CITY OF SUMMIT
Union County, New Jersey

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Christa Anderson, Zoning Officer

CITY OF SUMMIT
Union County, New Jersey

Prepared by
Heyer, Gruel & Associates
Community Planning Consultants
63 Church Street, 2nd Floor
New Brunswick, NJ 08901

Signs+Decals
410 Morgan Avenue
Brooklyn, NY 11211
For signage illustrations

Calori & Vanden-Eyden
130 west 25th Street
New York, NY 10001
For signage illustrations and photo simulations
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INTRODUCTION

Summit’s Central Retail Business District (CRBD) is one of the best aspects of the City and it is one of the best downtowns in New Jersey, serving as a “traditional downtown” for Summit and the surrounding region. Reflecting the core attributes of successful downtowns, the CRBD has a regional rail hub with Midtown Direct service to New York City; a diverse retail mix; a compact pedestrian scale center; easily accessible public spaces and community facilities; and there is a mix of architecturally and historically significant buildings located throughout the downtown. A hundred years ago Summit was known for its commercial greenhouses and silk mills. Today almost 600 companies do business here, including 150 retail storefronts, selling 50 different types of goods and services ranging from automobiles and restaurants to lawyers and financial advisors. Summit’s downtown has continued to retain its character as a mixed-use town center since it’s 19th century origin and is considered a key asset of the City.
Summit’s Master Plan 2000 recognized the CRBD as an asset and acknowledged the need to be proactive in preserving and enhancing its role as a retail and commercial core and an important economic and community resource. The Master Plan also recognized that while the 19th century and early 20th century buildings and pattern of development contribute to the charm of downtown, they also present challenges to essential redevelopment and enhancement.

This plan has been prepared in response to the Master Plan recommendation and serves as a strategic plan for implementation of the key recommendations contained in Master Plan 2000. The primary purpose of this Plan is to recommend action strategies that will promote private reinvestment in the CRBD and allow market forces to capitalize on its assets while preserving and enhancing the best aspects of its current character.
The study area is the geographic center of the city and coincides with the zoning boundaries of the CRBD.

The study area is the geographic center of the City and coincides with the zoning boundaries of the CRBD. Due to its interrelationship, the surrounding B (Business) and PL (Public Land) zones are also graphically shown on the aerial map which identifies the study area boundaries. As shown, Springfield Avenue (County Route 512) functions as the CRBD “Main Street” and retail spine. The Summit Train Station anchors the southern edge of the CRBD along Union Place. Noted on Map 1, this railroad station serves as a key regional stop for Midtown Direct service to Penn Station in Manhattan. Community facilities ring the downtown and include City Hall, the Post Office, the YMCA, and the Library.

To maintain and enhance the viability of the downtown, and to provide the appropriate facilities for desirable businesses, many of the older buildings that have not been updated to meet current Code requirements should be renovated and made safer and easier to use, with improved infrastructure. The improvements may include structural reinforcement, fire safety, accessibility, and more modern electrical, plumbing, HVAC, and telecommunications systems.
EXECUTIVE SUMMARY

The following summarizes the recommendations for the CRBD.

- Increase the Floor Area Ratio standard (FAR) to 300% in order to encourage reinvestment in the downtown.
- Respond to present and future parking demand with a parking plan and implementation policy. This should occur in conjunction with the increase of the FAR.
- Based on a projected build out, explore a parking trust fund as a method for creating new parking resources, including a new parking garage.
- Encourage residential units in the downtown on the third floor of existing three-story buildings or in new construction.
- Create entrance “Gateways” at key locations to welcome visitors and residents into the downtown.
- Create a business retention, enhancement and expansion program that works to retain existing businesses and identifies and markets the Summit CRBD to desirable new businesses.
- Establish more detailed design standards as part of the City’s Development Regulations Ordinance.
- Request that the Summit Historic Preservation Commission develop a list of significant historic buildings in the CRBD.
- Offer assistance with the development process in the CRBD to developers, landlords, merchants and residents through the Department of Community Services.
VISION STATEMENT

Summit is a nearly perfect version of a classic friendly pedestrian oriented downtown, with a main avenue about 5 blocks long with busy cross streets, a mass transit hub at the Summit train station, and an absence of through-traffic that can clog the streets. Summit has a vibrant mixture of functions and activities, including locally owned retail businesses, restaurants, realtors, banks and other commercial enterprises on the first floor as shown on the Land Use map (Map No. 3). The upper floors of buildings contain many small and medium sized businesses (mostly offices), and irregularly spaced residential apartments. All of this is accessible at a pedestrian scale, along streets with sidewalks and trees, and is enthusiastically supported by the local community.

The buildings, as shown on the Building Height map are mostly small scale usually with three stories or less, with a variety of styles, proportions and materials, (some of historic significance) giving a complex and interesting flavor to the appearance of the CRBD. Public, private and commuter parking is available on the street and in larger lots including two attractively designed parking structures within walking distance, behind the buildings.
While so many other similar downtowns throughout the State have declined due to competition from malls, and the huge pressures from cars and traffic, Summit has managed to adjust to changing needs, while remaining essentially the same. The majority of stores are locally owned and operated, in buildings that are also locally owned by a diverse group of landlords.

It is this consistency that serves Summit so well, as generations of all ages know what to expect, and enjoy receiving personal attention from familiar faces in familiar places. The social interactions that spontaneously occur along the sidewalks and in stores reinforce the ties of the residents to each other and the whole community to the downtown.

The CRBD continues to be a pedestrian-friendly, mixed-use core with a concentration of retail, office, residential and institutional uses, enhanced by the Downtown Streetscape Improvements Project implemented in the first years of the 21st century.

Summit’s CRBD has become a vibrant community center with active public space and safe streets.
PUBLIC OUTREACH AND COMMUNITY SURVEY

Through an informal survey of public opinion conducted by the CRBD task force, and following numerous meetings with vested groups of stakeholders over the past four years, a summary of opinions regarding the CRBD was compiled. Shoppers generally like the attractive look of the downtown including the sidewalk, streetlights, and store windows. They appreciate the selection of restaurants, stores and friendly merchants. They cherish the small town look with the eclectic charm and historic character provided by the older buildings. Residents and visitors alike commented on the attractive new sidewalks and pedestrian crosswalks. More specific suggestions and comments include the following:

- Continue to enhance and preserve the small town charm
- Continue free parking and provide more parking
- Maintain the new street signage program which is good for shoppers and businesses alike
- Provide greater variety of stores and restaurants
- Avoid too many non-retail uses
- Provide a display on historical buildings outlining their history.
- Maintain the sidewalk planters and monitor pedestrian safety issues associated with them
- Construct a new parking garage along Deforest Avenue or along Railroad Avenue or in another convenient location
- Retain and enhance the best elements of the historic architecture
- Maintain greater Police presence at the train station and at night
- Provide more downtown special events and more decorations during holidays
OPPORTUNITIES AND CONSTRAINTS

The primary purpose of identifying opportunities and constraints is to capitalize on opportunities and to address constraints in order to reach the desired “vision”.

Opportunities

• Major Rail Hub with available Midtown Direct Service
• Diverse mix of retail/services/office/residential
• Historically significant buildings
• Eclectic mix of aesthetically pleasing buildings
• Employment opportunities
• Historically developed as a compact, pedestrian oriented downtown
• Significant local involvement in the ownership and management of businesses
• Tradition of downtown events
• Strong community support
• Civic buildings within walking distance to downtown
• Residential neighborhoods within walking distance to downtown
• Recent completion of streetscape improvements
• Low vacancy rates
• Available, albeit limited, parking resources
• Streetscape, infrastructure, signage, landscaping
• Wayfinding signs

Constraints

• The floor area ratio (FAR) of 225 percent, limiting incentives for private redevelopment
• Lack of retail continuity at street level
• Insufficient residential units in downtown
• Some unattractive window displays
• Lack of convenient parking
• Significant traffic downtown
• Lack of public art
• Lack of easy connections between residential neighborhoods and downtown
• Lack of unified management for the CRBD
GOALS

- Preserve and enhance the existing character and scale of downtown
- Ensure that City’s future regulations continue to contribute to the economic viability of the downtown
- Maintain and encourage mixed use buildings that contain street level retail and office and/or residential on upper floors
- Encourage the creation of more residential units on upper floors of buildings in the downtown
- Recognize the significance of the existing historic landmark buildings in downtown
- Upgrade older buildings to capitalize on their architecturally significant character
- Add design standards to the City’s Development Regulations Ordinance (DRO) that encourage physical improvements
- Create stronger pedestrian connections to community facilities/civic buildings and adjacent residential neighborhoods
- Continue to improve the pedestrian friendly atmosphere in the downtown
- Maintain attractive Gateways into downtown through use of landscaping, signage, traffic calming techniques, and public art
- Maintain a comprehensive municipal signage program
- Encourage retailers to stay open later in the evening in order to increase street activity
- Encourage more special events in the downtown
- Explore additional convenient parking alternatives for employees, customers, commuters and residents that complement the existing streetscape
- Implement a retail enhancement plan and encourage locally owned retail stores rather than large national retailers
- Promote mass transit
- Encourage bicycling
- Encourage art in public places
- Maximize leveraging of public and private funds in pursuit of the goals expressed herein
MASTER PLAN AND ZONING

Master Plan 2000 Recommendations

There were a number of issues and related recommendations that were identified in the Master Plan 2000, including:

- Creating incentives to stimulate reinvestment in the downtown
- Eliminating the Floor Area Ratio (FAR) restriction and replacing it with design, dimensional and height standards
- Maintaining a strong retail presence on the street level
- Addressing the appearance, scale, intensity of use in the adjacent Business (B) zone since this area serves as a gateway between the CRBD and the adjacent residential neighborhoods
- Limiting through traffic on Springfield Avenue especially commercial vehicles
- Addressing parking needs since the lack of accessible parking can negatively affect reinvestment
- Promoting the creation of residential units above the storefronts
- Preserving significant architectural/historic features of existing buildings
- Upgrading existing buildings
There are no dimensional, setback or coverage requirements for the CRBD.

Floor Area Ratio Review

The existing City of Summit Development Regulations Ordinance uses Floor Area Ratio FAR as a primary standard to control both scale and intensity of use. Floor Area Ratio in the ordinance is defined as “the gross floor area of all buildings on a lot divided by the lot area”. Gross floor area is defined as “the sum of the gross horizontal areas of the several stories above grade of a building or structure measured from the exterior face of exterior walls without deduction for hallways, stairs, closets, thickness of walls, columns, or other features. Basement spaces with a headroom of 7’6” or more which are unimproved, exclusive of mechanical rooms and areas used exclusively for storage that is incidental to the permitted use of the building, mezzanines of any size, and improved basement space exclusive of mechanical rooms and areas used exclusively for storage that is incidental to the permitted use of the building shall be included in gross floor area”.

There are no dimensional, setback or coverage requirements for the CRBD. In addition to a maximum FAR of 225 percent, the ordinance restricts building height in the zone to 42 feet and 3 stories. No onsite parking is required in the CRBD, which is typical of traditional downtowns where parking is considered a public infrastructure. The ordinance contains limited standards that control new development or redevelopment in the CRBD. As the FAR map indicates (Map No. 2), 40 of the 99 buildings in the CRBD already exceed the FAR ratio of 225 percent.
EXISTING CONDITIONS

Existing conditions should be used as a basis for determining action strategies that will best accomplish the vision. Actions should be specifically designed to achieve Summit’s vision for its own CRBD. The past and present conditions will affect Summit’s continuing evolution. The following section and maps summarize some key characteristics of the CRBD.

Land Use

- Sixty seven percent of the buildings in the CRBD have retail sales on the street level.
- There is approximately 945,000 square feet of gross floor area in the downtown, excluding parking decks; 37 percent is retail sales and service (including banks and restaurants).
- There are 99 buildings in the CRBD.
- There are 82 residential units within the CRBD.
- There are very few buildings/lots that are vacant or partially vacant.
Summit’s evolution during the 21st Century will be affected by what it has been and is currently.

**Building Characteristics**

- Buildings vary in height from 1 story to 5 stories. Only seven percent of the buildings are over 3 stories in height, although some of these are large structures (See Map No. 4).
- The average building coverage is 79 percent.
- The average Floor Area Ratio is 183 percent.
- 40 buildings or 40 percent, exceed the maximum permitted floor area ratio of 225 percent.
- All buildings as of June 2005 are currently under lease or are being renovated.
- Building sizes range from 750 square feet to 100,000 square feet.
- The average building size is 10,807 square feet.
- The average size of a residential unit is 1,200 square feet.
Parking

- There are a total of 3,393 off-street parking spaces within and surrounding the CRBD. The spaces are comprised of the following parking categories as set forth in Table 1 and as shown on Map No. 7.
- There are four park and shop lots surrounding the CRBD that provide 354 parking spaces and 77 shopper spaces in the Springfield Avenue (Tier) garage. The four lots and the spaces in the Tier garage provide a total of 431 park and shop parking spaces.
- There are three parking lots for resident commuters that provide 241 spaces. An additional 491 spaces are provided in the Broad Street Parking garage for a total of 732 resident commuter spaces.
- There are two dedicated parking lots for downtown employees that provide 251 parking spaces in addition to 60 dedicated spaces in the Broad Street garage and 349 spaces in the Tier garage for a total of 655 downtown employee dedicated spaces. Downtown employees are also able to park in the resident commuter lots if space is available. There are also 95 on-street bagged metered spaces for downtown employees.
- There are 86 parking spaces at Summit’s City Hall. This parking is restricted to city employees and for those individuals conducting City Hall business.
- There are two non-resident commuter lots, Lot 1 accessed through the Broad Street garage provides 118 physical spaces and an additional 60 valet parked cars for a total of 178 non-resident commuter spaces. Lot 2, the “Cobblestone” lot is operated by the City of Summit and provides 36 spaces. The combined lots provide for a total of 214 non-resident commuter parking spaces.
- There are two parking garages, the Broad Street garage provides 491 parking spaces and the Tier garage provides 421 parking spaces for a total of 912 parking spaces. These spaces have been counted as discussed above.
There are a total of 1,275 private parking spaces located in the parking lot within and surrounding the CRBD.

Currently, there are over 1,000 spaces available within the CRBD for overnight parking and the City has just slightly over 100 overnight permit holders.

There are 541 on-street meter spaces throughout the downtown and the surrounding streets. The breakdown is as follows:

<table>
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<th>Street Meters – Type</th>
<th>Quantity</th>
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<tr>
<td>90 – minute meters</td>
<td>290</td>
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<tr>
<td>2 – hour meters</td>
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<tr>
<td>3 – hour meters</td>
<td>14</td>
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<tr>
<td>Total</td>
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<table>
<thead>
<tr>
<th>Category</th>
<th>No. of Parking Space</th>
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<tr>
<td>Park and Shop</td>
<td>431</td>
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<tr>
<td>Resident Commuter</td>
<td>732</td>
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<tr>
<td>Downtown Employees</td>
<td>655</td>
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<tr>
<td>Non-resident Commuters</td>
<td>214</td>
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<tr>
<td>Municipal Employees</td>
<td>86</td>
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<tr>
<td>Municipal Parking Subtotal</td>
<td>2,118</td>
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<tr>
<td>Private Parking</td>
<td>1,275</td>
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<tr>
<td>Total</td>
<td>3,393</td>
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RECOMMENDATIONS

Increase of Floor Area Ratio

The current FAR of 225% should be increased to 300% in the existing City Development Regulations Ordinance in order to encourage private reinvestment and preserve the existing character, scale and massing of the downtown. The recommended design standards and signage recommendations should also be adopted in conjunction with the increase in the FAR.
A multi-faceted approach is proposed that builds on the existing public improvement effort of the City.

The age and existing condition of many of the buildings in the Downtown necessitates capital reinvestment. These improvements usually trigger the need to address ADA compliance, fire and safety standards, and modernization of bathrooms and interior space. Incentives should be provided that encourage reinvestment. Providing property owners with a limited amount of expansion opportunities is one way of creating an incentive. Incentives should enhance the character of the existing downtown. It is anticipated that this proposed change would encourage reinvestment in downtown properties, including:

- The creation of commercial or residential units above storefronts.
- Provide incentives to meet ADA standards.
- Upgrade fire and life safety conditions.
- Preserve the architectural elements of existing buildings.
Encourage Residential Units in the Downtown

Residential units enhance the activity and vitality of a downtown. Truly successful downtowns have a strong residential component that, by their very nature, encourages 24-hour use of the downtown. Currently, 82 residential units are located in the CRBD above storefronts. Residential units as well as commercial office space are encouraged on the 2nd and 3rd floor for new construction or existing buildings. Additional residential units in the downtown would actually reduce the demand for parking since residential uses generally require less parking than comparable office space.
summit & deforest gateway
The visual **identity** and character of the City is most often **conveyed** through the initial entry into the downtown.

Create Entrance Gateways to Welcome Visitors and Residents Into the Downtown

The visual identity and character of the City is most often conveyed through the initial entry into the downtown. The opportunity exists to strengthen the image of the City by enhancing major entry points. The new Mayor’s Partnership for the Arts is a welcome addition to the city and will do much to enhance the visual appearance of the CRBD and other neighborhoods. The following Gateways should receive design attention:

- Summit/DeForest Avenues
- Summit/Railroad Avenues
- Springfield Avenue near Chestnut Street
- Springfield Avenue/Irving Place
- Maple/Broad Streets

Gateways would also enhance the pedestrian nature of the CRBD and create connections to the adjacent neighborhoods. Gateway standards should be compatible with and reinforce the way finding signage already in place.
Create a Business Retention, Enhancement and Expansion Program that Works to Retain Existing Businesses and Identifies and Markets the Summit CRBD to Desirable New Businesses.

The City of Summit is a well-established regional shopping and employment center. One of the unique elements of the downtown is the lack of large national retail chains. Instead, the CRBD is known for its niche of independent locally owned retail sales and service uses. Part of the visioning process included the retention of such stores as a desirable component of Summit’s downtown. Independent locally owned stores reinforce the small town character of Summit and the high level of service that is common through local businesses.

In order to maintain a strong collection of locally owned businesses, the City of Summit must continue to identify and attract new niche businesses if or when existing local businesses relocate or go out of business. The proposed business retention and expansion program should focus on the retention of existing businesses within the City.
Analyze the work of the City’s several parking committees in light of the CRBD Master Plan recommendations and determine a plan to address CRBD parking shortage.

Parking is consistently identified as an issue that must be addressed when considering the future of the CRBD. The implications of the recommendations in this plan on parking must be considered and addressed. Having accessible parking is a key factor for continued growth of the CRBD. In addition, there are at least four major parking categories. These include commuter, employee, customer and resident parking. Each of these groups has different needs as it relates to parking which must be addressed in any CRBD redevelopment project. The increase of the FAR requirement to 300% for the CRBD should not occur unless a specific parking plan has been formulated and a specific implementation scheduled for that parking plan has been established. Future applicants should be responsible for the costs providing the additional parking as set forth in the parking plan.
Design Standards Recommendation

- Buildings should be compatible in scale, mass, and form with structures and the development pattern of the surrounding area.
- Rear and side façades visible from public streets or neighboring properties should be carefully designed with similar detailing as the principle facades of the building.
- The facade of retail businesses should have a substantial amount of transparent window displays at the street level.
- Flat roofs should be enclosed by parapets or other appropriate architectural details.
- Mechanical equipment, trash dumpsters, and loading/service areas should be screened from public view.
- The rear of existing buildings should be enhanced where appropriate to improve public access from parking lots and alleys.
- Appropriate elements from existing buildings should be integrated into new development where appropriate.
- Use vertical and horizontal elements that are compatible with the existing buildings.
- Design elements such as large windows, awnings, canopies and pedestrian entrances should be used to highlight building corners.
- Differentiate the street level portion of the building from its middle and top by using elements such as different exterior material, awnings, signs, and large windows.
- Where appropriate, use exterior lighting used to highlight the building’s architecture.
- Integrate signs with the buildings overall design concept.
- If on-site parking is involved, it should be located to the rear if possible; no parking shall be permitted between the front building facade and the street right of way.
- Expansive blank walls should be prohibited.
- Fire escapes should be prohibited on the front façade of any building.
- Exterior parking areas should be screened from view by walls, fences, buildings or vegetation. The first level of parking decks should be oriented to pedestrians; this can be accomplished by incorporating commercial space at street level, or by screening with architectural or landscape material at street level.
• New construction should respect the existing street pattern and reinforce it where possible and appropriate.
• The type, shape, pitch, texture and color of the roof should be architecturally compatible with the building style, material, color, and details. Roof forms should be similar to those predominantly found on buildings. Rooftop elements (e.g. HVAC, skylight) shall be screened from the public right of way.
• In infill construction, alignment of facades at the street level shall be maintained where there are uniform setback lines of buildings on a block.
• Windows and doors should be compatible with the original architectural style of an existing building where appropriate.
• The use of vertically proportioned windows is encouraged; the distinction between upper and lower floors should be maintained; the first floors shall be primarily transparent while the upper floor windows are more traditionally solid with smaller window openings.
• Awnings should not be placed so as to conceal any significant architectural feature or detail.
• Lighting fixtures should be compatible with the buildings style; lights shall be concealed through shielding or reset behind features; low-pressure sodium or mercury vapor lighting is not permitted.
• Entrances to buildings shall be defined and articulated using architectural elements such as columns, porticos, porches, and railings as appropriate.
• Buildings as identified in the Master Plan as “historic” should be preserved.
• The use of public art such as murals or decorative murals or decorative lighting shall be encouraged.
• New buildings shall be oriented to the front and relate to public streets and plazas both functionally and visually. The primary orientation of the building shall not be towards a parking lot: Where feasible, deliveries should occur during non-peak hours and use of alleys shall be strongly encouraged; loading areas shall be suitably buffered and screened to minimize the impact of noise, glare and visibility.
HISTORIC DESIGN STANDARDS CONSIDERATIONS

- Preserve significant historic buildings as identified in the City’s Master Plan.
- Register of significant buildings in CRBD should be compiled.
- Where practical, reuse, rehabilitate, and restore buildings and/or building elements of historic or preservable character.
- Materials that are common to the downtown historic character should be used.
- Any renovations to a building should be historically appropriate.
- Where possible, the existing facades of significant buildings should be maintained or restored.
- Facade renovations should be in consideration of the original architectural style of the building; original and material details should be retained where appropriate; when it becomes necessary to introduce new features they should harmonize with existing features; if windows and doors must be replaced, new windows and doors that match the original design should be used.
Sign color, materials, sizes, shapes, and methods of illumination shall reinforce the overall composition of the façade.

SIGNAGE RECOMMENDATIONS

- Lettering should be simple, legible and well proportioned for clear communication.
- Signs should fit within the existing features of the facade, preferably on the sign fascia on most buildings; bands of decorative molding create natural frames for signs.
- Where possible or desirable, signs shall be aligned with other signs on adjacent buildings.
- Sign colors, materials, sizes, shapes, and methods of illumination shall reinforce the overall composition of the façade.
- Sign locations shall not detract from or hide significant architectural details of the building.
- Wall signs shall be placed only within the first story of a building. Recommend review of the relocation of any signs above the first floor.