



## DEPARTMENT OF COMMUNITY DEVELOPMENT SERVICES

*Planning Division*

### **m e m o r a n d u m**

**TO:** The Urbana Historic Preservation Commission

**FROM:** Rebecca Bird, Planner II

**DATE:** September 28, 2012

**SUBJECT:** HP-2012-COA-04: 806 West Main Street. Request for a Certificate of Appropriateness for proposed work on a local landmark, Joan Price, applicant.

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### **Introduction & Background**

On August 28, 2012, Joan Price submitted a Certificate of Appropriateness (COA) application to install balustrades on the front porch steps and a second-story balcony at 806 West Main Street, a contributing building in a local historic district. On November 5, 2007, the Urbana City Council designated the 800 block of West Main Street a local historic district (Ordinance No. 2007-10-119). Section XII-6 of the Urbana Zoning Ordinance requires a COA for any alteration that affects the exterior architectural appearance of locally-designated landmarks or structures in locally-designated historic districts. Table XII-1 specifies that new construction of “porches, decks, and attached steps” requires review by the Historic Preservation Commission (HPC). The HPC makes the final decision on the Certificate of Appropriateness, subject to any appeal.

On August 17, 2012, the applicant received a determination from the Zoning Administrator that work for which she had earlier submitted a COA application was considered “exempt undertakings” and therefore did not require review for historic appropriateness. The exemption consisted of the following work:

- Stabilize southeast corner of porch and repair column. This may include replacing the column base in kind with like materials.
- Repair the porch ceiling, including replacing the mis-matched patching done in the past. This includes installing a new section of matching tongue and groove boards.
- Replace the porch stairs with new wood stairs of the same width as the existing stairs, but to meet current codes for rise and run.

## Description of the Proposed Changes

### *Front Porch Steps Balustrade*

The first component of the application is to install balustrades on the front porch steps. The steps do not currently have railings as, according to the applicant, the former railings were not well-constructed and eventually deteriorated beyond repair. The applicant is proposing to install new balustrades for the steps identical to the porch balustrade in design and materials.

### *Second-story Balcony Balustrade*

The second component of the application is to install a balustrade on the second-story balcony on the front façade. The balcony does not currently have a balustrade. The applicant would like to install a balustrade for safety reasons. The balcony balustrade would be identical in design and materials to that on the porch and porch steps.



806 W Main Street. Photo taken in 2007.

## History and Architecture

David Busey, a farmer and son of Matthew Elbridge Busey, built the house at 806 W Main Street in 1900. Architecturally, the house has influences from the Queen Anne, Gothic Revival, and Shingle architectural styles. It has a brick foundation and a side gabled roof with two gabled wall dormers. The smaller dormer has two solid walls projecting from the side of the dormer which act as side walls for a balcony. The house is clad in clapboards with square butt shingles in the gable ends and cladding the smaller dormer. The house has a full-length front porch with wooden columns and a simple balustrade. The exterior of the house appears to have changed little since construction. The Sanborn Fire Insurance Map of 1909 shows the footprint of the house to be identical to that of today.

## Current Condition

The house has not been significantly altered on the exterior and retains a high degree of integrity. Other than some deterioration on the front porch, the house appears to be in very good condition. Some of the wood on the front porch, particularly on the east side, has deteriorated and is currently being replaced.

## Discussion

*Front Porch Steps Balustrade.* The proposed work to the front porch involves installing balustrades on either side of the front porch steps. According to the applicant, the new balustrades would be identical to the existing balustrades on the front porch. According to the National Park Service's *Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings: Entrances and Porches* (attached), identifying, retaining and preserving porches are important in defining the overall historic character of a house. The proposed work would not remove any of the architectural details of the existing porch, but would add a hand railing to meet building code requirements to the porch steps. The railing would mimic the existing railing on the porch.

*Second-story Balcony Balustrade.* The proposed work to the second-story balcony would be to install a balustrade identical to the one currently on the porch. According to the applicant, this is to allow her to safely use the second-story balcony for potted plants.

Few architectural features do more to define a house's historic character than a front porch. According to the National Park Service's *Preservation Brief 45: Preserving Historic Wood Porches*, "Alter or remove the porch and a historic building or streetscape can lose its visual integrity and historic authenticity." The Brief recommends the familiar hierarchy for achieving the highest retention of historic materials and character possible: maintain, repair, and then replace only if necessary. In this case, replacement is necessary as the front porch steps did not have balustrades. As can be seen in the photo on page two of this memorandum, there were makeshift hand railings installed on the steps at some point, which did not meet current building code requirements. For the balcony, there currently is no railing or balustrade. According to the application, however, the applicant does have a historic photograph of the house that shows a balustrade for the balcony. The applicant will bring a copy of the photograph to the public hearing.

## Requirements for a Certificate of Appropriateness

According to Section XII-6.C of the Urbana Zoning Ordinance, the criteria to be used by the Preservation Commission in making its determination for a Certificate of Appropriateness are to:

1. Maintain the significant original qualities and character of the buildings, structures, sites or objects including, if significant, its appurtenances. Removing or altering any historic or distinctive architectural features should be avoided whenever possible.
2. Retain and preserve the historic character of a property. Avoid removing or substituting distinctive materials or altering features, spaces, and spatial relationships that characterize a property.
3. Recognize each property as a physical record of its time, place, and use. Do not undertake changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties.
4. Retain and preserve changes to a property that have acquired historic significance in their own right.
5. Preserve distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property.
6. *Deteriorated historic features.* Repair rather than replace deteriorated historic features. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features must be substantiated by documentary and physical evidence.
7. *Treatment methods.* Use the gentlest means possible when using chemical or physical treatments. Do not use treatments that cause damage to historic materials.
8. *Archaeology.* Protect and preserve archeological resources in place. If such resources must be disturbed, mitigation measures should be undertaken.
9. *New construction.* With new additions, exterior alterations, or related new construction, do not destroy historic materials, features, and spatial relationships that characterize the property. Undertake new additions and adjacent or related new construction in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired. Differentiate new work from the old. To protect the integrity of the property and its environment, new additions and new construction shall be compatible with the original architecture of the landmark or styles within the historic district and in terms of the following guidelines:
  - a) *Height.* The height of the proposed building or structure or additions or alterations should be compatible with surrounding buildings or structures.
  - b) *Proportions of structure's front façade:* The proportion between the width and height of the proposed building or structure should be compatible with nearby buildings or structures.
  - c) *Proportions of openings into the facility:* The proportions and relationships between doors and windows should be compatible with existing buildings and structures.
  - d) *Relationship of building masses and spaces:* The relationship of a building or structure to the open space between it and adjoining buildings or structures should be compatible.
  - e) *Roof shapes:* The design of the roof should be compatible with that of adjoining buildings and structures.
  - f) *Appurtenances:* Use of appurtenances should be sensitive to the individual building or structure, its occupants and their needs.

- g) *Scale of building or structure:* The scale of the building or structure should be compatible with that of surrounding buildings or structures.
- h) *Directional expression of front elevation:* Street façades should blend in with other buildings and structures with regard to directional expression when adjacent buildings or structures have a dominant horizontal or vertical expression.

The proposed work would not destroy historic materials, features, or spatial relationships that characterize the property and thus complies with Criteria 1 through 8 of Section XII-6.C of the Urbana Zoning Ordinance. In terms of Criteria 9 (New Construction), the work is compatible with the existing balustrade and therefore should be compatible with the existing architectural features and historic character of the house.

## Options

The Historic Preservation Commission has the following options in this case:

1. Grant the requested Certificate of Appropriateness.
2. Grant the requested Certificate of Appropriateness, subject to certain conditions.
3. Deny the requested Certificate of Appropriateness. If the Commission finds the application is inconsistent with the criteria and denies the application, the Commission should provide the reasons for denial and may recommend to the applicant ways to comply with the criteria.

Should the Historic Preservation Commission choose to deny this application, the petitioner would have three options: (1) in case of a denial accompanied by a recommendation, amend the application, (2) apply for a Certificate of Economic Hardship with evidence that denial of this application is financially infeasible, or (3) appeal to City Council within 15 days of the notice (Articles XII-6.D through XII-6.E of the Urbana Zoning Ordinance).

## Staff Recommendation

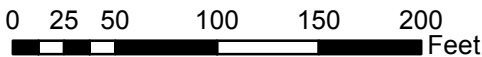
Based on the findings outlined herein, and without the benefit of considering additional evidence that may be presented at the public hearing, City staff recommends that the Historic Preservation Commission **APPROVE** a Certificate of Appropriateness to allow the work described herein with the following conditions:

1. All work shall be constructed as stated in the application.

Attachments: Exhibit A: Location Map  
Exhibit B: Application  
Exhibit C: Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings

cc: Joan Price, 806 W Main Street

# Location Map



Case: HP-2012-COA-04  
Subject: Certificate of Appropriateness to install a balustrade on the front porch steps and an upper front balcony.  
Location: 806 W Main Street, West Main Historic District  
Petitioner: Joan Price

 Subject Properties

Prepared 8/16/2012 by Community Development Services - rlb



# Application for Certificate of

# Historic Preservation Commission

## APPLICATION AND REVIEW FEE – NO CHARGE

Although there is no fee to file an application for Certificate of Appropriateness, the Applicants are responsible for paying the cost of any legal publication fees. The fees usually run from \$75.00 to \$125.00. The applicant will be billed separately by the News-Gazette, if applicable.

### DO NOT WRITE IN THIS SPACE - FOR OFFICE USE ONLY

Date Application Filed 08-28-2012 Case No. HP-2012-COA-04

### PLEASE PRINT OR TYPE THE FOLLOWING INFORMATION

#### 1. APPLICANT CONTACT INFORMATION

Name of Applicant(s): JOAN PRICE Phone: 618-580-3837  
Address (street/city/state/zip code): 806 W. MAIN, URBANA, IL 61801  
Email Address: JLP806@aol.com  
Property interest of Applicant(s) (Owner, Contract Buyer, etc.):

#### 2. OWNER INFORMATION

Name of Owner(s): same Phone:  
Address (street/city/state/zip code):  
Email Address:

#### 3. PROPERTY INFORMATION

Location of Subject Site: 806 W. MAIN  
PIN # of Location: 91-21-08-353-018  
Lot Size: 15,906.25 sq ft  
Current Zoning Designation:  
Current Land Use (vacant residence, grocery, factory, etc):  
Legal Description: Portion of W 66' of lot 13 Col M.W. Buey's  
Heirs

4. CONSULTANT INFORMATION

N/A

Name of Architect(s): Phone:

Address (street/city/state/zip code):

Email Address:

Name of Engineers(s): Phone:

Address (street/city/state/zip code):

Email Address:

Name of Surveyor(s): Phone:

Address (street/city/state/zip code):

Email Address:

Name of Professional Site Planner(s): Phone:

Address (street/city/state/zip code):

Email Address:

Name of Attorney(s): Phone:

Address (street/city/state/zip code):

Email Address:

Historic Designation (Check One) - Landmark District

PROPOSED WORK FOR WHICH CERTIFICATE OF APPROPRIATENESS IS BEING REQUESTED

- 1. Describe and/or illustrate fully the proposed work to be done: (Plans associated with building permit applications can be referenced. If approval of an addition or detached accessory building is requested, submit a site plan showing the measurements of the lot, the existing buildings and proposed changes and the front, back and side yard setbacks. If approval of a demolition is being requested, submit a site plan of the property and the structure(s) to be demolished.)

1) put new step rails & handrails on porch steps. New rails will be identical to current porch balustrade
2) put same rails in front of existing upstairs balcony



2. Describe how the proposed work will change, destroy, or affect any external feature of the structure or site:

\_\_\_\_\_

1) porch steps rebuilt to code - proposed new handrails will be safer & historically accurate

2) old picture shows similar rails in front of upstairs balcony

3. How will the proposed work affect the preservation, protection, perpetuation and economic use of the structure or district?

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

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\_\_\_\_\_

4. Attach a statement indicating how the proposed work meets each applicable criterion provided in "EXHIBIT A", which is attached to this application form.

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

5. State any additional information which you feel the Zoning Administrator or the Historic Preservation Commission should consider in issuing a Certificate of Appropriateness for the proposed work:

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**NOTE: If additional space is needed to accurately answer any question, please attach extra pages to the application.**

**By submitting this application, you are granting permission for City staff to post on the property a temporary yard sign announcing the public hearing to be held for your request.**

**CERTIFICATION BY THE APPLICANT**

I certify all the information contained in this application form or any attachment(s), document(s) or plan(s) submitted herewith are true to the best of my knowledge and belief, and that I am either the property owner or authorized to make this application on the owner's behalf.

John C. Price  
Applicant's Signature

8/27/12  
Date

**FOR OFFICE USE ONLY:**

**ZONING ADMINSTRATOR AND CHAIR REPORT**

**Minor Works Determination:**

The proposed work described in Section 3 of this application, and/or illustrated in drawings or plans attached as part of this application constitute minor works as defined by the Zoning Ordinance.

The proposed work described in Section 3 of this application, and/or illustrated in drawings or plans attached as part of this application do **not** constitute minor works as defined in the Zoning Ordinance. This application for Certificate of Appropriateness is hereby forwarded to the Urbana Historic Preservation Commission for review and determination.

Zoning Administrator (or designee) \_\_\_\_\_ Date

\_\_\_\_\_

**DESIGN REVIEW DETERMINATION FOR MINOR WORKS:**

The minor works described in Section 3 of this application, and/or illustrated in drawings or plans attached as part of this application conform to the review criteria established in the Zoning Ordinance in the manner described.

A certificate of Appropriateness is hereby issued for work described in this application only.

The minor works described in Section 3 of this application, and/or illustrated in drawings or plans attached as part of this application do not conform to the review criteria established in the Zoning Ordinance in the manner described.

A Certificate of Appropriateness is hereby denied. At the request of the applicant, this application may be forwarded to the Historic Preservation Commission for review and consideration.

Zoning Administrator (or designee) \_\_\_\_\_ Date  
\_\_\_\_\_

Commission Chair \_\_\_\_\_ Date  
\_\_\_\_\_

**Exhibit "A"**

**(Please respond to the Criteria a through h, indicated by the underlined text)**

**Review Criteria for Certificate of Appropriateness.**

In making a determination whether to issue or deny a Certificate of Appropriateness, if the proposed activities cannot be considered "minor works" as identified in Table XII-1 and Table XII-2, the Historic Preservation Commission shall consider, among other things, the effect of the proposed alteration, relocation, construction, removal or demolition upon the exterior architectural features and upon the historic value, characteristics and significance of the landmark or of the historic district.

The criteria to be used by the Preservation Commission in making its determination shall include, but not be limited to:

1. The maintenance of the significant original qualities or character of the buildings, structures, sites or objects including, if significant, its appurtenances. The removal or alteration of any historic or distinctive architectural features should be avoided whenever possible.
2. The compatibility of proposed new additions and new construction to the original architecture or the landmark or styles within the historic district shall be evaluated against the following general guidelines:
  - a. *Height*: The height of the proposed building or structure or additions or alterations should be compatible with surrounding buildings or structures.
  - b. *Proportions of structure's front façade*: The proportion between the width and height of the proposed building or structure should be compatible with nearby buildings or structures.
  - c. *Proportions of openings into the facility*: The proportions and relationships between doors and windows should be compatible with existing buildings and structures.
  - d. *Relationship of building masses and spaces*: The relationship of a building or structure to the open space between it and adjoining buildings or structures should be compatible.
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  - g. *Scale of building or structure*: The scale of the building or structure should be compatible with that of surrounding buildings or structures.
  - h. *Directional expression of front elevation*: Street façades should blend in with other buildings and structures with regard to directional expression when adjacent buildings or structures have a dominant horizontal or vertical expression.

### **Exhibit "A" Continued**

**(Please feel free to respond to the Criteria a through j, if they are applicable)**

The Secretary of the Interior's "Standards for Historic Preservation Projects", as revised from time to time, as follows:

- a. Every reasonable effort shall be made to use a property for its originally intended purpose, or to provide a compatible use for a property that requires minimal alteration of the building, structure, site or object and its environment.
- b. The distinguishing historic qualities or character of a building, structure, site or object and its environment shall not be destroyed. The removal or alteration of any historic material or distinctive architectural features should be avoided when possible.

- c. All buildings, structures, sites and objects shall be recognized as products of their own time. Alterations that have no historical basis and which seek to create an earlier appearance shall be discouraged.
- d. Changes that may have taken place in the course of time are evidence of the history and development of a building, structure, site or object and its environment. These changes may have acquired significance in their own right, and this significance shall be recognized and respected.
- e. Distinctive stylistic features or examples of skilled craftsmanship that characterize a building, structure, site or object shall be treated with sensitivity.
- f. Deteriorated architectural features shall be repaired rather than replaced, wherever feasible. In the event replacement is necessary, the new material should match the material being replaced in composition, design, color, texture and other visual qualities. Repair or replacement of missing architectural features should be based on accurate duplications of features, substantiated by historic, physical or pictorial evidence rather than on conjectural designs or the availability of different architectural elements from other buildings, structures, sites or objects.
- g. The surface cleaning of buildings, structures, sites or objects shall be undertaken utilizing the gentlest means possible. Sandblasting and other cleaning methods that may damage the historic building materials shall not be undertaken.
- h. Every reasonable effort shall be made to protect and preserve archeological resources affected by or adjacent to any project.
- i. Contemporary design for alterations and additions to existing properties shall not be discouraged when such alterations and additions do not destroy significant historical, architectural or cultural material and such design is compatible with the size, scale, color, material and character of the property, neighborhood or environment.
- j. Wherever possible, new additions or alterations to buildings or structures shall be done in such manner that if such additions or alterations were to be removed in the future, the essential form and integrity of the building or structure would remain unimpaired.

**PLEASE RETURN THIS FORM ONCE COMPLETED TO:**

City of Urbana  
Community Development Department Services  
Planning Division  
400 South Vine Street, Urbana, IL 61801  
Phone: (217) 384-2440  
Fax: (217) 384-2367



EXTERIOR FEATURES

# entrances + porches



-GUIDELINES-

The Approach

**Exterior Materials**

- [Masonry](#)
- [Wood](#)
- [Architectural Metals](#)

**Exterior Features**

- [Roofs](#)
- [Windows](#)
- [Entrances + Porches](#)
- [Storefronts](#)

**Interior Features**

- [Structural System](#)
- [Spaces/Features/Finishes](#)
- [Mechanical Systems](#)

Site

Setting

**Special Requirements**

- [Energy Efficiency](#)
- [New Additions](#)
- [Accessibility](#)
- [Health + Safety](#)



[Identify](#) [Protect](#) [Repair](#) [Replace](#) [Missing feature](#) [Alterations/Additions](#)

## Identify, Retain and Preserve

**RECOMMENDED**

Identifying, retaining, and preserving entrances and porches--and their functional and decorative features--that are important in defining the overall historic character of the building such as doors, fanlights, sidelights, pilaster, entablatures, columns, balustrades, and stairs.



*Entrances and porches are quite often the focus of historic buildings, particularly on primary elevations, such as this dramatic brick archway on an early 20th century building. Photo: NPS files.*

**NOT RECOMMENDED**

Removing or radically changing entrances and porches which are important in defining the overall historic character of the building so that, as a result, the character is diminished.

Stripping entrances and porches of historic material such as wood, cast iron, terra cotta tile, and brick.

Removing an entrance or porch because the building has been re-oriented to accommodate a new use.

Cutting new entrances on a primary elevation. Altering utilitarian or service entrances so they appear to be formal entrances by adding panelled doors, fanlights, and sidelights.

Altering utilitarian or service entrances so they appear to be formal entrances by adding panelled doors, fanlights, and sidelights.

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## Protect and Maintain

**RECOMMENDED**

Protecting and maintaining the masonry, wood, and architectural metals that comprise entrances and porches through appropriate surface treatments such as cleaning, rust removal, limited paint removal, and re-application of protective coating systems.

**NOT RECOMMENDED**

Failing to provide adequate protection to materials on a cyclical basis so that deterioration of entrances and porches results.

Failing to undertake adequate measures to assure the protection of historic entrances and porches.

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## Repair

### RECOMMENDED

Repairing entrances and porches by reinforcing the historic materials. Repair will also generally include the limited replacement in kind--or with compatible substitute material--of those extensively deteriorated or missing parts of repeated features where there are surviving prototypes such as balustrades, cornices, entablatures, columns, sidelights, and stairs.



*In Rehabilitation, deteriorated features should be repaired, whenever possible, and replaced when the severity of the damage makes it necessary. Here, a two-story porch is seen prior to treatment (before). The floor boards are rotted out and the columns are structurally unsound. Other components are in varying stages of decay. Appropriate work on the historic porch (after) included repairs to the porch rails; and total replacement of the extensively deteriorated columns and floor boards. Some dismantling of the porch was necessary. Photos: NPS files.*

### NOT RECOMMENDED

Replacing an entire entrance or porch when the repair of materials and limited replacement of parts are appropriate.

Using a substitute material for the replacement parts that does not convey the visual appearance of the surviving parts of the entrance and porch or that is physically or chemically incompatible.

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## Replace

### RECOMMENDED

Replacing in kind an entire entrance or porch that is too deteriorated to repair--if the form and detailing are still evident--using the physical evidence as a model to reproduce the feature. If using the same kind of material is not technically or economically feasible, then a compatible substitute material may be considered.

**NOT RECOMMENDED**

Removing an entrance or porch that is unrepairable and not replacing it; or replacing it with a new entrance or porch that does not convey the same visual appearance.

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[top](#)

*The following work is highlighted to indicate that it represents the particularly complex technical or design aspects of Rehabilitation projects and should only be considered after the preservation concerns listed above have been addressed.*

## Design for the Replacement of Missing Historic Features

**RECOMMENDED**

**Designing and constructing a new entrance or porch when the historic entrance or porch is completely missing. It may be a restoration based on historical, pictorial, and physical documentation; or be a new design that is compatible with the historic character building.**

**NOT RECOMMENDED**

Creating a false historical appearance because the replaced entrance or porch is based on insufficient historical, pictorial, and physical documentation.

Introducing a new entrance or porch that is incompatible in size, scale, material, and color.

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[top](#)

*The following work is highlighted to indicate that it represents the particularly complex technical or design aspects of Rehabilitation projects and should only be considered after the preservation concerns listed above have been addressed.*

## Alterations/Additions for the New Use

**RECOMMENDED**

**Designing enclosures for historic porches on secondary elevations when required by the new use in a manner that preserves the historic character of the building. This can include using large sheets of glass and recessing the enclosure wall behind existing scrollwork, posts, and balustrades.**

**Designing and installing additional entrances or porches on secondary elevations when required for the new use in a manner that preserves the historic character of the buildings, i.e., limiting such alteration to non-character-defining elevations.**

**NOT RECOMMENDED**

Enclosing porches in a manner that results in a diminution or loss of historic character by using materials such as wood, stucco, or masonry.



*As part of a rehabilitation project, a late-*





*19th century produce distribution center (top left) with a utilitarian loading dock (top right) was removed and replaced with a monumental entrance featuring massive formal columns (left). The new addition is incompatible with the simple, industrial character of the building. Photos: NPS files.*

Installing secondary service entrances and porches that are incompatible in size and scale with the historic building or obscure, damage, or destroy character-defining features.

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