



Downtown Development Review Overlay Report to the Committee

Report of the Urban Design Administrator

Case No: 16DDRO1011
Classification: Non- Expedited

GENERAL INFORMATION

Property Address: 350 East Market Street

Owner: University of Louisville Real Estate Foundation, Inc.
215 Central Avenue, suite 304
Louisville, KY 40208

Applicant: Matthew Ricketts
NTS Realty Holdings LP
600 North Hurstbourne Pkwy Ste. 300
Louisville, KY 40222

Attorney: Glenn Price
Frost Brown Todd LLC
400 West Market Street, Suite 3200
Louisville, KY 40202
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502-553-9830
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Estimated Cost: not given

DESCRIPTION OF PROPOSED DEVELOPMENT:

The applicant is requesting approval to continue with the development of this site in accordance with the previously reviewed master plan and build an eleven (11) story office tower at the southwest intersection of Market and Preston Streets. This site is the full block site formerly known as the "Nucleus" development and has previously been reviewed at master plan level by the DDRO. One office building and one parking garage has already been developed. This project is a continuation of that master plan. The development is now referred to as the "JD Nichols Campus for Innovation and Entrepreneurship."

The building has a total proposed area of 329,394sf and will accommodate both office and retail tenant space. Office area is anticipated to be approximately 289,650sf and retail area to be approximately 25,550sf. The floor plate ranges from 30,531sf to

29,811sf and will provide panoramic views of the downtown business district. The building will qualify for LEED Certification. The exterior skin will be composed of a glazed curtain wall, metal panels, stone veneer and precast panels, and brick and stone in varying colors.

The project includes some re-configuring and updating of the Market Street streetscape, outdoor dining area, vehicular access, and continuing development of the adjacent plaza and open space to the interior of the development.

North Elevation

The primary façade of the structure will be facing East Market Street. Eleven levels are proposed with a total building height of approximately 267'-4". Materials alternate among glazing panels, metal panels, precast concrete panels, and brick and stone veneers. A storefront window system with retail and dining is proposed at ground floor. The building is setback at the northeast corner of the site to accommodate commercial space, and outdoor dining space is proposed at the corner for a ground floor restaurant use.

A stone column entryway with canopy is a defining feature at the main entry located along East Market Street with valet and pedestrian access. The first four stories of the building create a strong base for the structure with glazing, precast panels and metal panels in alternating colors with strong horizontal and vertical banding. The building façade is inset at the fifth level with a terrace. Level 11 is a double height space with a terrace and roof overhang and accent LED lighting.

East Elevation

The East Elevation faces South Preston Street, where a new 43.42' curb cut is proposed to accommodate truck loading and refuse collection (located inside). Along the East Elevation, the façade has strong vertical and horizontal banding elements; with different materials and colors. A vertical band divides the building and will have accent lighting. The terraces at Level 5 and Level 11 are seen and roof canopy and overhang is shown sloping from 168'-11" to 179'-9".

South Elevation

The South Elevation of building faces the proposed expanded Plaza space and the J.D. Nichols Garage structure. A signature entrance is located for pedestrian access to the plaza space. The four story building base is continued along this elevation with alternating glazing system and horizontal banding above. Tenant signage is shown with a preliminary location along the top east corner of the building.

West Elevation

The West Elevation faces the existing J.D. Nichols Building 1 (formerly known as the "Nucleus" building) with a 65' green space/ plaza in between the two buildings. Pedestrian activity is encouraged at the ground level with a landscaped plaza space and retail.

COMMUNICATIONS WITH APPLICANT; COMPLETE APPLICATION

The application was submitted on June 9, 2016 and was determined to be complete and classified as "Non-Expedited" on July 11, 2016. The applicant's team met with

city officials during that period to discuss changes to the site and development plan. The application is scheduled for a hearing of the Downtown Development Review Overlay Committee at its regularly scheduled meeting on July 20, 2016 at 8:30 a.m. in the Old Jail Building Auditorium located at 514 W. Liberty Street.

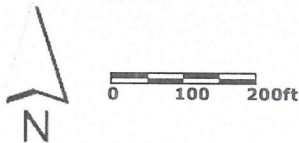
Application was also made for a Category 3 Plan Review on June 9, 2016. Agency review comments were issued on June 29th, and a revised development and site plan is expected from the applicant to address comments from Public Works & Transportation Planning departments. It was determined that these site issues notwithstanding the project was sufficiently complete for review by the DDRO.

FINDINGS AND CONCLUSIONS

The following Principles and Design guidelines are applicable to the proposed exterior alteration: **Principle 1- Site Planning, Principle 2- Building Massing, Principle 3- Building to Context, Principle 4- Building to Pedestrian, Principle 5- Parking, Vehicular Use and Access, Principle 7- Street and Sidewalk Character, and Principle 8 - Signage.**

The report of the Overlay Staff's findings of fact and conclusions with respect to these guidelines is attached to this report. The following additional findings are incorporated in this report:

Site Context/Background



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The site is currently a surface parking lot facing East Market and South Preston Street. Across the site on South Preston Street is a small strip of one story masonry retail buildings. The six story Marriot Residence Inn is located to the north of the site along East Market Street, and further to the west on East Market are a series of three and four story historic buildings with commercial storefront systems. On the south side of East Market Street are a series of newer, low one story concrete block and masonry commercial buildings.

The site on which the proposed building is located is part of a multi-phase development as part of the JD Nichols Campus for Innovation and Entrepreneurship, which has had various Overlay submissions since 2011 for the development formerly known as "Nucleus".

Previously submitted and approved Overlay Permits for this property include:

15363-EWD (March 2, 2011)

Building 1 and associated plaza space

14DDRO1012 (May 28, 2015)

JD Nichols Parking garage and plaza space

Conclusions

The project as proposed is part of a multi-phased process incorporating an existing office building, a parking garage, and public plaza with the proposed building. The proposed building is of the approximate location, scale, and massing as envisioned in the previously reviewed master plan but the design has been developed to be more contemporary in style. The mass of Building 2 has been arranged in a response to its surroundings, and relates strongly with the existing Building 1 while maintaining a more unique contemporary style. The proposed building is well proportioned and has a well-defined base at the pedestrian level that fits well into its context.

RECOMMENDATION

Considering the information furnished Staff finds that the proposal complies with the applicable Principles and Guidelines of the Overlay as well as the previous master plan approval for the development and recommends **approval** for an Overlay Permit with the following conditions:

1. **Signage shall be submitted to Staff for review and approval prior to installation.**
2. **Any building lighting should conform to Guideline BP8 and be submitted to the Staff prior to installation for review and approval.**
3. **Details of awnings and canopies and associated features at storefronts to be submitted to the Staff prior to installation for review and approval.**
4. **No Public Art is proposed at this time but opportunities exist for future installations. Such items should conform to Principle 9 – Public Art.**
5. **Applicant to coordinate details of site plan, pedestrian and vehicular access points, and other streetscape elements with Public Works and Transportation Planning departments as well as Overlay staff for**

compliance with applicable standards, streetscape plans, and Overlay guidelines.

7.19.2016
Date

Burcum Keeton
Burcum Keeton
Architectural Projects Coordinator

7.19.2016
Date

David R. Marchal, AIA
David R. Marchal, AIA
Urban Design Administrator

Principle 1-Site Planning

Design Guideline Checklist

Objective

Each downtown site lies with a specific neighborhood, Adjacent to specific traffic corridors and intersections, And may be adjacent to areas of different intensity of Development; may be near public open spaces; may be near historic and/or significant structures; and may contain historic and/or significant structures. These basic issues should be evaluated for the project site and considered at the earliest stages of concept development.

+ Meets Guidelines

- Does Not Meet Guidelines

+/- Meets Guidelines with Conditions as Noted

NA Not Applicable

NSI Not Sufficient Information

	Guideline	Finding	Comment
SP1	Building placement and orientation. It is intended that Downtown develop as an urban environment with a consistent, animated street wall which defines a physical area that is friendly, active, and safe for the public. Generally speaking new construction should build to the front property line and extend the width of the property. Corner properties should be built to both frontages. Properties with 3 or more frontages should give consideration to the relative character of the frontages and focus development accordingly-primary consideration should be given to orientation toward major thoroughfares.	+/-	Building is built to Market and Preston Street frontages but set back at corner to accommodate outdoor seating/ amenity space.
SP2	Public space. Setbacks from the property line may be considered provided the setback area is developed as a Public Open Space and amenity or as a location for exterior activity related to ground floor usage of the buildings, such as outdoor dining or retail. Consideration should be given for providing Public Open Space on sites that align with other significant urban elements such as open spaces or vistas, significant neighboring structures or public institutions, axis or terminus or the street grid.	+	Setback is for outdoor dining related to ground floor usage. May also be open to the public.
SP3	Preservation of Existing Structures. Existing structures that are identified locally or nationally as having significant historic character should be retained and incorporated into new development. Modifications to	NA	There are no existing structures at this location

	<p>these structures shall be in accordance with the latest edition of the Secretary of the Interior's Standards for Rehabilitation. No application to demolish these structures shall be approved unless the applicant is able to demonstrate that: a) rehabilitation of the structure or its replacement will have a greater positive impact on the economic vitality of the district than preserving the existing structure and that the construction of the new structure would not be possible or economically feasible without the demolition of the existing structure; or b) that the applicant cannot obtain a reasonable economic return from the property or structure unless the existing structure is demolished. Development with the West Main Street local preservation district shall be reviewed by the Historic Landmarks and Preservation Districts Commission.</p>		
SP4	<p>Site Access. Careful consideration should be given to vehicular site access, on-site circulation, parking, and sufficient access for storage and collection of waste and recycled materials to minimize impacts to the street wall, pedestrian environment, and the streetscape. Consideration should also be given for other types of access such as pedestrian, public transit, and bicycle.</p>	+	<p>The project proposes a drop of at the main entrance so consideration must be given to proper coordination with sidewalk and pedestrian movement. The utility access is on the secondary frontage and minimized . Parking will be provided in existing garage on campus. Applicant is coordinating final site plan and access with Public Works and Transportation Planning departments</p>

Principle 2-Building Massing

Design Guideline Checklist

Objective

Develop an architectural concept and compose the major building elements and massing to reinforce desirable urban features in the surrounding area and district.

Compose the massing of the building to create transition to the height, bulk, and scale of development in nearby less intensive zones.

- + Meets Guidelines
- Does Not Meet Guidelines
- +/- Meets Guidelines with Conditions as Noted
- NA Not Applicable
- NSI Not Sufficient Information

	Guideline	Finding	Comment
BM1	Arrange the mass of the building in response to the following as applicable: a) Distinct and noteworthy characteristics of the district/neighborhood: b) Adjacent landmark or noteworthy building: c) major public entity or institution nearby: d) neighboring buildings that have employed distinctive and effective massing compositions: e) Public views and vistas: f) Potentially negative micro-climate issues such as extensive shadows and urban wind effect.	+	The context is varied in mass and scale of buildings. Project most directly relates to urban scale of buildings across Market, and other buildings on campus.
BM2	Compose the massing of the building to relate strongly to nearby buildings and create a transition to the height, bulk, and scale of development in nearby less-intensive zones. Buildings on zone edges should be developed in a manner that creates a step in perceived height, bulk, and scale between the development potential of the adjacent zones. Factors to consider in analyzing potential height, bulk, and scale impacts include: a) distance from a less intensive district edge: b) differences in development standards between abutting neighborhood: c) type and amount of separation between districts, i.e. property line, alley or, street.	+	Building is sympathetic and complementary in design and materials to surrounding structures; relates strongly to buildings across Market, JD Nichols Building 1 and parking structure. The 1 story commercial building context across Preston is less defined as a zone or context edge,
BM3	Design a well proportioned and unified building. Compose the massing and organize the interior and exterior spaces to create a well-proportioned building that exhibits a coherent architectural concept. Design the architectural elements and finish details to create a unified building, so that all components appear integral to the whole.	+	
BM4	The building composition should include a well-defined base at the pedestrian level that fits well into its context. As a general minimum the base should be 2 to 3 stories.	+	Strong 4 story base element
BM5	To allow adequate light and air to reach the street level, high rise buildings (over 14 stories) should generally: a)	NA	

	be located about 100 feet from other high-rise buildings within the same block: b) have upper stories which are progressively narrower; the higher the story, the narrower.		
BM6	Rooftops should not look cluttered from any pedestrian vantage point. All mechanical or utility equipment should be well-integrated into the overall design.	+	

Principle 3-Building to Context

Design Guideline Checklist

Objective

A certain amount of architectural diversity is expected in any downtown. However, buildings should be "good neighbors" by relating well to the common patterns of windows, entrances, cornice lines and column spacings around them and reinforcing the overall character of their immediate surroundings. Develop an architectural concept and compose the major building elements to reinforce desirable urban features in the surrounding context and district.

- + Meets Guidelines
- Does Not Meet Guidelines
- +/- Meets Guidelines with Conditions as Noted
- NA Not Applicable
- NSI Not Sufficient Information

	Guideline	Finding	Comment
BC1	Be compatible with the general character of nearby buildings in terms of façade organization, materials, finishes, scale of detail, and respecting established horizontal and vertical elements and spacing in the nearby context such as cornice lines and pier/column spacing.	+	Strong vertical and horizontal elements presented
BC2	Reinforce the character of nearby buildings having historic or architectural significance by developing designs that respect established cornice lines, horizontal and vertical façade organization, and massing of historic buildings in context.	+	Similar to Building 1, there is a strong 4 story "base" which relates well to historic buildings across Market and in the district
BC3	Follow the rehabilitation standards in the latest edition of the Secretary of the Interior's Standards for Rehabilitation whenever historic or architecturally significant structures are to be altered, expanded, or when new construction is to occur adjacent to such structures.	NA	

Principle 4-Building to Pedestrian

Design Guideline Checklist

Objective

People should have strong visual connections to buildings as a strong building-to-pedestrian relationship helps make downtown feel more inviting and active 24 hours a day. Therefore develop the street level of the building's exterior to create safe, inviting, and active environments and spaces to engage pedestrians. These environments are defined by the used that occur within them, physical space for them to occur, and articulation of the physical surroundings.

- + Meets Guidelines
- Does Not Meet Guidelines
- +/- Meets Guidelines with Conditions as Noted
- NA Not Applicable
- NSI Not Sufficient Information

	Guideline	Finding	Comment
BP1	Where sidewalk width is limited consider setting portions of the building back slightly to create spaces conducive to pedestrian-oriented activities.	NA	There is ample room for sidewalk on Market and Preston, will be maintained
BP2	Articulate the building façade to provide an engaging pedestrian experience with design elements such as open shop-fronts or arcades, multiple entries, merchandising and display windows, street front open space with artwork or furniture, awnings, signage, and light fixtures. In some instances raised landscaped beds may be appropriate. As a general rule 50 percent of the wall surface at the sidewalk level should be transparent, utilizing glazing that is not highly tinted or reflective.	+	Façade articulated with design elements including retail windows, lighting, and materials
BP3	Utilize building materials characteristic of the area having texture, color, pattern, and a higher quality of detailing.	+	Traditional materials as well as more contemporary materials and design
BP4	Variations on the façade plane such as inset entries, building piers, and other details can assist in providing relief to long expanses of building wall.	+	Façade plane has multiple areas of variation, including terrace levels and differentiation of materials and horizontal façade plane
BP5	Building entries should be clearly identifiable and visible from the street. Principle building entrances should face the street. Entrances should be inviting and easily accessible. They should have a high level of articulation and be well-lit. Canopies or awnings provide protection from the weather.	+	Building entries are signature elements along Market street frontage
BP6	Changes in sidewalk material aid in defining exterior spaces and entryways.	NSI	Applicant is coordinating site plan and access with Public Works and Transportation Planning departments. Applicant is also working to include

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			and acknowledge known aspects of Market Street streetscape improvement plans
BP7	Develop alley facing facades at least one bay into the alley to eliminate harsh contrasts in the street wall. Provide adequate lighting and signage for quick orientation by motorists and safety for pedestrians.	NA	All facades of building are fully developed
BP8	Exterior lighting should be designed to be visually integrated into the exterior design of the building. Lighting should be designed to provide illumination that creates a greater sense of activity, security and interest to the pedestrian.	NSI	Final lighting and signage plan not provided at this time

Principle 5-Parking, Vehicular Use and Access

Design Guideline Checklist

Objective

Parking garages, surface parking, and vehicular use areas should have the same qualities and characteristics as any other downtown developments. They should relate strongly to their context, reinforce the urban streetwall, and be designed to promote comfort and safety for pedestrians.

- + Meets Guidelines
- Does Not Meet Guidelines
- +/- Meets Guidelines with Conditions as Noted
- NA Not Applicable
- NSI Not Sufficient Information

	Guideline	Finding	Comment
P1	Parking garages. A parking garage visible from the street should be integrated into its surroundings and provide active and inviting street level appearance. The garage should: a) follow all Principles and Guidelines for building and site design: b) minimize the use of ramped floors visible from the street: c) openings and entrances should be in scale with people. Parking garage entries shall be minimized in size but fully articulated as an opening in the structure. Pedestrian entrances should also be fully articulated. d) screen parked cars from pedestrian view.	NA	Garage is existing
P2	Surface parking lots and vehicle use areas. Generally speaking, development of downtown sites solely as surface parking lots or vehicle use areas is discouraged due to their negative impact on the street wall, streetscape, and pedestrian-friendly character of downtown. Specifically, demolition of buildings for development of new surface parking lots is discouraged. Surface parking and vehicle use areas elsewhere, when deemed appropriate, should adhere to the following: a) surface parking and vehicle use areas should not create gaps along the street and sidewalk. <i>They should be fully screened from pedestrian view through a combination of solid building like elements such as colonnades, decorative fencing, and dense decorative landscaping intended to continue the street wall.</i> Dense landscaping intended for screening should be 3' high at time of planting and maintained visibility and safety. The screening may be also an opportunity for Public Art.; b) <i>Provide adequate interior landscaping, especially shade trees.</i> ; c) When associated with a principal structure on the same site, surface parking, loading, and waste/recycling storage and collection areas shall be located fully behind the principal structure on the site.	NA	None proposed

<p>P3</p>	<p>Vehicular access and design: a) curb cuts and vehicular access shall be designed in conformance with the Access Management Standards and Design manual within the Land Development Code and appropriate Metro agencies: b) vehicular access should be designed to minimize conflicts between cars and pedestrians: c) access from the alley shall be utilized to the fullest extent possible, where the alley is unimproved or of insufficient width or length for the new development it shall be improved as part of the project for viable use: d) existing curb cuts that are not proposed to be re-used should be removed and replaced with walk and curb compatible with the current standard design for that location: e) existing curb cuts to be re-used should be minimized in width and number to the fullest extent possible: f) driveways should be located to be shared with adjacent properties whenever possible: g) driveways and vehicular entrances should not occur in dominant locations on the site: h) provide adequate directional information for motorists</p>	<p>NSI</p>	<p>The project proposes a drop of at the main entrance on Market so consideration must be given to proper coordination with sidewalk and pedestrian movement. The utility access is on the secondary frontage and minimized . Parking will be provided in existing garage on campus. Applicant is coordinating final site plan and access with Public Works and Transportation Planning departments</p>
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Principle 7-Street and Sidewalk Character

Design Guideline Checklist

Objective

Downtown streets and sidewalks should be safe and attractive for both cars and pedestrians. Getting from one place to another should be a pleasant, comfortable, and rewarding downtown experience.

- + Meets Guidelines
- Does Not Meet Guidelines
- +/- Meets Guidelines with Conditions as Noted
- NA Not Applicable
- NSI Not Sufficient Information

	Guideline	Finding	Comment
S1	Developments involving new construction and or modifications to existing curb and sidewalk along the frontage(s) of the site should include improvements to the streetscape including sidewalk and curb in accordance with the current standards for that street and the Street and Road Side Design Standards of the Land Development Code.	NSI	Applicant is coordinating site plan and access with Public Works and Transportation Planning departments. Applicant is also working to include and acknowledge known aspects of Market Street streetscape improvement plans
S2	Street furnishings. Street furnishings including but not limited to benches, news racks, bicycle racks, and trash containers shall conform to the standards established by the Downtown Streetscape Manual.	NSI	(See comments S1)
S3	Lighting-Street lighting for public streets shall conform to the standards established by the Downtown streetscape Manual. On-site lighting should also be compatible with street lighting standards.	NSI	(See comments S1)
S4	For the sake of visual continuity trees shall be planted in the right-of-way every 25' to 35' along the curb line in order to create a continuous canopy. Tree species and caliper and planting area shall conform to the standards established by the Downtown Streetscape Manual. A mix of ornamental and shade trees should be planted outside the right-of-way for both shade and visual variety.	NSI	(See comments S1)
S5	Pedways. The pedestrian environment is substantially impacted by the actual number of pedestrians engaging in activity on the street level. Generally speaking, the more pedestrians engaging in activity at street level the more the streetscape environment feels active, inviting and safe. Overhead pedestrian walkways (pedways) have real potential to negatively impact the street level environment by removing pedestrians from it. Overhead pedestrian structures therefore are generally discouraged.	NA	

Principle 8-Signage

Design Guideline Checklist

Objective

Design signage appropriate for the scale and character of the Project and the immediate context. Signs should be oriented to pedestrians and /or persons in vehicles on streets in the immediate vicinity. All signs shall be sensitive to their surroundings, and their designs shall be mindful of color, intensity, technology and illumination so as to be compatible with the adjacent context. Signage that consists of changing image or video display technology is by nature very dynamic thereby requiring special design and implementation considerations regarding its impact upon the adjacent environment.

- + Meets Guidelines
- Does Not Meet Guidelines
- +/- Meets Guidelines with Conditions as Noted
- NA Not Applicable
- NSI Not Sufficient Information

	Guideline	Finding	Comment
S1	Signage should add visual interest at street level without being overwhelming and should not be out of character with the design and scale of existing surrounding signage.	+/-NSI	Signage is indicated on the submittal in a conceptual way that aligns with the applicable guidelines, but as signage is finalized it will need to be reviewed for final compliance with guidelines
S2	Signage should be organized to increase legibility and communication while reducing visual clutter.	+/-NSI	
S3	All signs shall be constructed and placed so as to not obstruct sight lines for persons using streets, pedestrian rights-of way and drives.	+/-NSI	
S4	Signage should be designed and attached to the building in a way that is complementary to the style of the building and its unique design features. Signage placement shall not obscure architectural details and shall be well-integrated into the overall design of a building's façade.	+/-NSI	
S5	Back-lit or internally illuminated signage shall have opaque, non-illuminated face panels. Only the individual letters and/or logos should be illuminated.	NSI	
S6	Signage that utilizes LED, video or other moving image digital technology is limited to Entertainment Attractions*. When permitted , such signs: <ul style="list-style-type: none"> a. Shall promote only site specific activities, events, sponsors, or businesses. b. If located and displayed behind storefront windows, such signs shall not occupy more than 25% of the storefront window area. c. Signs shall be designed to minimize the impact to residential properties. d. Shall come equipped with automatic dimming technology and a photocell which automatically adjusts the sign's brightness to no more than 0.2 foot candles above 	NSI	

	ambient light conditions. e. Signage should be carefully designed to minimize driver impact and pedestrian distraction.		
S7	No more than one changing image or video display sign shall be permitted on a property.	NSI	
S8	The use of sound is prohibited.	NSI	
S9	Rooftop signage is not allowed. Signage attached to the upper portions of a building may be considered provided it is complementary to the design and style of the building.	NA	
S10	Freestanding signage shall be limited to portable sidewalk signage or monument style directory signage associated with a public plaza in front of a building. The public plaza shall fully conform to Principle 6-Open space. Free standing pole-mounted signage is not allowed.	NA	
S11	Projecting Signs: Buildings on lots which do not contain any permanent, freestanding, on-premises signs (other than incidental signs may not have more than one sign per business which projects perpendicular from the facade of the building. Projecting signs shall not project more than 8'-0" from the building's façade and must not extend below 9'-0" above the ground or sidewalk. The area of a projecting sign shall be part of the total allowable signage allowed on any one façade of the building as listed in the Land Development Code.	NSI	
S12	Projecting Banner Signs that utilize a fabric material background shall not project more than 25" from the face of the building and not exceed a total area of 24 s.f. per side of the sign. The area of a projecting banner sign shall be part of the total allowable signage allowed on any one façade of a building as listed in the Land Development Code.	NSI	
S13	Exposed conduit, electrical transformer boxes, and electrical raceways should be concealed from public view, or painted to blend in with the background of the building.	NSI	
S14	Existing signage that does not conform to the current codes is encouraged to be removed or modified to conform to current requirements of the Land Development Code. Non-conforming signage that has been abandoned for a period exceeding 1 year shall be removed. Existing signage that is historic or possesses a character unique to downtown may be allowed to remain.	NA	
S15	Outdoor advertising signs (billboards) are discouraged, but where permitted by zoning regulations should: a. Not block any views or vistas nor create a cluttered appearance. b. Be integrated into the design of a building or project. c. Relate strongly to the character of the district.	NA	

