

APPENDIX C – BUSINESS INCENTIVE PROJECT

East Lawrence Neighborhood Revitalization Plan

seed capital pools as a source of early stage financing for small businesses. Businesses demonstrating strong growth potential but lacking the financial strength to obtain conventional financing are the most likely candidates for risk capital funding. The Business Development Division has in operation and continues to develop a network of venture capital resources to assist qualified small businesses in locating potential sources of venture capital financing.

Certified Development Companies (CDCs). A network of Certified Development Companies throughout the state provides financial packaging services to businesses, utilizing state, Small Business Administration, and private financial sources. Although the SBA certified these organizations to package loans for the SBA 504 program, most CDCs are familiar with available financing sources and have experience utilizing a variety and mix of financing tools. The state provides supplemental funding to these organizations in recognition of the service they provide. Wakarusa Valley Development, Inc., Debi Moore, 734 Vermont, Suite 101, Lawrence, KS 66044; 785-865-4425.

Kansas Business First. The Business Development Division is involved in a cooperative effort with the Kansas Center for Community Economic Development to develop a community-based business retention and expansion program. Drawing from the existing KDOC&H business retention and expansion instrument, this new survey software program will assist communities of any size in establishing a customized local retention and expansion program.

Offered to Kansas Communities and counties who wish to sustain existing industry, support its modernization and competitiveness, foster its expansion and provide an environment that encourages new industry creation and recruitment. The Department works with community leaders and volunteers to conduct on-site surveys of local businesses. The information gathered is then analyzed and the results are used to solve immediate short-term problems, as well as to develop long-term local retention and expansion strategies.

Kansas Industrial Training Program provides training assistance primarily to manufacturing, distribution and regional or national service firms in the process of adding five or more new jobs to a new or existing Kansas facility. KIT will pay the negotiated cost of pre-employment, on-the-job and classroom training expenses that include instructor salaries, travel expenses, minor equipment, training aids, supplies and materials, and curriculum planning and development.

Investments in Major Projects and Comprehensive Training (IMPACT) is a funding mechanism designed to respond to the training and capital requirements of major business expansions and locations in the state. IMPACT has two major components: SKILL (State of Kansas Investments in Lifelong Learning); and MPI (Major Project Investment). SKILL funds may be used to pay for expenses related to training a new work force. MPI funds may be used for other expenses related to the project such as the purchase or relocation of equipment, labor recruitment, or building costs. To be eligible for MPI, an employer must spend more than 2% of payroll on work force training or utilize funds from SKILL for employee education and training. While there is no statutory limit on the percentage of an individual project's IMPACT funds that may be utilized for MPI, these investment funds are limited to 10% of the total funding available under the IMPACT program. IMPACT costs are financed through tax exempt, public purpose bonds issued by the Kansas Development Finance Authority. These bonds are retired through the revenue received from statewide employer withholding taxes. Individual bond size may not exceed 90% of the withholding taxes received from the new jobs over a 10-year period. The maximum amount of assistance for which a company qualifies is directly tied to the number of new jobs created and taxable wages of those jobs over 10 years. If the company is unable to create jobs in sufficient numbers to generate withholding tax revenue according to its annual projections, the business may be required to repay a portion of the funds on a shared basis with the state. If the company leaves the state before the bonds are retired, the full cost must be repaid, less any withholding tax contributions collected prior to the company's departure.

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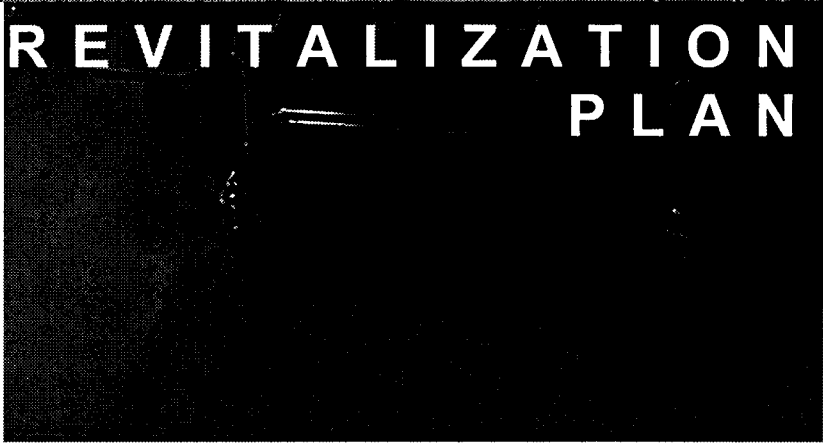
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Training Equipment Grants provide area technical schools and community colleges an opportunity to acquire instructional equipment to train or re-train Kansas workers. The Kansas Department of Commerce & Housing distributes the grants on a competitive basis. Awards are based on the condition of existing equipment and the potential for stimulating economic growth and enhancing employment opportunities within the state. The grants require a local match and are designed to develop partnerships between the educational institutions and businesses throughout the state. The goal of the Training Equipment Grant program is to respond to the changing technical skill needs of the Kansas work force.

Kansas Job Training Partnership Act (JTPA) is the federally funded work force training program administered by the Kansas Department of Human Resources. JTPA is primarily targeted toward economically disadvantaged workers, dislocated workers, and workers facing sever barriers to employment. Local Private Industry Councils (PIC) certify the eligibility of potential trainees, but your company retains full control over the interviewing and hiring process. JTPA funds may be used to pay for skill training either in the classroom or in the work place. JTPA can reimburse you up to 50% of the employee's wages during training. JTPA may be used together with the KIT or IMPACT programs.



EAST LAWRENCE
NEIGHBORHOOD



REVITALIZATION
PLAN

APPENDIX D

DESIGN GUIDELINES STUDY

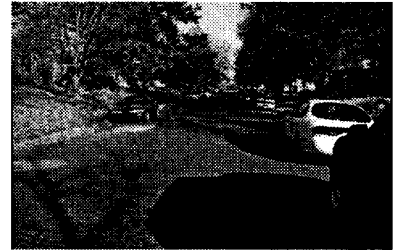
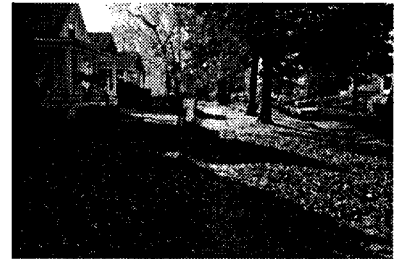
The desire to establish design guidelines to protect and enhance neighborhood character arose during the determination and prioritization of goals and action strategies. The purpose of design guidelines is to protect the character defining qualities of a given area. Design guidelines are a set of uniform criteria that are used to evaluate the appropriateness of proposed changes to existing buildings and new construction in a defined area or "district." Design guidelines are a part of a longstanding tradition in American land use law, which balances the welfare of the general public and the interests of individual property owners. They are not intended to prevent property owners from making changes to their property or from erecting new buildings. Instead, they are intended to ensure that those changes enhance and maintain the architectural qualities that make an area unique.

The right to influence visual quality through design guidelines is established by local ordinance. Participants in the East Lawrence planning process favored a strategy that utilizes two different levels of protection – conservation districts and historic districts -- as tools to protect the diverse character of their neighborhood. The City of Lawrence currently has an ordinance, *Conservation of Historic Resources Code (Chapter 22)*, which establishes the process for designation of the East Lawrence Neighborhood as a historic district. Although portions of the East Lawrence Neighborhood would qualify for listing as a historic district on the local, state or National Registers, sufficient neighborhood support for listing was not found at this time.

Given the desire of the East Lawrence Neighborhood to establish design guidelines to protect and enhance the neighborhood character and the lack of support of historic district designation, the development a conservation district with associated design guidelines is the best approach to achieve the goals outlined in this plan.

GOALS AND GENERAL ISSUES ADDRESSED BY THE ESTABLISHMENT OF DESIGN GUIDELINES

The planning process initially identified the need to establish design guidelines to protect neighborhood character as one strategy to achieve the goal: "Preserve/Conserve Existing Physical Neighborhood Landmarks." In addition, a variety of strategies identified in the workshops and surveys for achieving other goals can be either partially or fully implemented through the implementation of design guidelines. These issues coupled with the overwhelming support from the East Lawrence Neighborhood Revitalization Plan participants for design guidelines with an adequate degree of specificity to address the variety of architecture and streetscapes found in East Lawrence, led to treat the creation of design guidelines as an additional "Goal."



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In addition to addressing the Goal of “Preserve/Conserve Existing Physical neighborhood Landmarks,” design guidelines address the following goals:

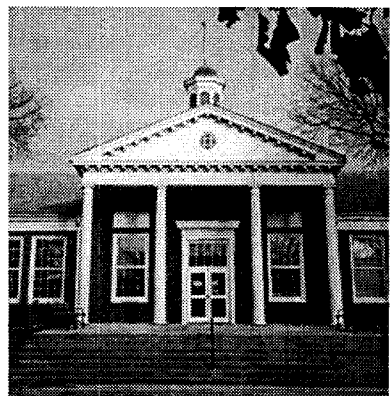
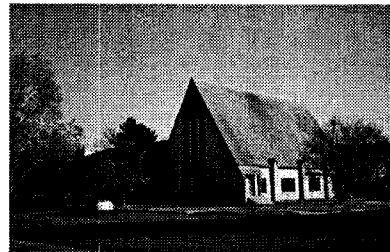
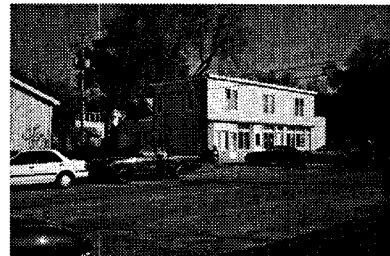
- Goal 1: Encourage effective code enforcement, maintain appropriate land use and zoning and develop a true sensitivity to housing issues.
- Develop special zoning for East Lawrence neighborhood that will respect the original smaller lots and historic architectural styles.
 - Pass measures that discourage demolition of historic buildings by neglect.
- Goal 3: Protect and enhance neighborhood greenspace, streetscapes and other physical assets.
- Guidelines for restoration and maintenance of limestone curbs and hitching posts
 - Develop guidelines for the restoration and maintenance guidelines for brick streets.
- Goal 5: Enhance pedestrian and automobile safety. Clearly demarcate commercial truck routes.
- Identify streets and sidewalks to be restored to brick.
- Goal 6: Protect and strengthen the viability of neighborhood businesses.
- Revise Standards – Current City standards do not reflect the existing character of East Lawrence. The development standards should be tailored to the neighborhood.

In response to these goals and implementations strategies, survey respondents in the planning process identified the following general issues that should be addressed in both Conservation and Historic district guidelines:

Conservation and Historic district overlay zoning should be enacted only when 60% of the property owners and owners of 60% of the square footage in the proposed district petition the city for designation.

Generally, design guidelines should address rehabilitation/maintenance, new construction/demolition, and streetscape/signage.

Design Guidelines should be comprehensive enough to avoid the need for variances addressing where appropriate, lot size, alleys, streetscapes, older buildings, historically significant buildings, alterations, additions, new construction and demolition.



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Design review ordinances should include review of changes to city-owned property including structures and buildings, sidewalks, streets, and landscape elements.

Design review ordinances should include review of city initiated programs and/or projects receiving city incentives for impact on historic properties and streetscapes and mitigation of adverse impacts.

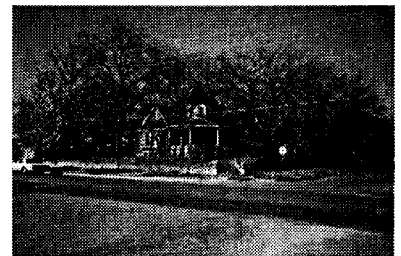
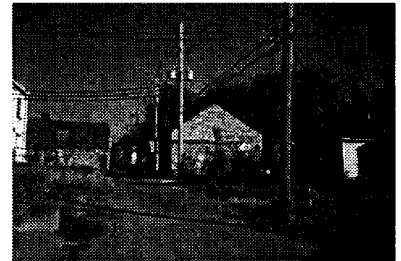
Design Guidelines should **not** address color and landscaping.

Design guidelines should reflect the specific needs and appearance of an identifiable area.

In general, design review ordinances should discourage demolition unless it will have a minimal impact on the historic, architectural, cultural and/or economic character of the neighborhood.

Design review ordinances should discourage “demolition by neglect” by possibly placing a moratorium on issuing a building permit when a property has not been maintained to city code prior to demolition.

Ordinances establishing design guidelines should recognize and establish a criteria for economic hardship.

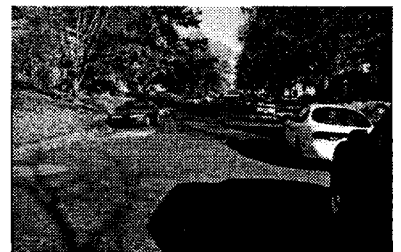
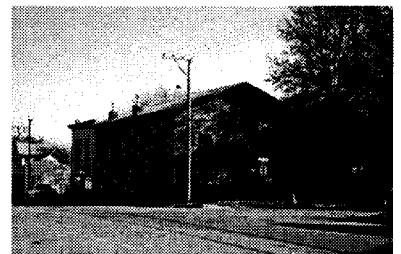


IMPLEMENTATION STRATEGY

The ability to create a local conservation district in East Lawrence as outlined in this plan will require amending the city zoning ordinance and possibly the historic preservation ordinance. Currently the city has an ordinance relating to the creation of and design review in historic districts, *Conservation of Historic Resources Code (Chapter 22)*. The city ordinances do not currently provide for the creation of conservation districts and their management. Furthermore, the type of neighborhood input plan participants desire is different from the existing design review processes.

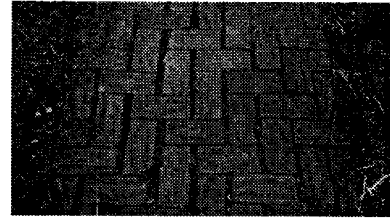
Through the initiation of a cultural resource survey of East Lawrence, the City has taken the first step in developing conservation and historic districts in East Lawrence by identifying historic contexts and significant properties. The next step is to identifying boundaries for a potential conservation district and being securing property owner support in the identified area. The East Lawrence Neighborhood Association will need to take an active role in the education of property owners and tenants.

One tool the East Lawrence Neighborhood Association should use to educate property owners and tenants is the “Block Party” concept. A “Block Party” is an informal meeting hosted by a



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resident, business owner, or property owner of a particular block during which other property owners and tenants on that block are introduced to the concept of a conservation district, presented with design guideline issues and allowed to ask questions about the review process. This informal "Block Party" allows individuals to ask questions and will give the Neighborhood Association an indication of how many property owners are willing to support the development of a conservation district.



If there is adequate neighborhood support, the next step is to amend the zoning and other relevant ordinances to allow for the creation of conservation overlay zoning. After new/amended enabling ordinances are in place, property owners could then petition the city to create a conservation district with provisions that meet the minimal standards set forth in the city ordinances for these types of designations.



Additional guidelines tailored to the design issues of a proposed East Lawrence Neighborhood Conservation District would need to be developed as part of the petition process. Proposed criteria for designation of conservation districts, design issues that should be addressed in design guidelines, and recommendations on ordinance revisions have been outlined in the following section.



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Criteria for Designation of Conservation Districts

Conservation Districts should meet at least one of the following criteria:

Contain a majority of buildings that are at least 50 years in age and retain architectural and historical characteristics that are worthy of conservation, but which have less historical, architectural and/or cultural significance and architectural integrity than those found in a Historic District; or,

Have recognized neighborhood identity and character by virtue that they possess distinctive, unifying elements of either exterior features and/or environmental characteristics, and moderate to good architectural integrity and thus, visually communicate identifiable settings, character, and/or associations; or,

Have a visual and physical relationship to an identifiable historic area/district where preservation of this relationship is determined to be critical to the protection of said historic area; or,

Have the potential to be upgraded to a historic district if physical and architectural integrity issues are successfully addressed.



Design Guidelines for Conservation Districts

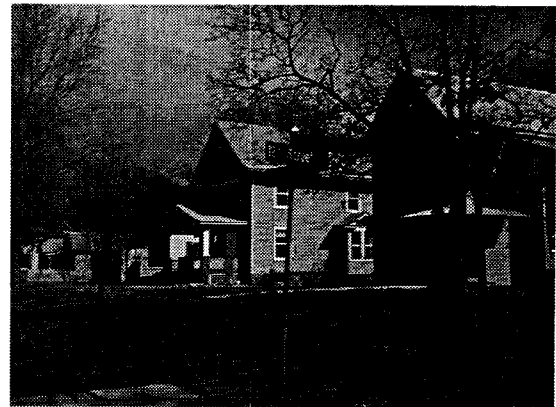
Height - The height of any proposed addition or new infill construction should be compatible with the styles and character of the surrounding structures in the Conservation District.



The addition on the right is inappropriate because the height of the addition does not reflect the pattern of the original stone structure.



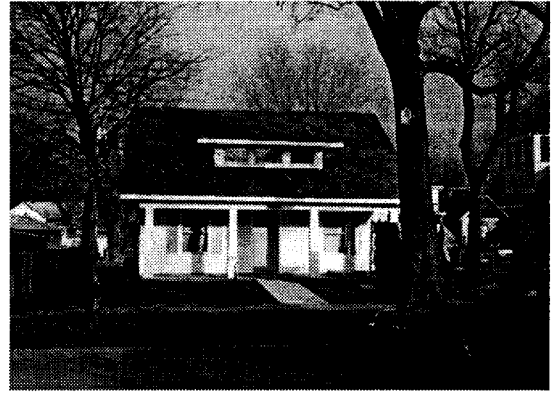
The addition on the left and rear is an appropriate response to the existing structure's height by matching the roof line.



The new infill house on the far right is an appropriate response to the height of the surrounding structures.

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Scale – The scale of the building/structure after alteration, construction, or partial demolition should be compatible with its architectural style and character and with surrounding structures in the Conservation District.



The addition on the right is inappropriate because scale of the addition does not respond to that of the original stone structure.

The new infill dwelling is an appropriate response to the “Scale” of the surrounding structures.



The scale of the structure on the right is too large in relationship to the adjacent structure seen in the background . Therefore it is an inappropriate response to the surrounding structures.

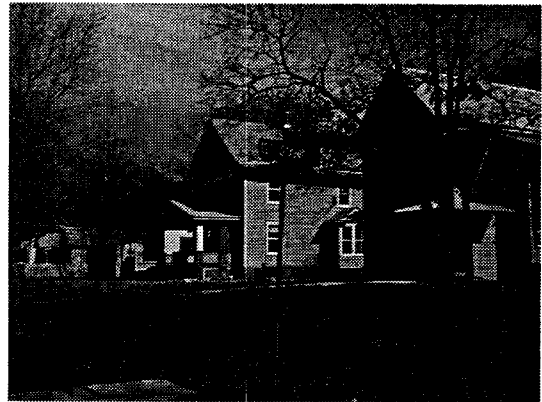


These structures are appropriate examples of scale and show the relationship between two different architectural styles.

Relationship of Building Masses and Spaces - The setback and relationship of a structure within a district to the open space between it and adjoining structures should be compatible in the Conservation District.



The structure on the left is an inappropriate response to "*Building Masses and Spaces*" because it is significantly setback further from the street than adjoining structures.



The new infill dwelling on the far right is an appropriate response to the mass and space by maintaining proper setback from the street.



While maintaining appropriate scale and massing, the structure on the left is an inappropriate response to "*Building Masses and Spaces*" because it is setback further from the street than adjoining structures.



The older commercial structures have a zero setback from the property line, which is typical and appropriate.



These structures maintain an appropriate setback from the street.

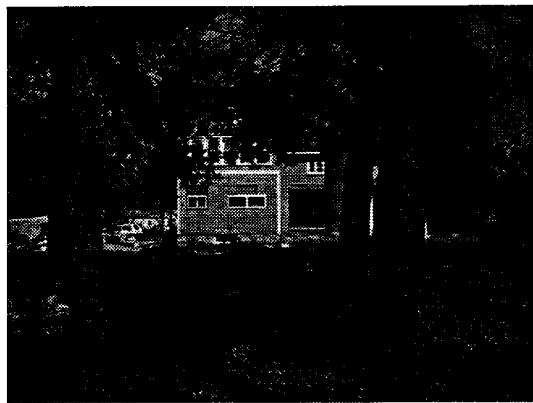
Proportions of Windows and Doors - The proportions and relationships between doors and windows should be compatible with the architectural style and character of the surrounding structures in the Conservation District.



The lack of proper proportioned windows and doors on the front of this structure is an inappropriate response to character of the surrounding structures.



These structures are good examples of appropriate windows and doors because of their vertical proportions.

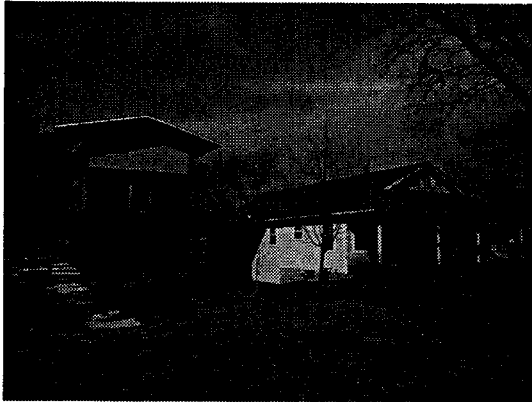


The new horizontal windows are an inappropriate response to the character of the existing house and surrounding structures.

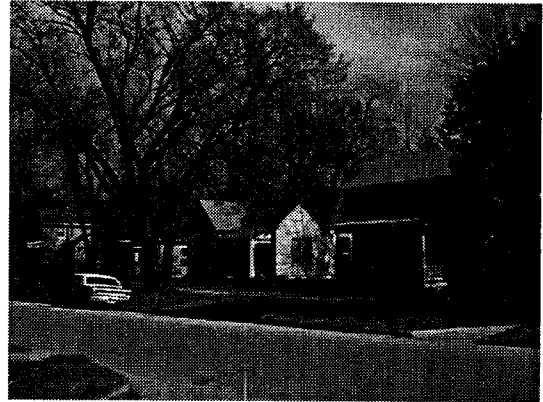


This new infill dwelling uses vertical windows that are appropriate in proportion to the surrounding structures.

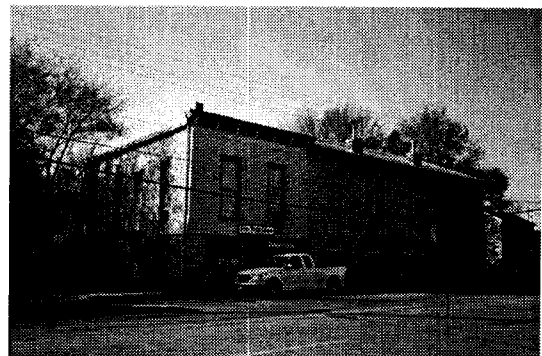
Roof Shape - The design of the roof should be compatible with the architectural style and character of the existing building and/or with surrounding structures in the Conservation District.



Both of these structures are inappropriate response to "Roof Shape" because the roof pitch is too flat.

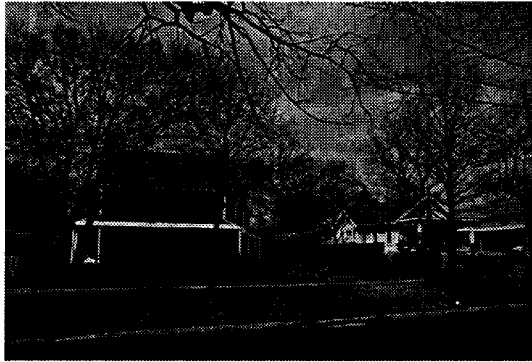


A variety of roof forms can be found in the East Lawrence Neighborhood. Steep pitched roofs, such as those found on these older structures, are more compatible than shallow pitched roofs.

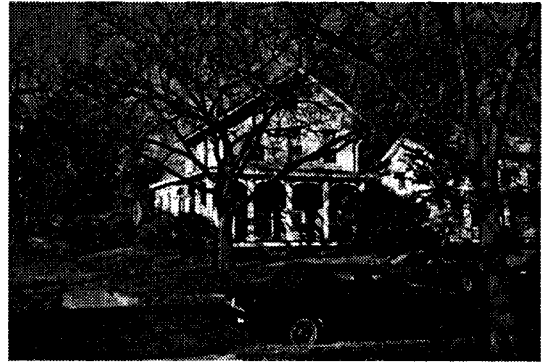


Many of the older commercial structures have flat roofs with a parapet along the perimeter. New business structures should respect these roof patterns.

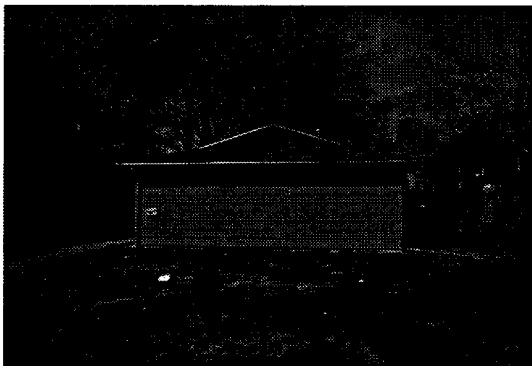
Directional Expression – Building Facades in the designated conservation should blend with other structures with regard to directional expression. (Structures in a district should be compatible with the dominant horizontal or vertical pattern of surrounding structures.) The directional expression of a building in a district after alteration, construction, or partial demolition should be compatible with its original architectural style.



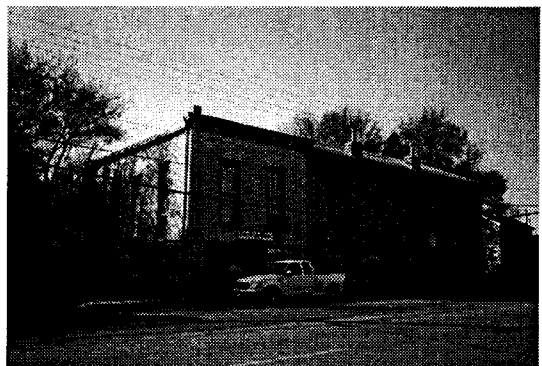
The lack of porches, entry doors, and windows and gable ends on the structure to the left are common elements that produce an inappropriate "Directional Expression."



As shown above, porches, entry door, vertical oriented windows and gable ends are common elements that create an appropriate "Directional Expression."



This infill dwelling is an example of an inappropriate "Directional Expression" because of the lack of a front door, porch and/or windows.



Business structures provide street facing entry doors and large areas of glass on the first floor which produces an appropriate "Directional Expression."

APPENDIX D – DESIGN GUIDELINES STUDY

Recommended Ordinance Revisions to Allow for Conservation Districts Overlay Zoning Districts

A number of city agencies and boards work on projects affecting zoning and land use issues. Coordination of efforts specific to East Lawrence with these entities is essential to amending city ordinances and developing conservation overlay zoning districts.

The consultants recommend consideration of the following revisions to fulfill the priorities established in the East Lawrence Neighborhood Revitalization Plan as they relate to neighborhood conservation and historic preservation:

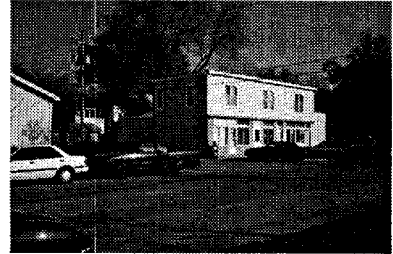
- I. Amendment of Zoning Ordinances to include conservation district zoning overlay and historic districts.

Lawrence's Historic Resources Commission is the proper vehicle to initiate actions to provide overlay zoning to historic districts and conservation districts. The Commission has the power to review the City's zoning code and to recommend to the Lawrence-Douglas County Planning commission and the City Commission any amendments appropriate for the protection and continued use of landmarks or property and structures within historic districts. The Planning Commission can then recommend the issue be incorporated into any special sub-committees or agencies currently working on zoning regulations. [Article 2, Historic Resources Commission, "Powers and Duties" 22-205 (20)]

- II. Amendment of the preservation component of the Comprehensive Plan to include use of Conservation Districts in older neighborhoods.

- III. Amendment of Chapter XXII. Conservation of Historic Resources Code of the City of Lawrence, Kansas (Ord. 5950, Sec. 1) to include designation of Conservation Districts. This would include amendment of

- A. Article 1, "General Provisions" - Add Conservation District to 22-104 "Definitions".
- B. Article 2, "Historic Resources Commission, 22-205, "Powers and Duties" Amend to include appeals from citizens of denial of Certificate of Appropriateness applications in Conservation Districts.
- C. Article 3, "Surveys and Inventory" 22-301. Insert language relating to Conservation Districts where applicable.
- D. Article 4. Add a section for "Conservation District



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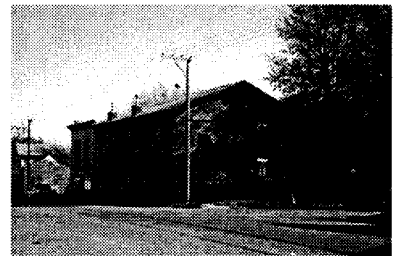
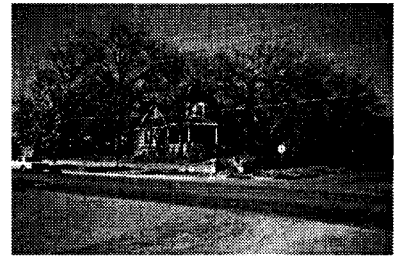
“Designations” and insert “Conservation District” where appropriate throughout article. Specifically add the following:

1. Provision for Conservation Districts where applicable in 22-402, change “Nomination of Landmarks, and Historic Districts’ to “Nomination of Landmarks, Historic Districts, and Conservation Districts.”
2. Criteria for designation for Conservation Districts where applicable in 22-403.
3. Section relating to Conservation Districts in 22-404.1



E. Article 5. Add a section referencing Conservation Districts for the following:

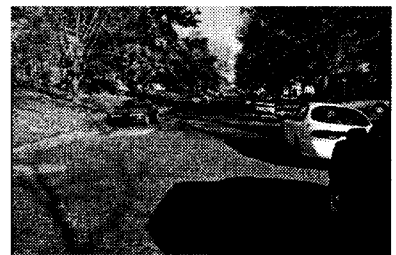
1. Application for Certificate of Appropriateness for Conservation Districts such as is found in section 22-502 for historic districts and landmarks.
2. Determination of Certificate of Appropriateness for Conservation Districts by city staff and appeal of denial to the Historic Resources Commission such as is found in 22-503 and 22-504 for historic districts and landmarks.
3. Standards for review and design guidelines for property changes in Conservation Districts such as is found in 22-505 and 22-506 including issues addressed previously in this plan relating to design guidelines for Conservation Districts.



F. Article 8. Reference Conservation Districts in 22-801 (c).

G. Article 9. Duties of Administrator in 22-902:

1. Insert section to include review of all Certificates of Appropriateness in Conservation Districts.
2. Include responsibility to prepare reports of issuance of Certificate of Appropriateness for the Historic Resources Commission.
3. Insert language outlining an appeals process to the Historic Resources Commission when a Certificate of Appropriateness in a Conservation District is denied.



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H. Article 10. Incentives and Easements.

1. Include Conservation Districts in section 22-1001 "Special Use Permit"
2. Include Conservation Districts in 22-1003, "Exceptions."

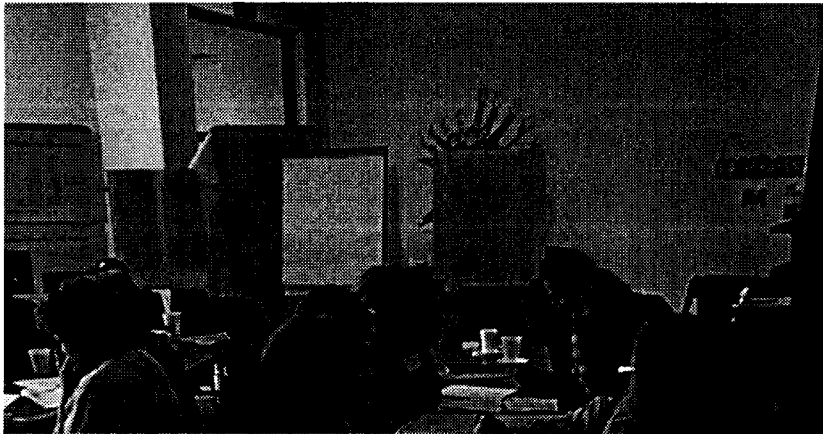


I. Article 11. Amend to include Conservation Districts in section 221101 "Fees/"

J. Article 12. Amend to include Conservation Districts in 22-1201 "Minimum Maintenance Requirement."

K. Article 13. Amend to include Conservation Districts in 22-1301 "Criminal Action" and 22-1302 "Civil Action."





APPENDIX E

Adaptive Use – The process of converting a building to a use other than that for which it was designed.

Alteration - Any act or process that changes one or more historic, architectural or physical feature of an area, site, landscape, place and/or structure, including, but not limited to the erection, construction, reconstruction, or removal of any structure; the expansion or significant modification of agricultural activities; and clearing, grading or other modification of an area, site, or landscape that changes its current condition.

Amenity – A building, object area or landscape feature that makes an aesthetic contribution to the environment, rather than one that is purely utilitarian.

Code Enforcement – Local regulation of building practices and enforcement of safety and housing code provisions, a principal tool to ensure neighborhood upkeep.

Community Development Block Grant (CDBG) – A federal funding program that provides annual funding to eligible local governments for housing and community revitalization and development programs and for social services, particularly in low-and moderate-income areas.

Conservation District – An area designated and defined by city ordinance. It may possess lesser historic significance and/or historic architectural integrity than a historic district but it retains sufficient historical and/or architectural visual character to interpret areas of special historic, architectural and/or cultural significance.

Construction - The act of adding an addition to an existing structure or the erection of a new principal or accessory structure on a lot or property.

Cultural Resources - Districts, sites, structures, objects and evidence of some importance to a culture, a subculture, or a community for scientific, engineering, art, traditional, religious or other reasons, significant in providing resource and environmental data necessary for the study and interpretation of past lifeways and for interpreting human behavior.

Demolition - Any act or process which removes or destroys in part or in whole a building, structure, object or site.

Demolition by Neglect – The destruction of a building through abandonment or lack of maintenance or an act or process which threatens to destroy a building, structure, object of by failure to maintain it in a condition of good repair and maintenance.

Design Guideline - A standard of appropriate activity that guides rehabilitation and new construction efforts that preserve and enhance the historic, architectural, scenic or aesthetic character of an area.

Design Review - The process of ascertaining whether modifications to historic and other structures, settings, and districts meet established legal standards of appropriateness.

Enabling Legislation - Federal and state laws that authorize governing bodies within their jurisdictions to enact particular measures or delegate powers such as enactment of local landmarks historic and conservation district ordinances, zoning and taxation.

Exterior Architectural Appearance - The architectural character and general composition on the outside of a building, structure, object or site, including but not limited to the kind, color and texture of the building material and the type, design and character of windows, doors, light fixtures, signs, and appurtenant elements.

APPENDIX E – GLOSSARY

East Lawrence Neighborhood Revitalization Plan

Greenspace – Land not available for construction and designated for conservation, preservation, recreation or landscaping.

Historic District - An area designated as a "historic district" by city ordinance, State Register or National Register listing, which may include individual Landmarks as well as other properties or structures which, while not of such historic and or architectural significance individually, contribute to the overall visual characteristics and historical significance of a Historic District.

Historic significance - Character, interest or value as part of the development, heritage, or culture of the community, county, state or country; as the location of an important local, county, state or national event; or through identification with a person or persons who made an important contribution to the development of the community, county, state or country.

Incentives – Inducements provided by government such as tax abatement, tax reduction, loan and grant programs to encourage behavior that is in the public interest.

Landmark – A site, structure or object designated as a landmark by Ordinance of the City Commission, pursuant to procedures prescribed by the Historic Resources Code that were worthy of rehabilitation, restoration, and preservation because of its historic and/or architectural significance to the City.

Landscape – The totality of the built or human-influenced habitat experienced at any one place. Dominant features are topography, plant cover, buildings or other structures and their patterns.

Ordinary Maintenance - Any work for which a building permit is not required by municipal ordinance; where the purpose and effect of such work is to correct any deterioration or decay of or damage to a structure or any part thereof; and to restore the same, as nearly as may be practical, to its condition prior to the occurrence of such deterioration, decay or damage; and that does not involve change to materials or form.

Overlay Zoning – The creation of a special zoning classification, which is added to existing zoning in a specific geographic area. The new zoning adds new provisions to existing zoning while still retaining the original zoning requirements.

Preservation – Generally saving from destruction or deterioration old and historic buildings, sites, structures and objects and providing for their continued use by means of restoration, rehabilitation or adaptive use. Specifically, " the act or process of applying measures to sustain the existing form, integrity and material of a building, site, structure or object.

Property Maintenance Code – Part of a city's code of ordinances that sets standards for the maintenance and rehabilitation of properties to ensure public health safety and welfare and to upgrade neighborhoods.

Public Improvement Project - An action by a government entity and any of its departments or agencies involving major modification or replacement of streets, sidewalks, curbs, street lights, street or sidewalk furniture, landscaping, parking, or other portions of the public infrastructure servicing commercial, residential, recreational or industrial development; or any undertakings effecting city parks or city owned structures.

Rehabilitation – The act or process of returning a property to a state of utility through repair or alteration which makes possible an efficient contemporary use while preserving those portions or features of the property which are significant to its historical, architectural and cultural values.

Rehabilitation Tax Incentive – A tax reduction designed to encourage private investment in historic preservation and rehabilitation projects.

APPENDIX E – GLOSSARY

East Lawrence Neighborhood Revitalization Plan

Removal - Any relocation of a structure, object or artifact on its site or to another site.

Renovation – Modernization of an old or historic building that may or may not produce inappropriate alterations or eliminate important features and details.

Repair - Any change that is not construction, alteration, demolition or removal and is necessary or useful for continuing normal maintenance and upkeep.

Restoration – The act or process of accurately recovering the form and details of a property and its setting as it appeared at a particular period in time by means of the removal of later work and/or by the replacement of missing earlier work.

Revitalization – To give new life or vigor to an area either by introducing new uses or upgrading the infrastructure and physical conditions of buildings.

Sense of Place – The sum of attributes of a locality, neighborhood or property that give it a unique and distinctive character.

Streetscape – The distinguishing character of a particular street as created by its width, degree of curvature, paving materials, design of the street furniture and forms of surrounding buildings.

Structure - Anything constructed or erected, the use of which requires permanent or temporary location on or in the ground, including, but without limiting the generality of the foregoing, buildings, fences, gazebos, advertising signs, billboards, backstops for tennis courts, radio and television antennae and towers, and swimming pools.