rigorous site, design, development and performance standards to be specified in the IDO. In the absence of an IDO, development will proceed even though it will be antithetical to the ultimate plan for the area. Therefore, an IDO must be prepared and adopted quickly to allow compatible development but to preclude potentially incompatible development during the planning process. The current two phase

SALVAGE SHINDIG

Salvage Chair, Bob Swisher, has set April 30 as the date for the next salvage warehouse "Party." Beginning at 9:00 a.m., volunteers will be asked to help organize and inventory the warehouse. Each item will be cataloged with its "vital statistics" (item, size, wood type, etc.). This will help PACA to efficiently serve its customers who are searching for a specific item. As time and energy permit, nail pulling will also be done on miscellaneous woodwork accumulated over the winter.

Mark your calendars for April 30. Come for the day, or for an hour or two. All help is gratefully and cheerfully appreciated!

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zoning program suggested by the City is inappropriate at the present time. . . .

The second part of the City's response should include the preparation and adoption of a neighborhood plan based in part on the data already gathered by the City staff and pursuant to a detailed planning work program. The IDO would be prepared and adopted before the planning process began to ensure that development during the process does not defeat the purposes of the plan.

Finally, the third step in the strategy to solve the area's problems is to implement the adopted neighborhood plan through a comprehensive set of regulatory and non-regulatory tools. No simple solution exists which will solve all the land use problems in the entire neighborhood. Clearly the zoning in the area needs to be readjusted, including major consideration of design, compatibility, buffer and open space. Some areas, particularly in the eastern part of the study area, might be rezoned along controlled corridors and nodes to allow a greater intensity of land uses. Other solutions might include a licensing and housing code inspection requirement for new and converted multiple family housing, tax incentives to encourage single family rehabilitation and a special assessment/impact fee system to correct deficiencies in capital facilities and to provide new public facilities whose need may be attributable to new development and/or increased densities of development in the Study Area. These policies must be consistent with the adopted neighborhood plan and thus provide the "nexus" or linkage between a regulation and a legitimate state interest, as required to validate public policy. . . .

City government can no longer afford to allow unplanned growth to occur in a vital neighborhood and to deal with the consequences of such development at a later date. The nature of local government today demands a public-private partnership in which both sectors promote necessary public and private investment in, and re-development of, close-in city neighborhoods for mutually reinforcing objectives. In a public-private partnership the City of Champaign would provide a climate for increased housing opportunities and receive increased tax revenues to adequately fund public facilities and services. On the other hand private developers would receive assurances of the City's intent to allow an efficient functioning of

the housing market. In order to allow for the continued growth of the In-Town Study Area while meeting neighborhood preservation objectives, both the City and the private sector must cooperate.

The careful observer cannot help but be impressed by the beauty and potential of this close-in area for a public-private partnership. As mentioned, the vitality of the neighborhood is enhanced by two complementary trends: the construction of new multi-family units and the conversion to single-family from existing multi-family units. It is clear that the housing market will support both trends.

Unfortunately, the uncontrolled interaction between these two forces constitutes the major problem facing the City and the neighborhood today. The unregulated conversion of units to multi-family is destroying the neighborhood for both single-family and multi-family uses. It is unlikely that the market for multi-family uses is strong enough to fill the entire 88 block area. If allowed to continue, however, the process will contribute to neighborhood deterioration because the multi-family development will adversely impact the single-family areas. It is clear that there is a single-family market which needs to be identified and protected. A good example of the areas where multi-family uses might be appropriate are areas around the Westside Park and the blocks south of John Street and East of the State Street corridor. In other areas, the intrusion of multi-family development would be (and already has been) extremely detrimental. One of the principal problems is the ad hoc nature of conversions and introduction of new multi-family developments without adequate (or in some cases, any) City review. . . .

Interim Development Ordinance

An appropriate short term response to prevent further deterioration of the In-Town Study Area pending the adoption of the neighborhood plan is to adopt an Interim Development Ordinance (IDO). . . . An interim development ordinance is not a moratorium. It allows for development to occur at underlying densities, but subject to additional standards and criteria to ensure compatibility, pending the adoption of the plan. It would not affect existing building permits which have already been issued. . . .

The purpose of the Interim Development Ordinance is to allow the City to draft, adopt, and implement a neighborhood plan while preventing the acquisition of vested

rights incompatible with the new plan when adopted and implemented. The IDO would be in effect for one year. The IDO would effectively add an additional layer of regulation upon the In-Town Study Area for the IDO period. The precise area that should be covered are those parcels identified as being located in either Phase I or Phase II of the City's zoning proposal for the In-Town Study Area. For the Phase I area, no new multi-family construction or conversions should be permitted. Existing multi-family structures could, however, be converted to single-family uses.

Additional multi-family construction might be permitted in Phase II of the Study Area. Under one alternative, the City could adopt an approach similar to the policy adopted in Atlanta. There, existing density is evaluated on a block by block basis. In Atlanta, as would be the case in Champaign, no additional density would be allowed for new multi-family construction. Thus, any new construction must be accomplished by aggregating lots to produce larger scale development. All current property owners would benefit from the requirement by providing that no significant multi-family land uses occur in the absence of the purchase of sufficient lot area thus protecting existing single-family homes. A second alternative might require that all new multi-family development would be buffered from single-family housing through use of more extensive side and rear yard, open space, screening and landscaping provisions where the two land uses are adjacent. Such a system is used in the Quality Housing Program in New York City, as well as in Cocoa, Florida, through a system of land use intensity buffers. Multi-family housing would be subject to a sliding scale density system which rewards the concept of usable open space. Such usable space would not include balconies, walkways or roof overhangs on apartments. These are only suggested alternatives for criteria and standards that might be incorporated in an Interim Development Ordinance. These and other standards would be fully explored during the 45 day ordinance preparation period.

Further, the IDO would contain a provision allowing the City Council to issue a variance from the IDO requirements based upon a finding of economic hardship unique to the particular property. Since the IDO would only be in effect for a maximum of one year, economic hardship resulting from a temporary lack of permission to develop at a high density (where single-family use already exists) would not ordinarily constitute a cause for the city to issue such a variance. . . .

Neighborhood Plan

A critical aspect of developing a solution for the In-Town Study Area is the compelling need to develop a neighborhood or community plan. A major gap in the City's ability to focus on specific problems and needs is the absence of a strong commitment to the comprehensive planning process. The ability to anticipate problems in the future lies in the development of a long range plan for the City which identifies the major goals and objectives for the City (in-fill development, downtown revitalization, adequate public facilities and financing for newly developing areas; environmental and historic preservation; quality of life; housing and social needs; economic development, and so forth). The absence of a long range plan for the City has resulted in primary emphasis on an ad-hoc zoning system which is incapable of predicting changes in population, employment, growth, stability and decline of neighborhoods, and identification of flexible tools to help the market mechanisms work.

The City Planning staff is outstanding and has excellent professional background and creative approaches to solving problems. The staff, unfortunately, is too few in number, with too little resources to handle the multiple tasks assigned to them. After dealing with myriad current problems, precious little time is available for developing either a city or neighborhood plans. A similar problem was expressed by the Planning Commission members who are constantly reviewing current zoning, subdivision and annexation applications and have little time set aside to devote to their primary role in the City — that of developing plans for the long term healthy growth of the City.

It is therefore suggested that the City should take this opportunity to develop a neighborhood plan for the In-Town Study Area which would identify goals and objectives (with citizen and land owner participation), assess the current inventory of housing, capital facilities, property values, blight and physical/economic needs; develop solutions and have a meaningful implementation and monitoring program. The neighborhood plan could easily build on current studies and this Report. It could become a model for development of other community plans in the City and begin the process of leading to a viable comprehensive plan for the City as a whole.

Implementation of the Plan

Upon the completion and adoption of the neighborhood plan by the City Council, the City will need to implement a coordinated series of land use regulatory and incentive tools.

The permanent underlying zoning must be adjusted to be consistent with the adopted neighborhood plan. The zoning might require an increase in density for certain areas to accommodate additional multi-family construction and a decrease in other areas to protect single-family structures. Corridors and nodes appropriately located may be zoned for multiple-family uses.

In handling City initiated zoning changes for large neighborhood areas involving hundreds of parcels, it is suggested that the City adopt some general and significant process changes. If at the time of Planning Commission or City Council review it is determined that some of the parcels require further change, the entire rezoning need not be sent back for new notice and hearing. Only the parcels proposed for further change need to be reheard. The remaining parcels could be approved without delay. A general zoning ordinance amendment should be adopted to carry out this proposal.

The City needs to plan housing and building code enforcement in an organized way in target neighborhoods at sale or lease of properties. The City cannot continue to rely on tenant and resident complaints as a method to assure the maintenance of quality housing.

The City might establish a design and architectural review board to promote the preservation and rehabilitation of structures in the neighborhood. Such a board would administer a preservation ordinance to protect building facades as well as concentrated areas of historically or architecturally significant structures. Such a board would also administer design guidelines to integrate developments of greater density within the fabric of the neighborhood and to review site plans for new development.

As mentioned, the City needs to license multi-family structures. . . . A City ordinance could require an inspection of the premises as a condition of a license to occur upon sale of the property or on an annual basis. . . .

The City would want to allow for incentives for redevelopment, including tax increment financing for new public facilities (such as off-street parking) or for single-family rehabilitation or new construction. Other public financial incentives such as loans, grants and public-private participation could be encouraged. The City could enact a two-tier fee system for new development based on a capital improvements plan and established standards for adequate public facilities, as would be specified in the neighborhood plan. The City would provide a basic level of public facilities and services based upon an established base

density (e.g., single-family); however, developments above a certain density would be subject to a supplemental fee designed to reflect the added public costs made necessary by the more intensive development. Such a system is in place in Miami, Florida, and would allow the City to receive extra funds from the construction of multi-family housing to meet the traffic, open space, drainage, parking and street-scaping needs created by substantially increased traffic burdens on the streets and alleys previously serving only single-family development.

The city could also generate revenue from the levy of a real estate transfer tax. Illinois has a Real Estate Transfer Tax which requires counties to collect revenue and buy revenue stamps from the state in an equal amount. . . .

Finally, the City needs to design and maintain a computerized monitoring system to track development in the In-Town Study Area in order to continually monitor development and the land use market and to adjust its policies accordingly. Planning is a flexible process and should be continuously changed to meet the needs of the changing neighborhood and city.

Conclusion

The City of Champaign has gathered a great deal of data and has expended a great deal of time analyzing the problems of the In-Town Study Area. The data and analysis undertaken to date points to the existence of a viable neighborhood which must be protected from the potentially negative interactions of two positive real estate market trends: renovation of structures for single-family homes and construction of new multi-family buildings."

The above information was taken from the "Letter of Recommendation and Report, In-Town Zoning Study and Alternatives," prepared by Freilich, Leitner, Carlisle and Shortlidge for the City of Champaign, February, 1988. Copies of the full report are available from the City Planning Department.

NEW AND RENEWING MEMBERS

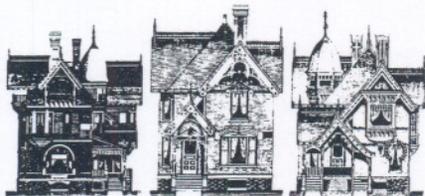
Helen Peterson
Linda Mills
Paul Joffe & Debbie Nelson
David Garner
Walter Allen

V.I.P.'s

Shauna Carey
Mark Replogle

NEW OFFICERS ELECTED

At the March Board of Directors meeting the following officers were reelected: President, Joan Severns; Vice-President, Keddy Hutson; Secretary-Treasurer, Patricia Jensen. Other Directors serving on the Board are Jim Dobrovolny, Marylee MacDonald, Wanda Bengoechae, Hank Kaczmariski, Barbara Rogowski-Kent and Hermie Kruidenier. Please feel free to contact any of these individuals with your questions, comments or suggestions concerning PACA.



SPRING TOURS

May 1: The Landmark Preservation Council of Illinois will sponsor a tour of seven historic churches in Chicago's Back-of-the-Yards and Canaryville neighborhoods. Check-in will be at the Monadnock Building south entrance, 54 West Van Buren Street, between 11:00-11:30 a.m., with bus transportation provided to the southwest side and back. Advance tickets for LPCI members are \$14; nonmembers are \$17. Tickets will be \$20 at the door. For reservations, call Marie Harris at LPCI: (312) 922-1742.

May 21: Wright Plus. Join the Frank Lloyd Wright Home and Studio Foundation for interior tours of ten historic buildings,

five of them designed by Frank Lloyd Wright. Houses on the tour will open at 9 a.m. and remain open until 5 p.m. Allow about five hours for the tour and wear comfortable shoes. Tickets are \$25 and go on sale March 1; for more information call (312) 848-1978.

May 22: The Frederick Law Olmsted Society of Riverside will celebrate its twentieth anniversary as an active preservation group by presenting a high Victorian housewalk on Sunday, May 22 from noon until 6 p.m. Most of the structures to be open to the public on that day were built as part of Riverside's original development during the years 1869-1873. Tickets are \$15, call (312) 442-8969, 447-9231 evenings or 447-6160.

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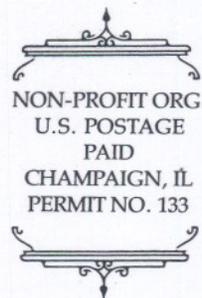
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PACA Newsletter

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Vice President: Kennedy Hutson
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Please submit material for publication in the
next newsletter before 15th of month.



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