Passed 6-3
(Dickhoff, Sabbagh, Banach)

RESOLUTION 02-04

TO AMEND THE CITY'S COMPREHENSIVE PLAN TO ADOPT A SUBAREA PLAN FOR THE WEST KIRKWOOD CORRIDOR KNOWN AS "THE PLAN FOR WEST KIRKWOOD"

WHEREAS, pursuant to I.C. 36-7-4-501, the Plan Commission is responsible for preparing comprehensive plans and amendments thereto and forwarding them to the Common Council; and

WHEREAS, with the passage of Resolution 91-15 on May 15, 1991, the Common Council adopted the comprehensive plan, also known as the Growth Policies Plan, which contained provisions for the preparation of future sub-area plans; and

WHEREAS, the West Kirkwood Avenue corridor between Adams Street and Rogers Street is a unique neighborhood which requires protection and enhancement; and

WHEREAS, the Plan Commission has directed the Planning Department to develop a sub-area plan for the future development of the West Kirkwood Corridor; and

WHEREAS, The Plan for West Kirkwood has been passed by the Plan Commission and forwarded to the Common Council for adoption;

NOW, THEREFORE, BE IT HEREBY ORDAINED BY THE COMMON COUNCIL OF THE CITY OF BLOOMINGTON, MONROE COUNTY, INDIANA, THAT:

SECTION 1. The City's Comprehensive Plan shall be amended by the addition of The Plan for West Kirkwood, which is attached to and made a part of this resolution.

PASSED AND ADOPTED by the Common Council of the City of Bloomington, Monroe County, Indiana, upon this 20TH day of FEBRUARY, 2002.

Chris Gaal

CHRIS GAAL, President
Bloomington Common Council

SIGNED and APPROVED by me upon this 25TH day of FEBRUARY, 2002.

JR Fernandez

JOHN FERNANDEZ, Mayor
City of Bloomington

ATTEST:

Susan P. Wanzer
Deputy City Clerk for

REGINA MOORE, Clerk
City of Bloomington

SYNOPSIS

This resolution amends the City's Growth Policies Plan to add The Plan for West Kirkwood. The purpose of this Plan will provide guidance for future development and improvements within the West Kirkwood Corridor.

gned Copies to: Planning, Controller, Legal (5), Plan Commission, MC Recorder, MC Assessor, MC Auditor, MC Treasurer

THE PLAN FOR WEST KIRKWOOD

DECEMBER 3, 2001

PREPARED BY

JAMES ROSENBARGER, ARCHITECT
MARC CORNETT, ARCHITECT

AND THE

CITY OF BLOOMINGTON PLANNING DEPARTMENT,
TOM MICUDA, PLANNING DIRECTOR
JOSH DESMOND, LONG RANGE PLANNER

THE PLAN FOR WEST KIRKWOOD

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Credits

This plan originated with neighbors working together from the ground up. Early, consistent, and enthusiastic support came from the following citizens:

The Near West Side Neighborhood

Bill Baus
Sandy Clothier
Peggy Shepherd
Vida Stanfield

Prospect Hill Neighborhood

Bill Sturbaum
Culver Godfrey
Theresa Hinnefield
Patrick Murray
Doug Wissing

Development of the plan would have been impossible without the strong backing from Mayor John Fernandez.

I: Introduction

The road widening project at the intersection of West Kirkwood Avenue and Adams Street was nearing completion at the end of 1999, and nearby residents began to wonder about that project's implications for their historic neighborhoods. Their concern about traffic volumes and speeds was secondary to their concern about the forms of development that could occur after a major road widening. Residents and business owners, who were originally attracted to the neighborhood for its traditional, urban character, worried that suburban patterns of development would begin to harm that character. They recognized the desirability of new development along West Kirkwood, but they wanted the form of that development to complement the existing neighborhood context.

While changes within the West Kirkwood corridor should respect the neighborhood context, the needs of the wider Bloomington community must also be met. West Kirkwood has served for decades as an important east-west transportation link. According to City traffic data, each day it accommodates about 13,000 vehicles with relatively few interruptions. Community-wide traffic volume is forecasted to continue at its current growth rate. The conventional engineering approach would dictate that West Kirkwood must be 'improved': in other words, it must be widened.

Compact, traditional neighborhoods are especially vulnerable to road widening projects. Though unintended, transportation policies often damage neighborhoods. Trees disappear, sidewalks lose buffer space from traffic, and traffic volume and speed increases. Neighbors walk less and lose touch with each other. Some residents move, frequently to outlying areas, thereby contributing to the traffic problem they are trying to escape. U.S. Census data, as cited in *Bloomington Environmental Quality Indicators, December 1997*, shows that the City of Bloomington is now approximately half as dense as it was in the 1950's.

The current transportation system provides motorized access to shopping in distant "big boxes," but makes walking to corner grocery stores dangerous. Major transportation arterials are now crowded with drivers making crosstown trips to destinations that in traditional neighborhoods were easily reached on foot. In response to accelerating growth in traffic volumes, recent local planning efforts reflect a rapidly changing transportation paradigm. The Community Transportation Vision Statement of the *Bloomington/Monroe County Year 2025 Transportation Plan* emphasizes trip reduction through an "all modes" approach and a reliance on careful land use planning. An important goal of the *Transportation Plan,* "Reduce the number, length, and the frequency of automobile trips on a per capita basis," states the need to aggressively attack the demand side of the transportation equation. The current draft of the update to the City's *Growth Policies Plan* stresses the same themes of compact urban form, mixed use, and pedestrian oriented development.

Ironically, it is the older traditional neighborhoods that point a way out of current transportation problems. These neighborhoods offer appealing examples of how to live without complete dependence on the car for all transportation needs. They can also serve as patterns for future development that is transportation efficient. Protecting neighborhoods like those surrounding West Kirkwood makes sense for all of Bloomington.

Beginning in December 1999, representatives from adjacent neighborhood organizations, Prospect Hill to the south, and the Near West Side to the north, organized a series of meetings which increasingly focused on the need for a plan for the West Kirkwood corridor. These meetings included staff members from City Planning as well as local design professionals. In March 2000, property and business owners were invited to a well-attended presentation at a local church on traditional neighborhood business development. Eventually, after additional meetings with City Planning, Common Council members, and neighborhood residents, a planning proposal was taken to Mayor Fernandez who said, "Let's do it."

Two local architects, James Rosenbarger and Marc Cornett, both of whom had been participating with the west side neighborhood groups, were contracted by the Plan Commission to develop the Plan for West Kirkwood. After two months of research, a 'charrette' was held in early December 2000, in the atrium at Showers City Hall. A charrette allows for an in depth, educational dialogue to occur among participants, and has the potential to generate high quality results within a relatively short time line. Seven public presentations, workshops, and walking tours along with many informal meetings were held during the week. This plan builds on and further develops initial results of the charrette process.

A. Relation to the Growth Policies Plan

The Plan for West Kirkwood is considered a "Subarea Plan." The *Growth Policies Plan* recommends that the City undertake subarea or small, focused area plans each year (p. 111). Implementation of this recommendation has been slow, but the Plan Commission continues to express a strong interest in subarea plan-

ning. Subarea planning allows the specific context and needs of neighborhoods and corridors to be addressed. For example, while parking on the street is seen as undesirable in many areas of the city, this plan recommends that it be encouraged for the many reasons relevant to this specific neighborhood. The same can be said for mixed uses, reduced building setbacks, and design review. The Plan for West Kirkwood can serve as a potential prototype for the updated *Growth Policies Plan's* theme of compact urban form with neighborhood centers. This plan's timing allows it to be folded into the current Growth Policies Plan revision process. Inclusion in the GPP provides a basis for zoning code changes recommended by this plan.

B. Study Area

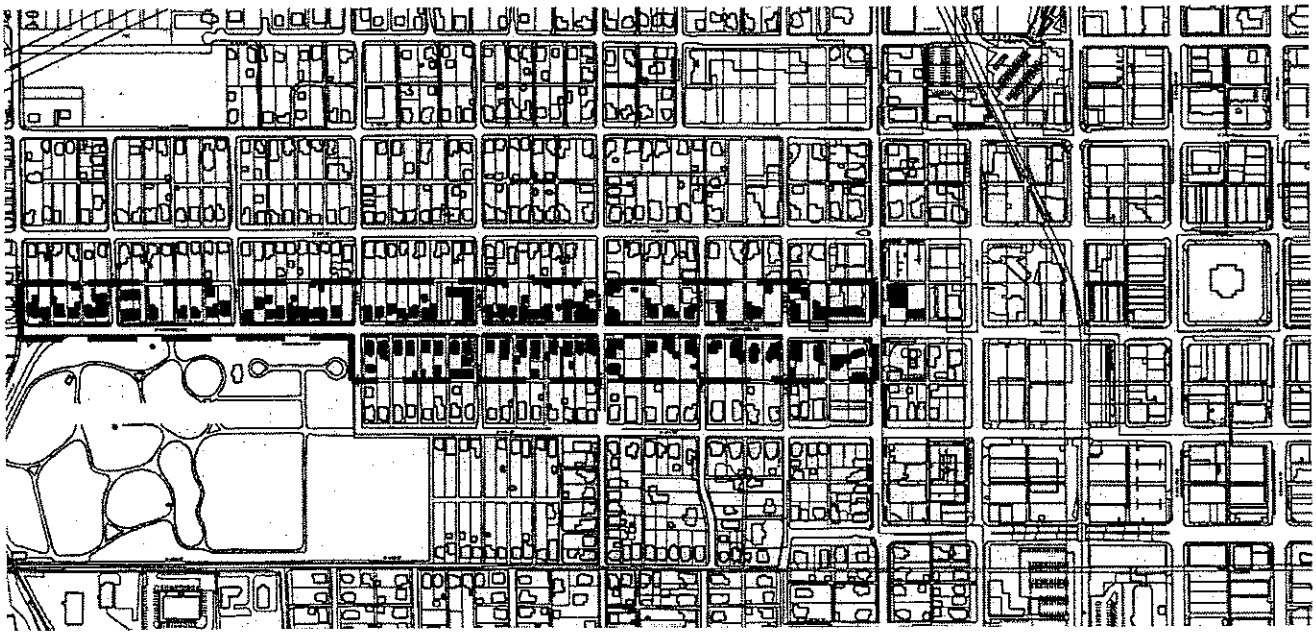
The study area for The Plan for West Kirkwood covers West Kirkwood Avenue from Rogers Street to Adams Street including the properties fronting along each side (excluding Rose Hill Cemetery) and the adjacent rear and side alleys.

C. Synopsis

The Plan for West Kirkwood proposes putting West Kirkwood's high traffic volume to use in a way that benefits the street and adjacent neighborhoods. With traffic comes business opportunity. The goal of this plan is to encourage new commercial and residential development in the forms of traditional neighborhood patterns.

Current zoning stresses a wide separation of uses with relatively large building setbacks and buffers. Buildings tend to be sited some distance from the street, often behind a parking lot. In the current development context, building design places little value on detail or pedestrian scale. Today, buildings are often designed much like billboards so that they can be seen from a moving car across a large distance.

The Plan for West Kirkwood recommends modifying current zoning requirements within the study area to make zoning variances unnecessary for traditionally compatible development forms and uses. The new emphasis on traditional style planning comes with recommendations for broadening permitted uses for much of the study area. At the same time, the zoning modifications should discourage incompatible suburban style development forms. This approach will require more control of architectural design and site layout, but will allow much more flexible and intensive use.



SITE LOCATION MAP

D. The Goal of the Plan for West Kirkwood

Protect and enhance the West Kirkwood Corridor through:

- Promoting compatible, traditional-style development that supports mixed uses, small business opportunity, and neighborhood coherence
- Balancing the preservation of a pedestrian friendly environment with the need to move traffic through the neighborhood
- Implementing targeted public infrastructure improvements that preserve the traditional neighborhood character of the corridor

E. Policies & Recommendations

1: Expand development opportunities within the corridor.

- Broaden permitted uses, especially at street corners.
- Do not add new boards or commissions to the development review process.
- Provide planning predictability through specific, pictorial guidelines.

2: Promote neighborhood compatible development.

- Reduce off-street parking, front-yard setbacks, and landscaping requirements.
- Screen and restrict size of parking lots.
- Emphasize reuse and restoration of existing historic structures.
- Adopt a building-types code for new development.
- Provide special planning attention to the "gateway" properties on the north side of West Kirkwood between Adams and Pine Streets.

3: Preserve the corridor's traditional streetscape.

- Rebuild curbs and sidewalks where in disrepair.
- Protect valuable on street parking. Construct curb bump-outs at intersections.
- Plant new street trees in vacant tree plot areas.
- Enhance the pedestrian crosswalk at Maple Street.
- Provide pedestrian scale accent lighting.
- Preserve the quiet, lane-like alleys.
- Plant trees along north side of West Kirkwood between Adams and Oak Streets.
- Ban new curb cuts. Utilize existing streets and alleys.

F. Plan Implementation

The Plan Commission and then the Common Council must approve the Plan for West Kirkwood. These approvals include public hearings for comments and revisions as required. Plan submittal is expected to coincide with the revised Growth Policies Plan.

After approval by the Common Council, specific zoning changes reflecting the Plan's intent will be drafted as a part of the overall update to the City's Zoning Ordinance. These zoning changes will also be submitted to the Plan Commission and the Common Council.

Plan Implementation includes public infrastructure improvements. These improvements will be coordinated with the Planning Department, the Mayor's office, Public Works, Parks and Recreation, City Utilities, and neighborhood organizations.

II: The Geography of West Kirkwood

West Kirkwood bisects two neighborhoods, the Near West Side and Prospect Hill. These neighborhoods contain a comprehensive mix of uses easily accessible on foot. Fairview Elementary School, the Banneker Community Center, numerous churches, and 9th Street Park are all within the Near West Side.

Bloomington Hospital, one of the county's largest employers, is five blocks south of West Kirkwood. Another two blocks east is a Kroger grocery store. The County Courthouse is just three blocks from Rogers Street, the public library six blocks, and Indiana University's Sample Gates nine blocks. A rich, pedestrian oriented life-style is a real choice for Bloomingtonians living in the neighborhoods adjacent to West Kirkwood.

West Kirkwood between Rogers and Adams Streets has two parts. The eastern five-block section is in 'original condition' with two traffic lanes, parallel on street parking along the north side, and continuous tree plots and sidewalks. This end of the street has a small town ambiance. Except for traffic noise, walking is safe and pleasant. Motorized traffic flows well to Rogers Street, where modest backups occur at the signal.

The western three-block section, from Elm to Adams Streets, has a very different feel. The grade rises and the Rose Hill Cemetery with its concrete retaining wall takes up the entire south side of the street. Sidewalks and tree plots have disappeared. On the north side the tree plot survives between Elm and Oak Streets where Kirkwood begins to widen to four lanes as it approaches Adams Street. At Adams Street, the tree plot disappears and the sidewalk is immediately adjacent to vehicles. The western end of the Kirkwood Corridor is devoid of trees and the feeling is more highway-suburban rather than small town traditional. Walking is very uncomfortable and in dangerous proximity to trucks and cars.

A. History

West Kirkwood Avenue is not an historic curiosity or museum piece. It's value is its rarity as a living, functioning street, which in its original definition included not only a paved road for vehicles, but sidewalks for pedestrians, and the buildings and residents along it. A street, as still demonstrated by West Kirkwood, can be a *place,* where pedestrians, vehicles, and different land uses can successfully coexist.

A historic street is more than the sum of its parts, and this is especially true for West Kirkwood where many of the individual structures lack strong historic form and detail. West Kirkwood's value comes from its still present original historic wholeness. The modest houses and commercial structures sit close together and fill out the blocks with fronts aligning close to the sidewalk. Except for the western two blocks near Adams Street, the streetscape is still intact. West Kirkwood still retains its original system of alleys, street trees, and continuous sidewalks and is relatively free of modern wide drives, curb cuts, or widened travel lanes. The streetscape and buildings work together to define an intact, traditional street environment six blocks long.

West Kirkwood Avenue is part of Bloomington's well documented historic near west side. The Near West Side District, largely constructed between 1850 and 1946, contains a wide mix of residential, industrial, commercial, and institutional uses and buildings.

Much of the near west side, including West Kirkwood between Rogers and Adams Streets, is a designated National Historic District. This listing, established in 1996, formally recognizes the special community character of the neighborhood. This national designation does not protect structures from demolition or require that remodeling and additions conform to historical guidelines. Instead, it encourages historic compatibility through federal and state tax credits for building renovations which meet the Secretary of the Interior's Standards for Rehabilitation. The tax credits are limited to historically "contributing" structures and to income producing properties including residential rentals. A "contributing" structure is considered highly relevant to the area's historic character. A "noncontributing" structure is generally of modern construction or has been heavily altered. (See map on page 5.)

A portion of West Kirkwood appears in the City of Bloomington Interim Report-Indiana Historic Sites and Structures Inventory): published in the mid 1980's by the City of Bloomington (Second Printing February 1988). This report surveyed historic sites and structures throughout Bloomington and provided a basis for subsequent listing on the National Historic Register. The "West Kirkwood Historic District" includes the houses on the north side of West Kirkwood Avenue between Oak St. and Elm St. These houses are listed as "contributing," except for 1016 which is "noncontributing." The West Side Historic District includes an-

fice and retail sites) is 8.5 dwellings per acre. Net residential density, based on 11 acres with residential use, is 10.5 dwellings per acre. This existing density is significantly greater than what would be allowed by current zoning.

About half of the current uses throughout the study area is single family residential with about one-third of the single homes being owner occupied. The balance of uses consists of a mixture of multi-family residential, professional offices, retail sales, a restaurant, and a convenience gas station.

Multi-family residential varies considerably in density. Several original single family houses now contain two or three apartments. The highest density exists at the apartments at the northeast corner of Kirkwood and Pine Street with 16 dwellings on 0.32 acres or approximately 48 units per acre.

Professional offices, most of them in converted houses, include an accountant, two chiropractors, and a surveyor. One converted house, previously occupied by a chiropractor who moved to a new location on the east side, is now for lease and has been on the market for over a year.

Retail uses exist in the middle and eastern end of the study area. Morrison's Appliances has been located at the corner of Kirkwood and Waldron Street for decades. A small gift shop at the corner of Kirkwood and Maple Street, now for sale, has also existed on Kirkwood for many years. Diagonally across from the gift shop is an historic storefront now housing an antique building supply store and hair salon. Further east on Kirkwood is Flora's Italian restaurant. A large Queen Anne house contains another gift shop and hair salon. At the southwest corner with Rogers Street is a Bigfoot convenience food store with gas pumps.

D. Street Environment

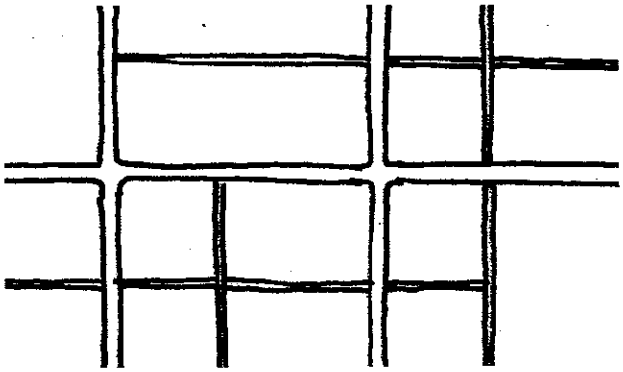
Except for the recent road project at Adams Street, changes have been few on West Kirkwood for decades. Most houses date from the 1920's or earlier. Residents and businesses have come and gone but the buildings remain. The blocks between Elm and Rogers Streets have a worn but comfortable, familiar atmosphere. In many ways the street has benefited from benign neglect by private and public entities.

This neglect has come from the common belief that the City would one day widen West Kirkwood all the way to Rogers Street. In fact, the City has no such plans: the project does not appear in the recently approved *Bloomington/Monroe County Year 2025 Transportation Plan.*

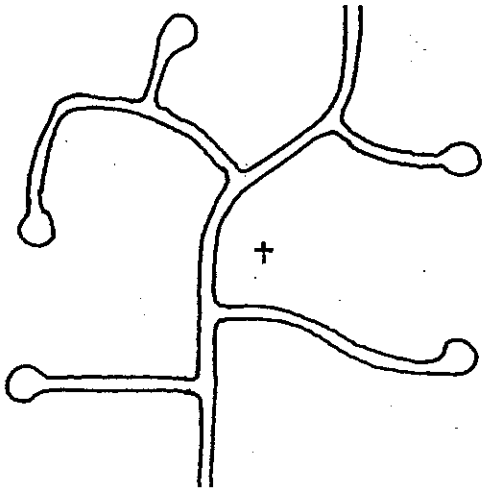
Public and private activities on West Kirkwood have been curtailed in anticipation of the potential widening. For example, the planting of new street trees has been limited, and businesses have delayed remodeling. A representative of Morrison's Appliances stated at the planning charrette that as soon as they are satisfied that the City has no plans to widen Kirkwood they would consider a remodeling/addition project.

a. The Grid System

Grid street geometry provides for a very efficient, rectangular subdivision of land, and it tends to reduce traffic speeds. In contrast, the suburban pattern of flowing, gently curving streets generates awkward, pie shaped lots, and tends to encourage speeding.



GRID STREET LAYOUT DIAGRAM



SUBURBAN ROAD LAYOUT DIAGRAM

The connected grid allows an almost infinite number of

alternate paths to a destination for vehicles and pedestrians. Traffic loads can be efficiently shared. While West Kirkwood carries far more traffic than adjacent parallel streets, the grid layout helps keep local traffic off West Kirkwood, and provides neighborhood residents with alternative routes. In a cul-de-sac network even local traffic is forced to use a central collector roadway.

The grid's regular pattern of intersecting streets enhances predictability for motorists and pedestrians, and eliminates the need for additional curb cuts. The grid system also provides many visible corners for business opportunities.

TRADITIONAL STREET INTERSECTION

Alleys, meanwhile, serve as efficient, shared rear access, eliminating the need for multiple front driveway cuts, and reducing vehicular turning movements on the street. The continuity and safety of front sidewalks is enhanced, as well as vehicular flow.

b. Vehicular Traffic

Traffic volume and speed counts were taken in two locations on West Kirkwood during the first week of October 2000. Approximately 13,000 vehicles traveled West Kirkwood per day. For reference, other Bloomington streets and traffic volumes are listed as follows:

Rogers Street from West Kirkwood to Third Street	11,500
Seventeenth Street near College Avenue	14,000
West Kirkwood between Rogers Street and College Avenue	12,000
College Mall Road between East Second and Covenanter	19,000
West Second Street between Adams and Rogers Streets	21,000

Vehicles per hour generally build from a morning count of about 800 at 8 AM to about 1,000 at 1 PM to a peak of almost 1,200 at 5 PM. Eastbound traffic is greater during the morning with a maximum ratio of just over 2 to 1 occurring between 8 and 9 AM. The east/west traffic split ratios are more balanced in the afternoon. Traffic was observed to move well from Adams to Rogers, an eight-block stretch with no stop signs or signals. At the Rogers signal only normal delays were observed.

Traffic speeds are a problem. The 85th percentile speed (the speed at or below which 85% of the vehicles are moving) for eastbound traffic between Jackson and Fairview was 42 miles per hour. This includes cars and trucks. Over 200 vehicles a day exceed 45 m.p.h. in the eastbound lane alone. The speed limit is 30 m.p.h., and 83% of vehicles exceed it. The 85th percentile speed between Elm and Maple was a similar 39 miles per hour. Approximately 55 cars a day exceeded 50 miles per hour in this location.

Traffic noise seems to be proportional to speeds, and is one of the most disturbing environmental aspects of West Kirkwood.

c. Pedestrians and Sidewalks

Sidewalks are continuous and need only minor repairs to damaged sections. Wheelchair access is lacking at intersecting streets and alleys. Walking along the blocks east of Elm Street feels relatively safe, though tree plots are somewhat narrow and many street trees are missing. On-street parking along the north side creates a much more comfortable pedestrian environment, providing a natural barrier from traffic.

Participants in the charrette, who often walk in the neighborhood, said that traffic, and especially the noise from traffic, deter walking along West Kirkwood. Walk-

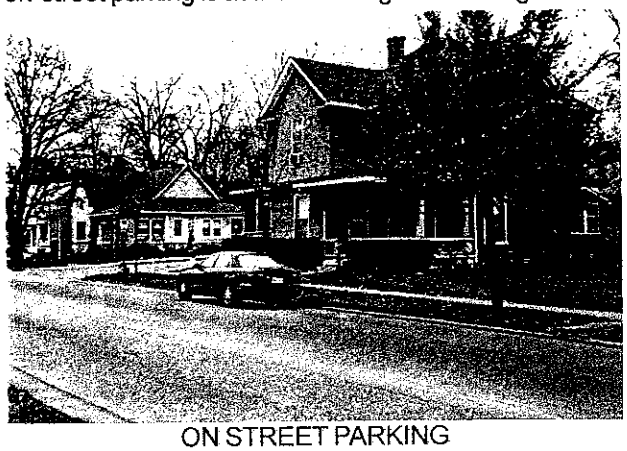
ing trips to downtown, for example, are more pleasant on the parallel, quieter West Sixth and West Fourth Streets. The many intersecting alleys and side streets provide convenient pedestrian connectivity.

Crossing West Kirkwood can be difficult and time consuming. With no stop signs or signals on the eight-block length there are few gaps between motor vehicles, especially during the afternoon with vehicles passing on average every three to four seconds. The high volume of right turns on red from north bound Adams Street onto West Kirkwood contributes to this problem. The lone pedestrian crosswalk on this section of West Kirkwood is at Maple Street. This is where children, with help from a paid crossing guard, cross on their way to and from Fairview Elementary School, two blocks north of West Kirkwood.

d. Vehicular Parking

On-street parking is a trademark of traditional neighborhoods. It provides a shared and efficient use of the street. It is visible and close to destinations. Downtown merchants have long recognized these attributes. One of the reasons given for building downtown multi-level parking garages is to free up valuable on-street parking. On-street parking also benefits pedestrians and residents. Parked cars form a barrier between vehicles in the street and pedestrians on the sidewalk. Comfort and safety are dramatically enhanced.

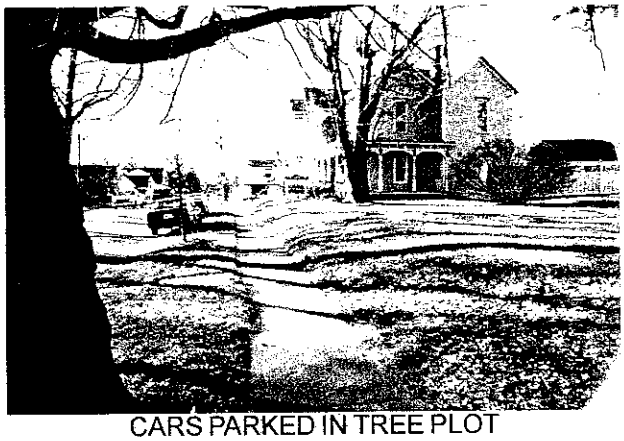
Approximately 50 on-street parking places are permitted along the north side of West Kirkwood from Jackson Street to Elm. This quantity of off-street parking would easily require over 1/3 acre, not including required zoning setbacks and access drives. Additional on-street parking is available along intersecting streets.



ON STREET PARKING

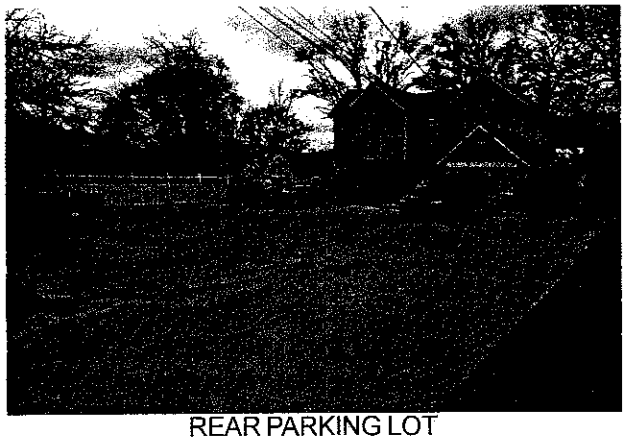
The on-street parking along West Kirkwood is underutilized. Informal parking counts at various times varied from as few as one along the entire length to no more than ten. Most residents and businesses have alley accessed off-street parking, and some park on the many side streets. West Kirkwood on-street parking is sometimes perceived as dangerous due to concern over possible rear ending by traveling motorists. It has been observed that westbound traffic takes advantage of the open parking lane and 'wanders' out of its travel lane.

During the charrette, Tom Gallagher, the owner of the commercial property at 727 West Kirkwood, tried an experiment. He parked on the street opposite his property and soon observed that several vehicles parked behind it in the spaces protected from oncoming traffic by his vehicle. He said that he repeated the experiment with the same result. Lack of on-street parking use may partly result from lack of street markings defining the parking spaces. During the charrette, several people were surprised to learn that parking is available along most of the north side of West Kirkwood.

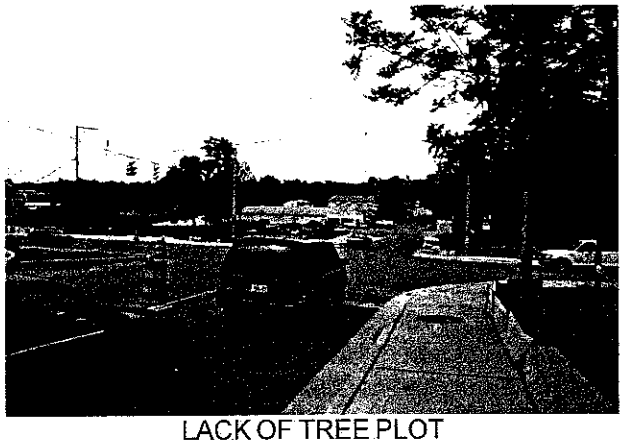


CARS PARKED IN TREE PLOT

Those vehicles that do utilize on-street parking often straddle the curb with two wheels resting in the tree plot. This problem is exacerbated by the low curb height along portions of West Kirkwood. Street resurfacing over the years has decreased the effective height of many of the curbs to the point where cars often pull over them to park in the tree plots. Surface grinding is needed. Curbs are in decent condition except at corners where they are cracked and broken. Relatively large off-street parking lots holding 10 to 12 cars exist adjacent to the Gallagher property and behind several businesses on the east end of the street. The newer rear lots are screened with fences.



REAR PARKING LOT



LACK OF TREE PLOT

e. Tree Plots and Trees

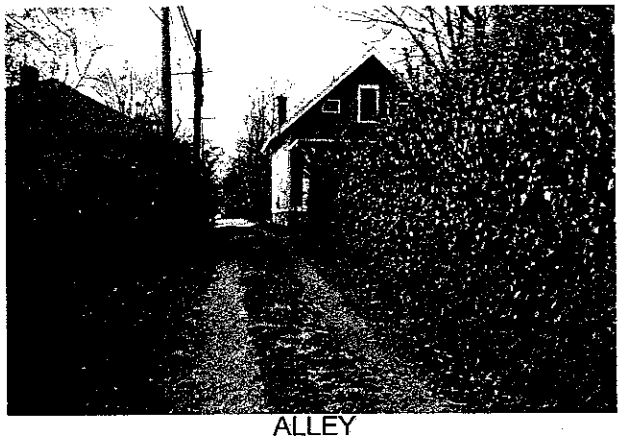
Except for the western end of the study area, tree plots line both sides of West Kirkwood. Though missing trees have left gaps in the streetscape, they still provide a strong presence and ambiance. The width of most tree plots is somewhat narrow, but they are adequate for many varieties of large street trees. Many of the existing trees on West Kirkwood are silver maples in need of pruning. This species is susceptible to inner decay.

TREE PLOT

The recent elimination of tree plots near Adams Street seriously degrades the appearance of the street. The sidewalk is now attached to the curb. Walking in this location is uncomfortable and dangerous due to the immediate proximity of motorized traffic and the lack of shade.

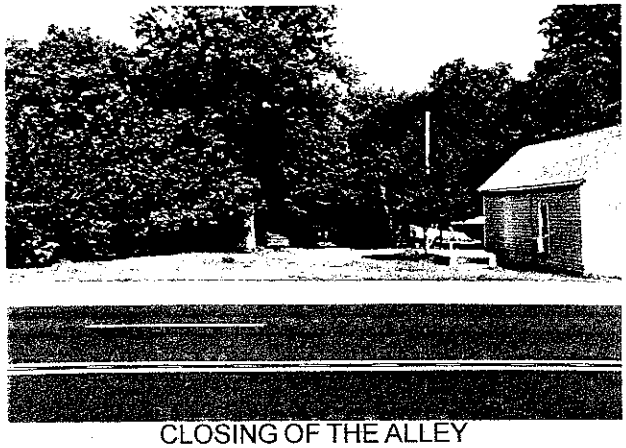
f. Alleys

An extensive alley network extends throughout the adjoining neighborhoods providing rear access and service to many dwellings, businesses, and outbuildings. To the north an alley runs parallel between West Sixth Street and West Kirkwood from Rogers to Adams Streets except for a missing section between Oak and Pine Streets. To the south, the many alleys run north-south connecting West Kirkwood to West Fourth Street.



ALLEY

The gravel alleys are narrow with little traffic, and feel like country lanes. Some alleys run very close to existing houses. Charrette participants repeatedly asked that the character of the alleys be protected. The recent West Third and Adams Street road widening project closed adjoining alleys. The main east-west alley's access to Adams Street in this area was cut off with a retaining wall. Access to properties on the western end of West Kirkwood, which also have no on-street parking, is now required to enter the alley system from West Sixth Street.



CLOSING OF THE ALLEY

g. Utilities

In general water, sewer, and storm water systems are in reasonable condition. The approach to future utility upgrades depends on the extensiveness of surface street infrastructure work. Utilities would likely take advantage of a major street project with extensive system replacements. If the street work is more modest, the Utilities Department can 'point dig' and re-line the existing sanitary sewer as required.

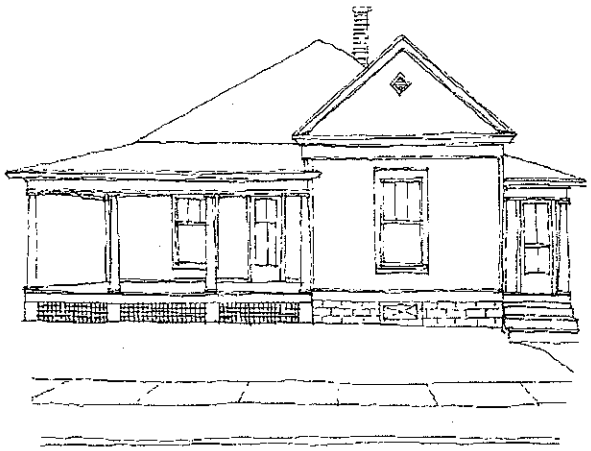
The existing street storm drainage system has few curb inlets. Water on the street can cause hydroplaning at speeds greater than 40 m.p.h.. Storm drainage systems are designed to limit stormwater encroachment into travel lanes, but encroachment in an on-street parking lane is not considered a problem. Utility officials reported that West Kirkwood hasn't had a pattern of storm drainage problems.

The open storm culvert extending southward from West Kirkwood just west of Maple Street drains the West Kirkwood corridor as well as much of the Near West Side neighborhood to the north. This open culvert works well and is easily accessible for inspection and repair, but some residents occasionally use it as an inappropriate yard waste receptacle.

E. Architecture

Most of the buildings in the study area are modest, one story, wood framed structures. The vast majority of them were built before 1940, and though their development predates planning and zoning regulations, their placement and forms are regular and cohesive. Typical platted lot sizes toward the west are usually 40 feet wide; those to the east range from 50 to 60 feet wide. Of the 86 lots in the study area, five are vacant and one is a parking lot. Almost all lots have rear or side access to an alley.

The typical house is a "gabled ell" or pyramidal cottage with a front porch and additions to the rear. Most have lost much of their original detail with subsequent coverings of aluminum or vinyl siding. The condition of these homes varies from neglected and lifeless, to carefully maintained and personalized. Road noise and grime takes its toll on front porches; many seem to serve only as storage areas. On the other hand, in October, pumpkins and other Halloween decorations were plentiful, welcome signs of neighborhood life in spite of traffic impacts.



BUILDING ELEVATION DIAGRAM

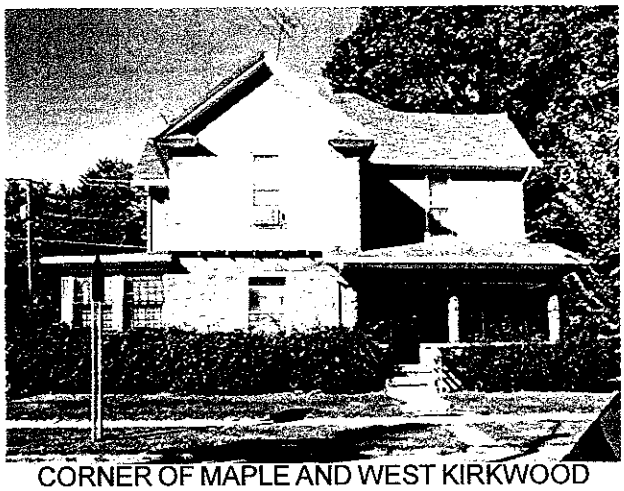
Rear yards also vary widely in use and liveliness. Their long thin proportions easily accommodate detached outbuildings such as garages and storage sheds along the rear alley. A private, courtyard-like outdoor space can be created between outbuildings and the house. Rear yards without outbuildings or intensive plantings leave the rear of the house exposed with parking sometimes occurring in the grass.

The study area includes small, or half lot, houses fronting on Maple and Waldron Streets. These houses are placed to the rear of long, West Kirkwood corner lots, and take advantage of side street access. They contribute esthetically by closing off the rear yards and adding interest to the side streets. Their small size enhances the human scale of the neighborhood. Notable exceptions to the typical small houses include two story, more ornate, Queen Anne style houses near Rogers Street attractively containing offices, gift shops, and apartments. The one story duplex at 706 West Kirkwood has an exceptionally well detailed, symmetrical front facade with a central bay and flanking porches. The rear is an entertaining jumble of additions and

wings.

706 WEST KIRKWOOD

A two-story house on the northeast corner of Maple Street and West Kirkwood helps define this intersection as a neighborhood center with its vertical massing and compatible proportions. It serves as a possible pattern for future infill, multi-use development.



CORNER OF MAPLE AND WEST KIRKWOOD

A relatively recent brick veneer apartment complex dominates the western end of West Kirkwood. Part of the complex, a two story, 8 unit building turns its back to the street and is oriented to an internal courtyard. This arrangement isn't compatible with a traditional neighborhood, but it makes some sense on this end of the street that has been impacted by the recent road widening.

APARTMENT COMPLEX

Other buildings along the western end of the street, mostly single family houses, have all been affected by the road widening. The house on the corner of West Kirkwood and Adams Street, a former group home, is now very exposed to the high traffic volume intersection.

FORMER GROUP HOME

Commercial structures are spread throughout the length of the street, primarily on street corners. Most are simple shed buildings. The structures on the southeast corner of West Kirkwood and Maple Street are more interesting, with a wood-framed, stepped parapet with connected wings housing very small shops to the east and a second floor apartment to the south fronting Maple Street.

Structures are aligned close to the front sidewalk, reflecting a time when most trips were made on foot. This alignment creates cohesiveness and a feeling of containment. The buildings, though modest, work together to create a larger scale neighborhood "room." The commercial buildings follow this same pattern with display windows and entrances directly engaging the sidewalk and providing interest and welcome to pedestrians.

Various sized outbuildings dot the alley system behind West Kirkwood, varying in size from two car garages to small sheds. Many are dilapidated and neglected. In some cases, parking lots have apparently replaced outbuildings. In general, for a traditional style neighborhood, there are relatively few outbuildings. One exception is a small, well-maintained outbuilding behind 819 West Kirkwood.

OUTBUILDING BEHIND 819 WEST KIRKWOOD

Note: A complete building and lot inventory, including photos and site plans with field notes, was taken for the study area. The inventory is available through the Planning Department.

III: Clarifying Development Alternatives

A. The West Kirkwood Charrette

An important element of the planning process for West Kirkwood was the charrette. The charrette included several public workshops, presentations, and walking tours. Charrette participants primarily included residents and business owners along and adjacent to West Kirkwood. Other participants included representatives from the Near West Side and Prospect Hill Neighborhoods, Plan Commission members, Common Council members, and staff from the City's Planning, Housing and Neighborhood Development, and Public Works Departments.

CHARRETTE WORKSHOP

The purpose of the charrette was to clarify a shared vision for the West Kirkwood Corridor through meaningful dialogue among the participants. The site of the charrette, the Showers City Hall atrium, was transformed into an evolving gallery of maps, site plans, photographs, and renderings. The gallery was on display the entire week for those unable to attend the workshops.

In general, participants were very supportive of the traditional town planning concepts advocated during the charrette. In contrast to the common "Not in my backyard" (NIMBY) response to change, charrette participants supported the approach of flexible land use in exchange for site planning and design controls. Several business owners and developers, obviously necessary to the success of the plan, were active charrette participants.

Not everyone agreed with taking a relatively modest approach to infrastructure improvements. One participant who previously lived in the adjacent neighborhood, but who has now moved to the country west of Bloomington, said that West Kirkwood should be three-laned and that parallel alleys should be turned into streets to increase east-west traffic flow. Additional comments made during the charrette included an emphasis on protecting the existing lane-like character of the gravel alleys. It was noted that some alleys are very close to some existing houses.

Many participants expressed concern with the new road project at Adams and West Kirkwood. Several participants suggested reworking the approach to West Kirkwood. A Plan Commission member said that the new project is at odds with the traditional approach of the West Kirkwood Plan. Charrette participants complained that it is very difficult to walk to the doughnut shop on Adams Street, though it is very close to the neighborhood.

A questionnaire was distributed to charrette participants. One question asked participants to choose what new uses would be welcome on West Kirkwood. The listed uses were not comprehensive but provide typical examples of the types of businesses neighbors either welcome or reject.

Possible New Use	% of Participants Approving
Bed & Breakfast	100%
Deli	95%
Cafe	95%
Small Grocery	95%
Art Gallery	95%
Bike Shop	93%
Adult Day Care	90%
Postal Services	85%*
Dental Office	82%*
Office	77%
Optometrist	76%
Laundromat	61%*
Copy Store	59%*
Furniture Store	46%*
Fast Food	15%*
Gas Station	9%
Car Wash	0%

Popular 'Write-In' Suggestions: Book/Newspaper Store, Pub

* Participants included qualifications with their vote such as "small" or "maybe."

Another question asked participants to rate problems with West Kirkwood. Leading their concerns was traffic speed. Next was lack of street trees, closely followed by traffic volume and traffic noise.

Participants also responded to the following questions. Typical responses are outlined below.

What do you like about West Kirkwood?

- Proximity to downtown
- On-street parking
- "It's only 2 lanes"
- Small town character, old houses
- Diversity
- Trees

What changes would you like to see on West Kirkwood?

- Some kind of sign or "entry gate"
- Pedestrian oriented lighting
- Live-work units
- Curb build outs
- Striping for parking
- "Every neighborhood should have a pub! I'm serious!" "The heart and kidneys of a viable community."
- Avoid total gentrification
- Clean up Morrisons

Please describe problems with West Kirkwood.

- Run down buildings. Facade fix-ups, maintenance, road grime, etc.
- The new widening project. Redesign Adams Street intersection.
- Restore tree strip.
- Redo the new cemetery wall
- Lack of curbs, parking in grass

B. Site Studies

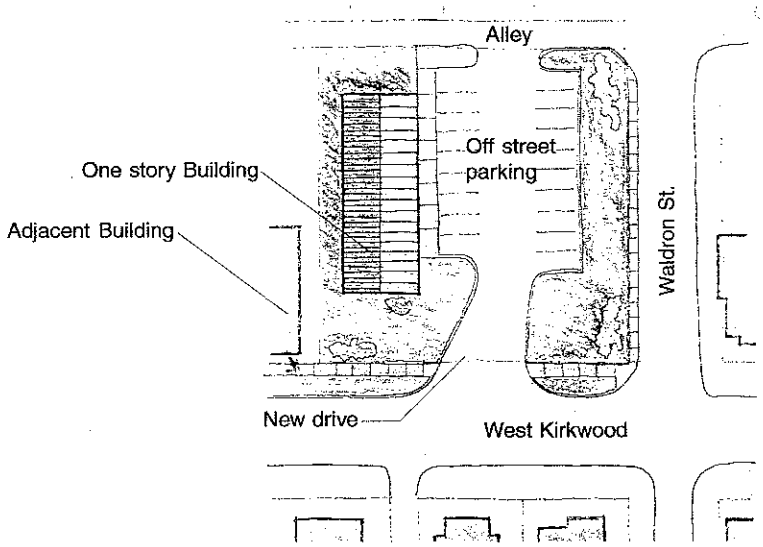
Several specific sites on West Kirkwood were studied intensively during the charrette. These studies included drawings depicting alternative development scenarios. Potential developments formed by current zoning requirements were contrasted with projects designed to fit within the traditional neighborhood. The rough sketches from the charrette were later refined into the following site studies.

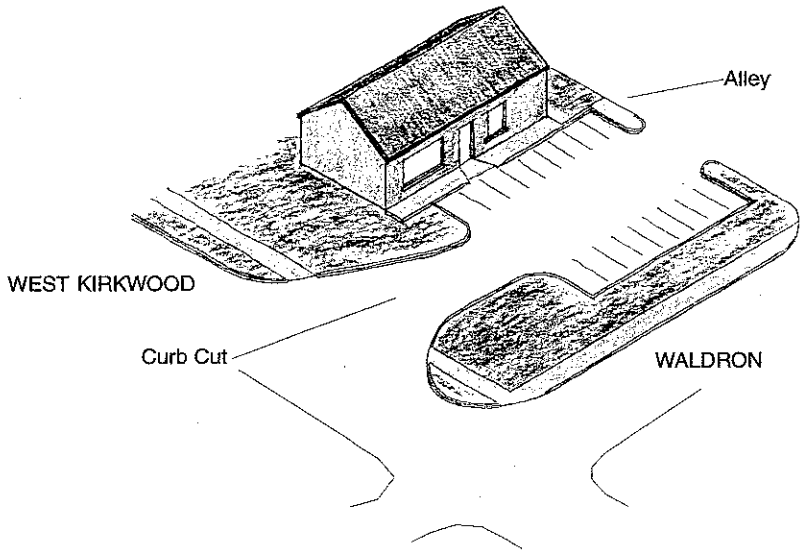
900 West Kirkwood (Morrison's Appliance Site)

Two hypothetical development scenarios are illustrated. The site study below is based on current zoning setback and parking requirements. The site study opposite is a traditional neighborhood design approach.

CURRENT ZONING

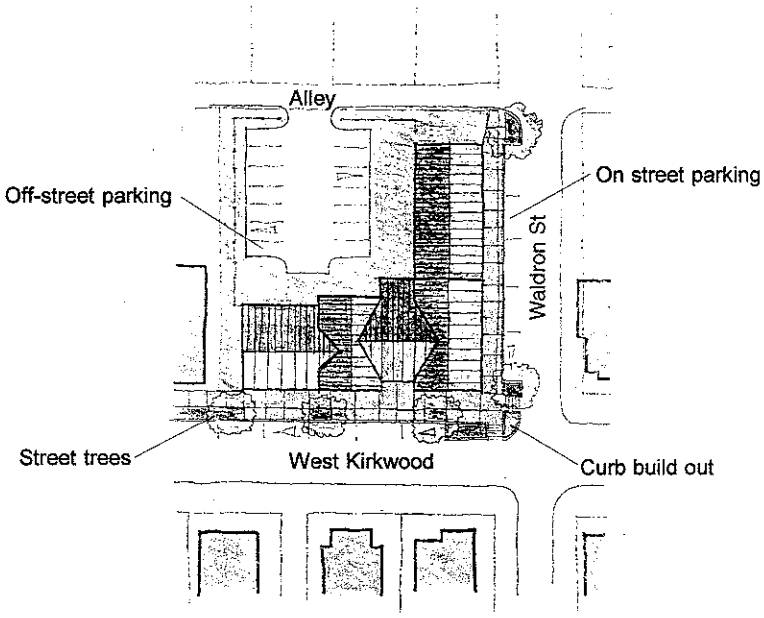
- New, one story retail food store, 2900 Sq.Ft
- Building size is the maximum allowed with existing off-street parking requirements
- Setbacks satisfy current zoning but do not align with adjacent buildings
- Large, new curb cut on West Kirkwood disrupts the sidewalk and street pattern
- Large parking lot dominates site

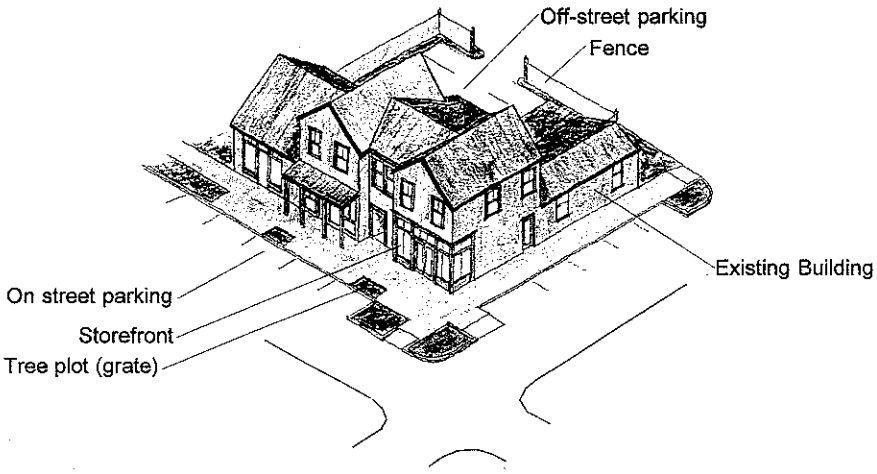




TRADITIONAL NEIGHBORHOOD CONCEPT

- Two story, mixed-use with total area of about 10,000 Sq.Ft
- Incorporates existing Morrison's building
- Includes three or four apartments on the second floor
- Utilizes adjacent on-street parking
- Parking requirements reduced in this pedestrian oriented neighborhood
- Off-street parking lot is screened at rear of the lot
- Building aligns with neighbors and provides easy pedestrian access from sidewalk



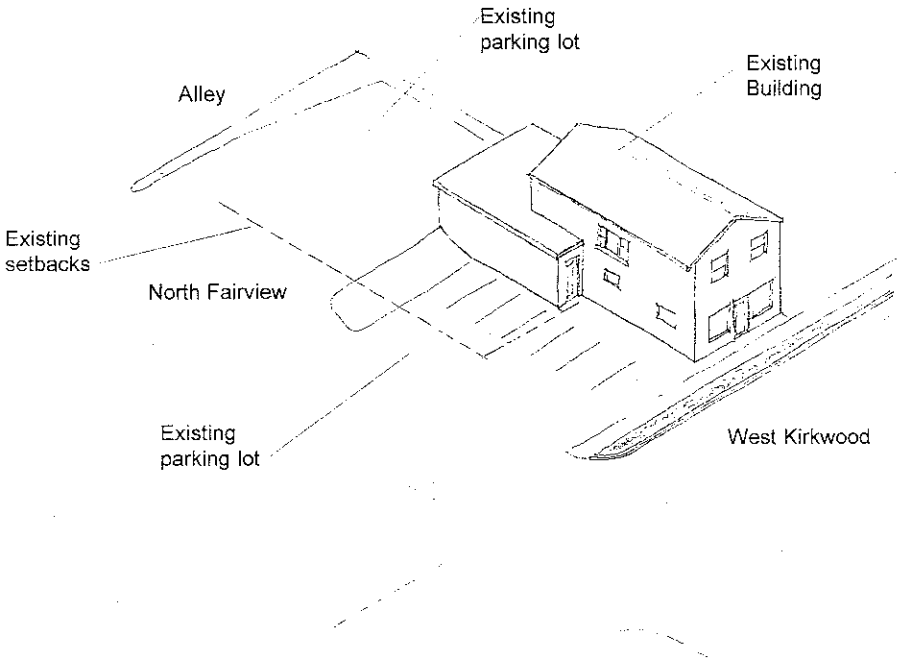


620 West Kirkwood (Flora's Restaurant)

This study illustrates the existing site with its current restricted limitations for expansion. The Traditional Neighborhood Concept shows a potential expansion proposed in the traditional style with revised setbacks.

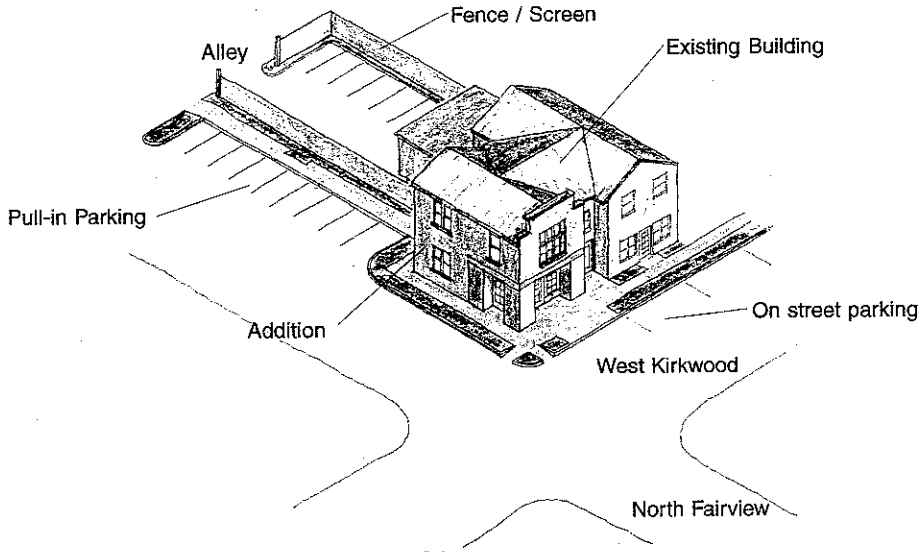
CURRENT ZONING

- Existing site and building shown. Current setbacks severely restrict expansion possibilities
- Building provides sidewalk access, but parking lot dominates highly visible corner, disrupting traditional neighborhood pattern
- Parking lot layout inefficient



TRADITIONAL NEIGHBORHOOD CONCEPT

- Corner addition provides more space for business on existing site and restores traditional "corner store" pattern
- Revised parking lot, though still visible and easly accessible to customers, does not dominate. No loss of off-street parking spaces. Pull-in parking possible due to low traffic volume on North Fairview
- Restaurant parking has high peak use with very low demands between peaks. This use is a good opportunity to share parking needs on-street and with other neighborhood sites

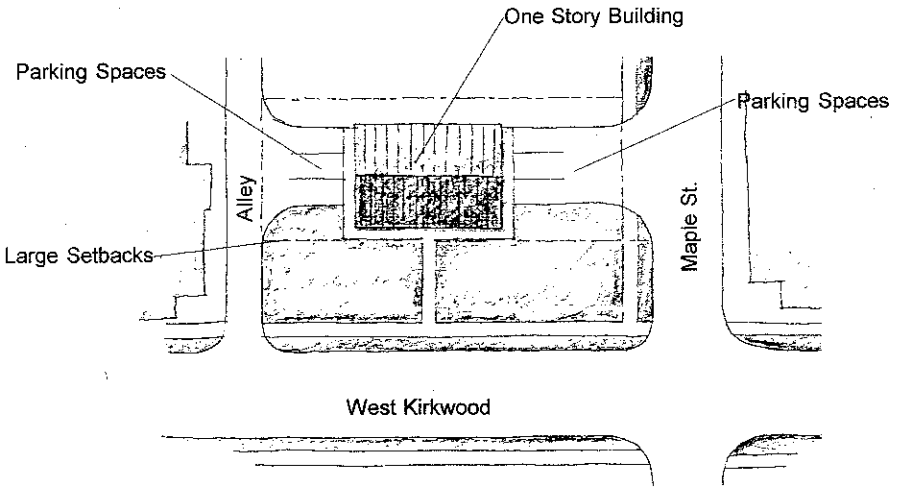


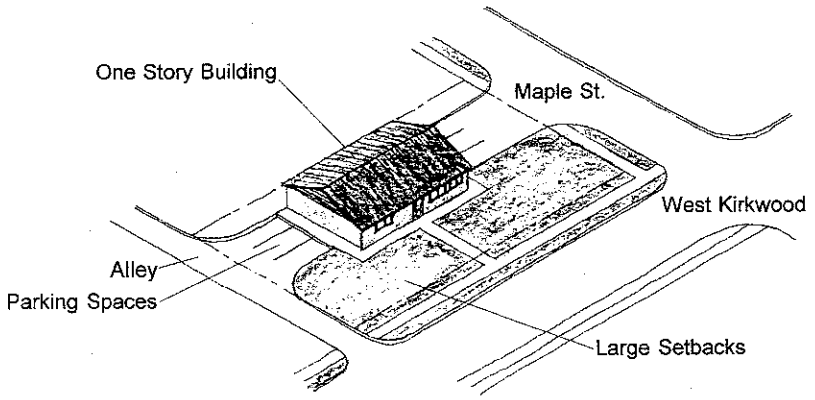
727 West Kirkwood (Gallagher Rental Shops)

This existing property serves as an example of a traditional mixed use. Unfortunately a large parking lot occupies the eastern half of the site and creates a gap in the steetscape. Current zoning prohibits filling in this gap. The current zoning study below shows what would be permitted on the site under current requirements. The Traditional Neighborhood Concept opposite illustrates the possibility of filling in the existing block face with a small commercial building.

CURRENT ZONING

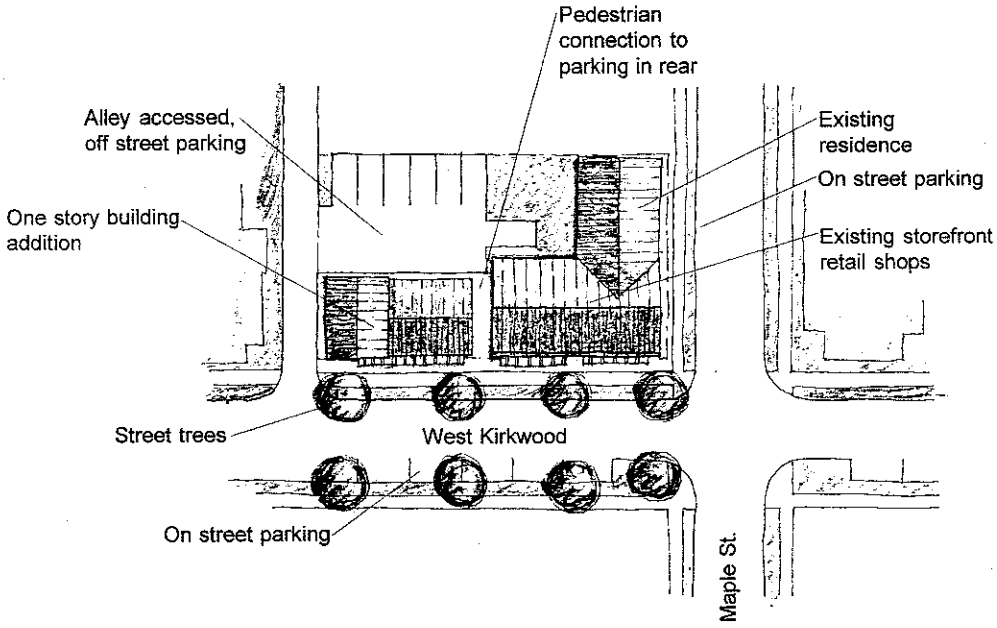
- New, one story office building, 1500 Sq.Ft.
- Building size is the maximum allowed with current off-street parking requirements.
- Setbacks satisfy existing zoning but do not align with adjacent buildings.
- Large, new curb cut on maple disrupts the sidewalk and street pattern and eliminates some street parking.
- Parking lots surround and dominate building and site.

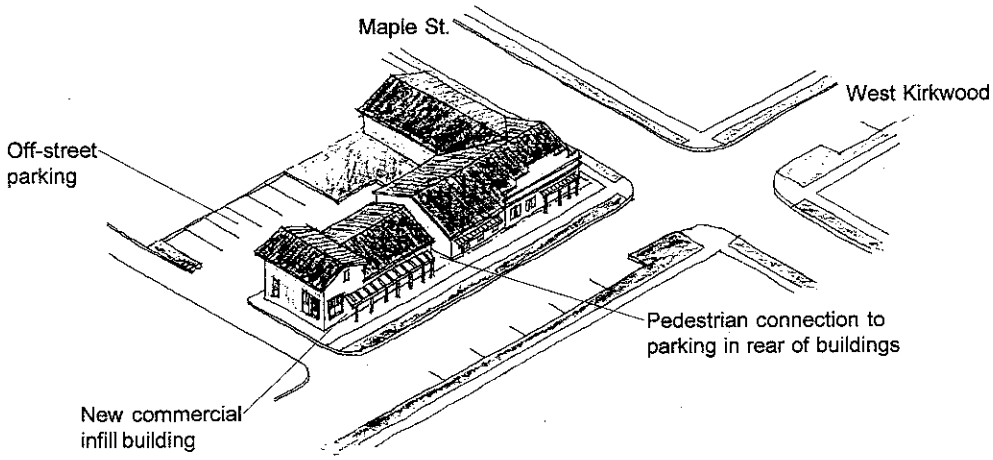




TRADITIONAL NEIGHBORHOOD CONCEPT

- One and two story, mixed-use with total area of about 5,664 Sq.Ft
- Incorporates existing retail storefronts and residence.
- Off street parking is accessed from existing alley requiring no new curb cuts.
- New building aligns with existing and fills out block face.
- Off street parking requirements reduced.





IV: The Plan for West Kirkwood

West Kirkwood's high traffic volume can be put to use in a way that benefits the street and the adjacent neighborhoods. With traffic comes business opportunity. The goal of this plan is to encourage new commercial and residential development in the forms of the traditional neighborhood patterns.

Fortunately, Bloomington retains examples of new businesses succeeding in traditional buildings and neighborhoods. "Restaurant Row" on East Fourth Street is one example. Old houses now contain popular restaurants. Another example is Tina's Carryout in an old two story house on busy East Third Street near Lincoln Street. It is a new version of the corner grocery store. The adjacent alley provides easy access without the need for a new drive. Customers eat on the porch and apartments occupy the second floor.

New development in the traditional style, though still the exception in Bloomington, has been constructed by CFC, Inc. Their mixed-use building at the southeast corner of Sixth and Rogers Streets contains offices on the first floor and apartments on the second. This project enhances the existing environment, but required several variances from current zoning requirements. CFC, a relatively large and experienced Bloomington development company, had the expertise and staying power to obtain the necessary planning exceptions and waivers.

Current zoning requirements within the study area should be modified to make zoning variances unnecessary for traditionally compatible development forms and uses. The new emphasis on traditional style planning comes with recommendations for broadening permitted uses for much of the study area. At the same time the zoning modifications should discourage incompatible suburban style development forms. This approach will require more control of architectural design and site layout, but will allow much more flexible and intensive use.

A. Revising Current Zoning on West Kirkwood

As previously discussed in this Plan (see 'Land Use vs. Zoning' page 7), existing uses along West Kirkwood are in wide contrast to current zoning's use designations. This contrast extends to bulk controls, landscaping, access, and parking. As shown in 'Site Studies' (page 17), current zoning acts as a barrier to enhancing West Kirkwood's fine-grained collection of mixed uses and higher densities.

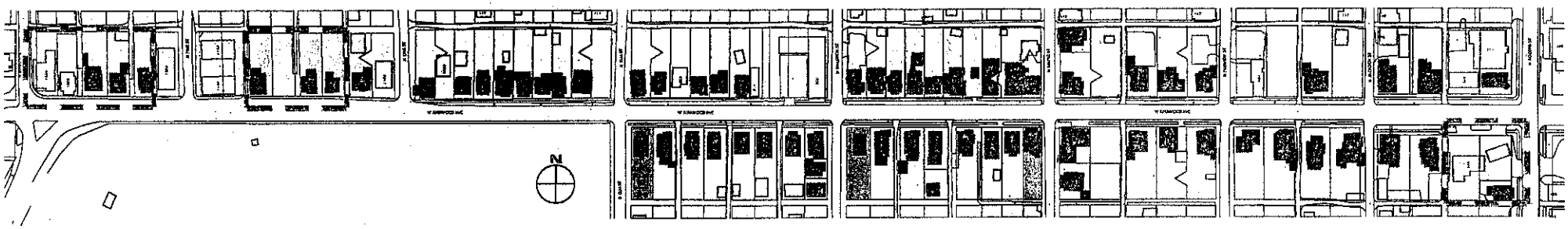
To encourage traditional style development instead of the suburban style prescribed by current zoning, changes are needed. These changes include revisions to permitted uses, bulk controls, landscaping, access, and parking.

a. Broadening Commercial Uses
(Refer to Proposed Land Use Plan, page 25)

The fine-grained collection of mixed uses in traditional neighborhoods occurs in a grid pattern that places the most intense uses on street corners. This pattern is still demonstrated on West Kirkwood where retail and office uses exist almost exclusively on street corners with the dominant residential use occupying mid-block lots. Street corners provide the most visibility, the most adjacent on-street parking, and the easiest access. Symbiotically, the corner commercial buildings buffer the adjacent residential structures from traffic. The corner locations allow easy access to rear parking areas with minimum intrusion into existing alleys, reducing impact on quiet rear yards. Interestingly, several vacant lots and buildings now occur on street corners zoned residential.

Permitted commercial uses should be broadened throughout much of the study area with an emphasis on street corner lots. Two new traditional commercial zoning districts are recommended. Both districts offer a residential option. Traditional Commercial 1, TC-1, allows retail, office, and residential and is primarily intended for street corners. The adjacent interior lot, when developed in tandem with the corner lot, is also zoned TC-1. The less intense, Traditional Commercial 2, TC-2, includes office and residential uses, and is intended primarily for mid-block lots.

Intensive commercial uses also typically occur on corners at the borders of traditional neighborhoods. These border corners are located at the eastern and western ends of the study area. The western end, at Adams Street and West Kirkwood, merits special attention because it is the entrance and edge to the historic, traditional core of Bloomington. Erosion of this corner into a suburban pattern of development has already begun with the recent street widening and loss of on-street parking, tree plots and alley access. Given this corner's high traffic volume it seems unlikely that its RS4.5 Single Dwelling Residential zoning will attract investment. The corner house has been vacant for



PROPOSED ZONING	PERMITTED LAND USES	PERMITTED BUILDING TYPES
TRADITIONAL COMMERCIAL - 1, TC - 1	- RETAIL - OFFICE - RESIDENTIAL	- STOREFRONT - CONGLOMERATE
TRADITIONAL COMMERCIAL - 2, TC - 2	- OFFICE - RESIDENTIAL	- TWO STORY HOUSE - CONGLOMERATE - ACCESSORY BUILDING
TRADITIONAL RESIDENTIAL - 1, TR - 1	- RESIDENTIAL	- CONGLOMERATE - ACCESSORY BUILDING
TRADITIONAL RESIDENTIAL - 1/2, TR - 1/2	- RESIDENTIAL ON SUBDIVIDED LOT	- SMALL HOUSE

OVERLAYS

ARROW INDENT, INDICATES TC - 1 LOT USE OPPORTUNITY OVERLAY ON ADJACENT LOT

SPECIAL SITE, DESIGN REVIEW OVERLAY

EXISTING BUILDING KEY

HISTORIC CONTRIBUTING

NONCONTRIBUTING

PROPOSED ZONING / LAND USE PLAN

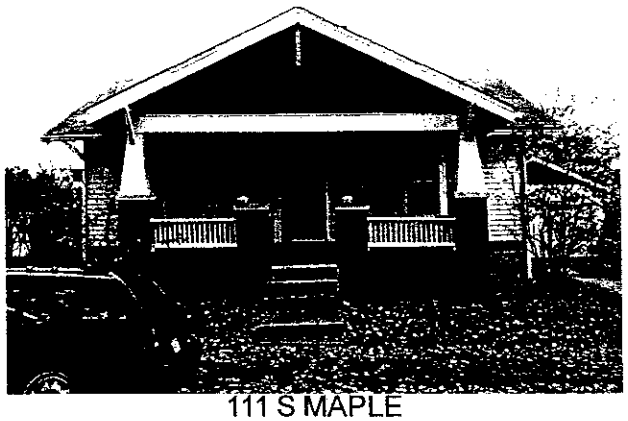
some time. 'Up-zoning' of this corner should be coupled with design controls to ensure that eventual redevelopment be in the traditional pattern with the building in the foreground and with parking behind or under the building. Street trees along West Kirkwood should be restored.

b. Broadening Residential Uses

(Refer to Proposed Land Use Map, page 25)

Traditional neighborhoods have always contained a range of housing uses, and West Kirkwood is no exception. Multi-dwelling buildings exist on many lots, often adjacent to the still predominant single family use. Some changes are needed to existing residential zoning. The intent is to reinforce compatible residential use, add flexibility, diversity, and maintain or slightly increase existing densities.

Existing small lot or 'half-lot' dwellings occur throughout the Near West Side and Prospect Hill neighborhoods, usually on the rear portion of corner lots. Examples of half-lot dwellings exist along North Waldron and Maple Streets in the study area. Half-lots provide attractive, and economical housing for those who desire home ownership, but may not want the responsibility of maintaining a large yard. This proposed residential subdivision opportunity is designated TR-1/2.



111 S MAPLE

Another small dwelling, very common in traditional neighborhoods, is the rear yard accessory apartment. Sometimes called 'granny flat', or carriage house, this use offers a humane way to integrate a small apartment within a single-family residential context. Income from the apartment can help support home ownership. Accessory apartments also offer an opportunity for keeping families intact. The term granny flat expresses the use's function of allowing an elderly parent (or a young adult family member) to live nearby, but with some independence. Accessory apartments have been very successful in new, upscale traditional residential developments. In Bloomington, some concern exists that this proposed use could be abused by landlords. The size of accessory apartments should be restricted, and a special occupancy permit issued by the Housing and Neighborhood Development Department should be considered. Residential Accessory use is proposed as a component of all proposed zones except TC-1.

c. Revising Bulk and Setback Requirements

The need to revise zoning setback requirements has been discussed and illustrated in this plan. Current large front yard setbacks are in glaring discordance with the traditional neighborhood fabric. To maintain that fabric with its consistent alignment of building fronts, the Plan proposes the inclusion of a 'build-to line' in zoning revisions. A build-to line simply requires that new buildings be constructed with their fronts relatively close to the existing front property line.

Recommended side and rear yard setbacks and building coverages for the proposed traditional commercial districts (TC-1, TC-2) are similar to existing zoning's CG and CL districts. The proposed 'Building Types Code' (See 'Emphasizing Compatible Architecture' page 27) further defines height and other bulk controls.

d. Revising Parking Codes

Large parking lots degrade any residential environment, especially compact, small-lot traditional neighborhoods. While heavy traffic on West Kirkwood has caused many residents to abandon front porches, the rear yards and alleys remain relatively quiet and livable. This rear yard livability of houses fronting not only West Kirkwood, but also the adjacent rear yards of West Fourth and West Sixth Streets, is especially vulnerable to the noise and light pollution of large parking lots. Unfortunately the existing zoning code requires off-street parking lots of a size which can overwhelm the small yards and quiet alleys of this traditional neighborhood.

Off-street parking lots have a high percentage of pavement devoted to driveways, aisles, and pull out space. This is especially true for relatively small parking lots where the paved area necessary to access parking spaces can equal the area of the parking spaces themselves.

One effect of the current parking requirements is to encourage the aggregation of property and the demolition of existing structures to accommodate parking

lots. So called "heavy retail" uses such as food stores, bakeries, and video rentals, which could easily fit within existing or compatible new buildings on West Kirkwood, are required to have 6 off-street parking places per 1,000 square feet of floor area. Providing this amount of parking will often force developers to acquire adjacent property solely for parking.

Current parking requirements also make mixed-use projects much less feasible. All available surface parking is given to satisfying first floor uses. Zoning now demands that any second floor apartments also have dedicated parking spaces. No provisions are made for sharing parking or reductions for the fact that many destinations are easily reachable on foot.

Traditional neighborhoods rely to a great degree on on-street parking. Morrison's Appliances, for example, has long flourished with essentially no off-street parking. Instead it has utilized a row of perpendicular on-street parking similar to the parking surrounding the Courthouse. It's an efficient use of asphalt and keeps the impact of cars confined to the street.

Suburban style off-street parking requirements are large because each isolated use must build peak parking capacity. Parking lots in office complexes sit empty at night. Shared parking is a rarity in the suburban environment. In a traditional neighborhood it's the norm. Continuous sidewalks, close proximity of uses, and public on-street spaces create a shared parking network. Private off-street lots are also used more effectively in a mixed-use environment. When office workers vacate their parking spaces at the end of the workday, the residents can then use the spaces.

Off-street parking requirements should be reduced for new traditional commercial developments along West Kirkwood. Some on-street parking should count toward the revised requirements. Pedestrian proximity to a wide range of necessary destinations helps to justify this reduction. To help ensure that new parking lots are compatible with the scale of the existing neighborhoods their size should be limited. This proposed change in parking requirements reflects an underlying understanding from the residents who, wishing to preserve the character of their neighborhood, are willing to tolerate occasional, crowded on-street parking.

e. Revising Access Codes

New drive cuts, currently permitted by zoning on West Kirkwood, allow drive widths of up to 40 feet, 10 feet wider than the pavement width of West Kirkwood. Such drives typically have large, sweeping layouts, encouraging vehicles to enter and exit at relatively high speeds. These drives function as uncontrolled intersections where pedestrians are put at risk by both the width of the drive and the speed of crossing vehicles.

New curb cuts along West Kirkwood should be banned. New drives would violate the existing, historic, and predictable street-alley grid. Examples exist on West Kirkwood showing how to avoid new drives altogether. The restored two story house at 608 West Kirkwood makes use of existing alleys to serve a rear parking lot. This pattern takes advantage of the extensive opportunities offered by the alley network.

B. Emphasizing Compatible Architecture

Modern zoning stresses a wide separation of uses with large building setbacks and buffers. Buildings tend to be placed some distance from the street, usually behind a parking lot. In the current development context, building design places little value on pedestrian scale or compatibility with the surrounding neighborhood.

West Kirkwood and its adjacent neighborhoods developed before people relied extensively on cars. Buildings weren't hidden behind large setbacks and parking lots. As a result, extra care was given to architectural details such as porch columns and railings. Merchants attracted passing pedestrians with enticing eye-level display windows.

In a traditional, mixed-use neighborhood, the corner store or office is just next door, down the block, or across the alley. Its proximity to homes heightens the impact of its design. Successful development on West Kirkwood needs to respect the close proximity to homes and needs to be done with at least the same care as demonstrated in the original, historic construction.

In the context of the traditional neighborhood, design quality is much more than a matter of personal preference. Historic patterns such as building placement, massing, proportions, materials, fenestration, and landscaping exist as facts. Through a careful study of the neighborhood fabric, these design patterns can be delineated.

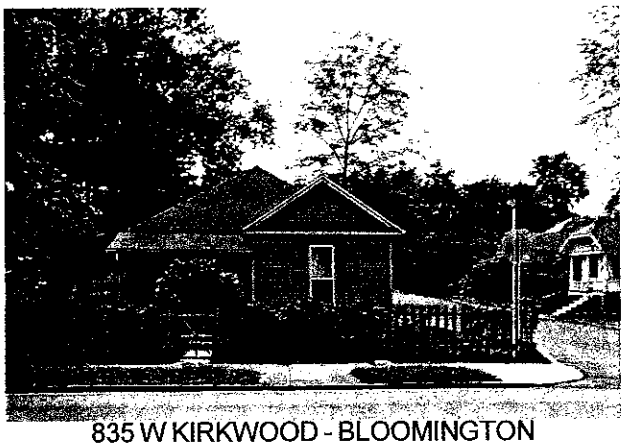
Building design is a time consuming, often expensive task. For developers, design is an 'up-front' expense. It is part of what developers risk in trying to get a project out of the ground, and they understandably cringe at the thought of arbitrarily applied design regulations.

Design guidelines need to be concretely descriptive. They should clarify what to do, rather than what not to do.

a. Historic Rehabilitation

West Kirkwood's inventory of historically contributing buildings offers wide-ranging opportunities for reuse and development. Many houses have already been converted to other uses.

Expanded use possibilities for existing structures comes with the need for physical rehabilitation to be in historic character. Historic improvement methods, such as the *Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings* are widely accepted and recognized. Expertise in this area is readily available in Bloomington. An example of an appropriately rehabilitated structure is the house on the southeast corner of West Kirkwood and Waldron.



835 W KIRKWOOD - BLOOMINGTON
RESTORATIONS, INC., HOUSE REHAB

b. Guiding New Construction with Building Types

Expanded use possibilities along West Kirkwood will encourage not only the rehabilitation of existing structures, but also the construction of new buildings and additions. To help improve the quality of new buildings and the predictability of the approval process, four building types are proposed.

The use of building types is an effort to 'pre-design' new construction in 'pre-approved' forms. The illustrated types provide an objective model for design and for design review.

The types chosen are historically representative of those liberalized, more intensive mixed uses the plan seeks to encourage. The Building Types are:

- **Storefront**
- **Accessory Building**
- **Small House**
- **Two Story House**
- **Conglomerate**

Permitted locations of these types are shown on the 'Proposed Land Use Plan' (page 25).

The following illustrations define essential elements of the chosen types. The Small House type, not yet illustrated, is to be similar to the existing half lot houses on South Waldron St. and South Maple St. in the study area. See picture on page 26. Building element and material design requirements apply to building fronts and to the exposed sides of buildings. Building rears are not subject to architectural requirements.

BUILDING TYPES

The Storefront

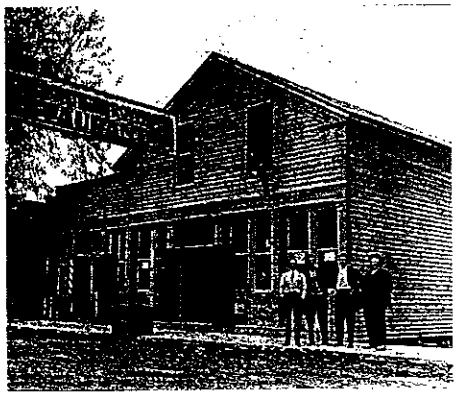
This is the traditional corner store common in urban and small town neighborhoods. It makes the most of its prominent corner locations with large, pedestrian oriented, display windows and an easy to access, sidewalk level entrance. Anticipated ground floor uses include deli, small retail, restaurant, office, personal service and coffeehouse. Apartments are encouraged for second floor use. Since West Kirkwood is largely made up of modest houses, storefront design needs to respect the room-sized proportions of existing building massing. Materials should be mostly wood. Split face limestone and possibly concrete block, which relate to the existing rough limestone retaining walls and porches, are also appropriate. Careful attention should be given to the details of the first floor display windows and entrance due to its immediate proximity to the sidewalk.

Recommended Architectural Components (See Drawing)

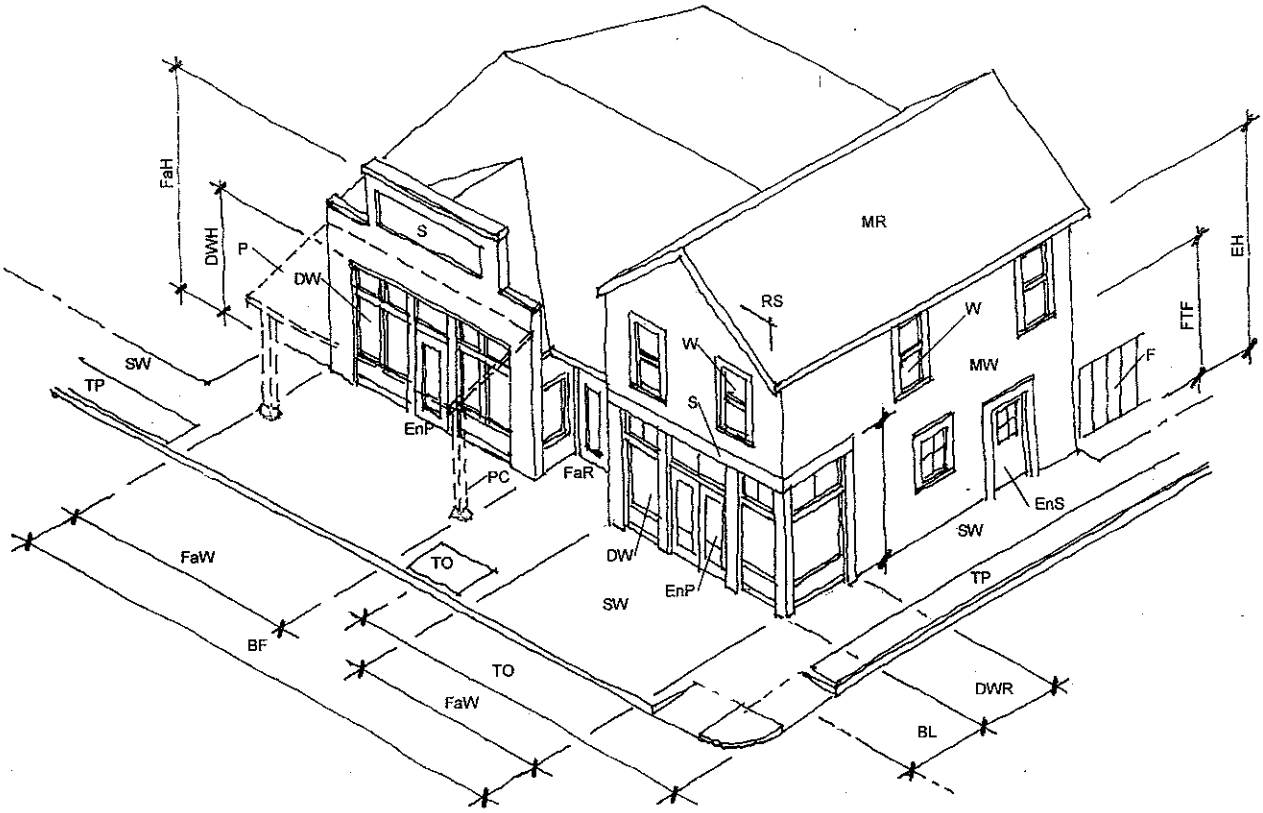
BF Building Frontage: Minimum 70% of lot width, applicable to each platted lot
BL "Build to Line": Front of building must be placed 4 to 10 feet from property line
Porch setback minimum 1 foot from property line
EH Eave Height (Measured from ground floor)
One story: 12-14 feet
Two story: 19-22 feet
EnP Entrance, Primary: Must face West Kirkwood (Street with greatest traffic)
EnS Entrance, Secondary: Location optional
F Fence: Wood fence to screen off street parking
Minimum Height: 6 Feet
DW Display Window
Materials: Painted wood and fixed glass. Masonry columns optional
Traditional details recommended
DWH Display Window Height: Minimum 10 feet
FaH Facade Height
One story: 16 to 20 feet
Two story: 22 to 26 feet
FaR Facade Recess (Measured from primary facade)
One story: 4 feet
Two story: 6 feet
FaW Facade Width: 12-18 feet
FTF Floor To Floor Height: Minimum 11 feet
MW Materials, wall: Wood or cementitous siding
Split face limestone or concrete block
Trim: Wood or cementitous wood
MR Materials Roof: Asphalt or fiberglass shingles
Metal
Gutters: Half round galvanized or aluminum
P Porch: Max. encroachment into building setback: 3 feet
Min. depth: 6 feet
Min. overhead clearance: 8 feet
Backlighted awnings not permitted
PC Porch Columns: Wood in traditional style. Minimum size 6 inch x 6 inch
RS Roof Slope at exposed gable(s): 7 in 12 to 12 in 12
S Sign: Building mounted signage to be within area indicated. Backlighted signs or awnings not permitted
SW Sidewalk: Minimum clear width: 4 feet (Must be ADA compliant)
TO Tree Opening: min. size: 4X6 feet. Max. distance from corner: 25 feet
TP Tree Plot: Max. street tree spacing: 40 feet
W Window: Height to width proportion : min. 2 to 1
Style: Double Hung
Traditional trim required

The Storefront

NEW ALBANY STOREFRONT



EARLY STOREFRONT IN ELLETTSVILLE



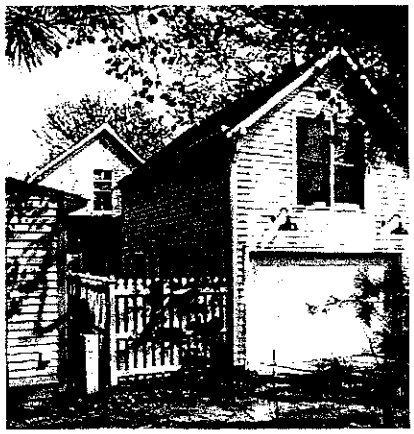
STOREFRONT

The Accessory Building

This small building type shows how to provide additional dwellings in a low-impact way, and how to take advantage of the livability of the quiet neighborhood alleys. Locations are limited to rear yards. Building area is restricted to the size of a small one bedroom apartment, or 40% of the area of the primary structure, whichever is smaller. A two-story version permits a ground level garage. Materials should complement or match the primary structure.

This building type should include the possibility of reusing relocated structures. Some of the small, existing houses along West Kirkwood could find new life along alleys.

Successful integration of accessory buildings will require the close cooperation of Bloomington's Housing and Neighborhood Development Department, and may include special permitting.



ACCESSORY BUILDINGS IN LOCKERBIE, INDIANAPOLIS

RECOMMENDED ARCHITECTURAL COMPONENTS

EH Eave Height (Measured from grade at center of building side with smallest sideyard setback)
One story maximum: 10 feet
Two story maximum: 18 feet

GaW Gable Width: Maximum 18 feet

MW Materials, wall: Compatible with primary structure

MR Materials, roof: Compatible with primary structure

RS Roof Slope at exposed gable(s): 7 in 12 to 12 in 12

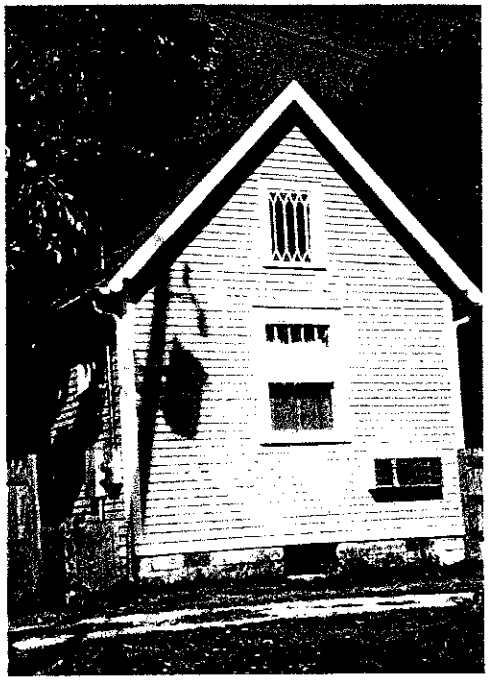
SeP Setback from Primary Building: Minimum 12 feet

SeR Setback, rear: 5 feet minimum

SeS Setback, side: 1 story: 5 feet minimum
2 story: 9 feet minimum

W Window: height to width proportion: Min. 2 to 1
Style: Optional
Traditional trim recommended.

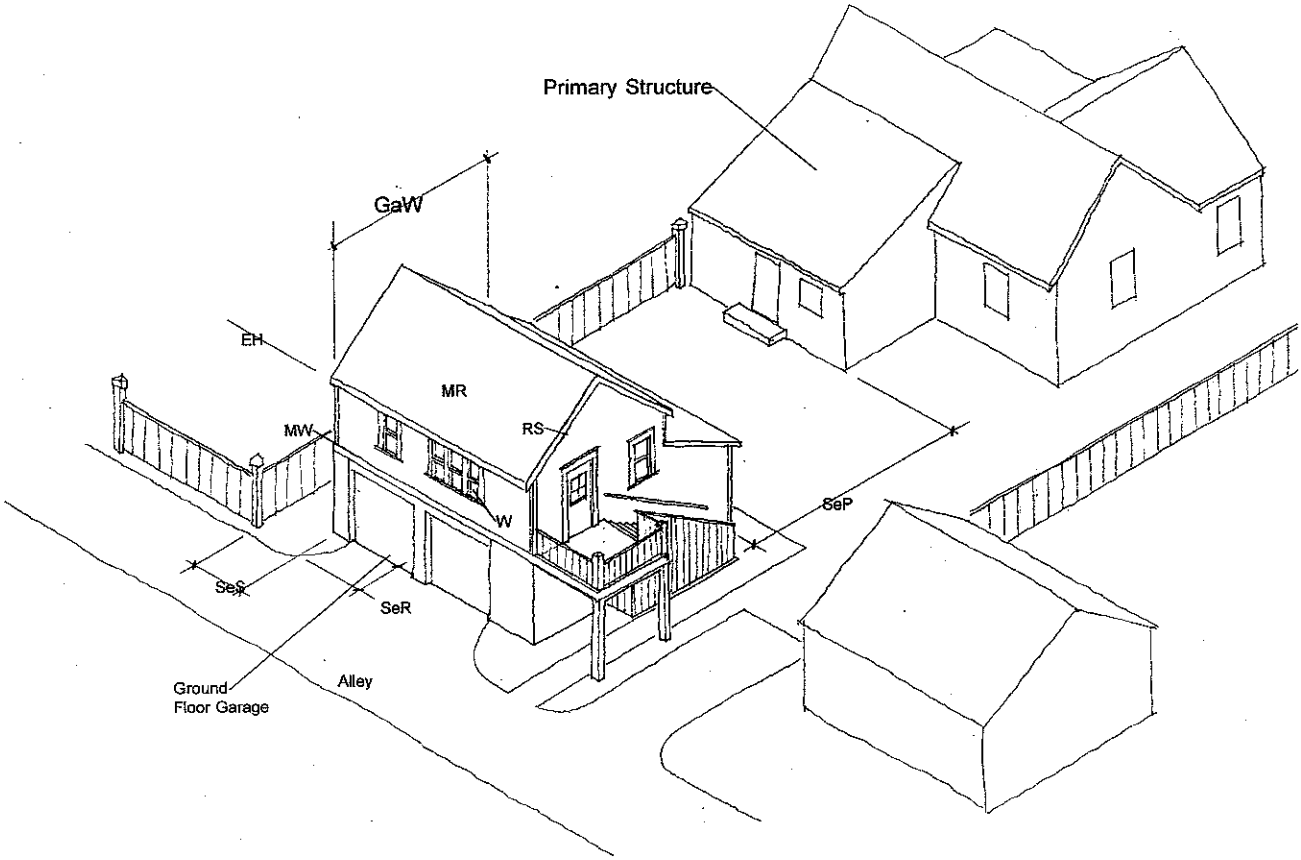
The Accessory Building



NEW ACCESSORY BUILDING IN
BLOOMINGTON'S NEAR WEST SIDE

ACCESSORY BUILDINGS ARE POPULAR IN NEW,
TRADITIONAL - STYLE RESIDENTIAL DEVELOPMENTS

EXISTING ACCESSORY BUILDING
OFF WEST KIRKWOOD



TWO STORY ACCESSORY BUILDING

The Two Story House

This type is intended for mid-block development, as well as some corner locations. The first floor should be raised well above grade and should include a front, or wrap-around porch. Special attention should be given to porch railings and columns. Recommended uses are similar to the storefront building type. Room sized proportions are important to help keep this type from overwhelming adjacent smaller houses.

QUEEN ANNE HOUSE
ON WEST KIRKWOOD

ATTRACTIVE TWO STORY NEAR
BLOOMINGTON'S DOWNTOWN

RECOMMENDED ARCHITECTURAL COMPONENTS

BL "Build to Line": Front of building must be placed in alignment with average setbacks of adjacent structures or a maximum setback of 12 feet whichever is less. Porch may not encroach.

EH Eave Height (Measured from ground floor): 17 - 22 Feet

EnP Entrance, Primary: Must face West Kirkwood (Street with greatest traffic)

FG First Floor house and porch elevation above entry grade: Minimum 24 inches

FTF Floor to floor height: Minimum 10 Feet

GaW Gable Width: Maximum 17 Feet

MW Materials, wall: Wood or cementitous bevel siding
Trim: Wood or cementitous wood

MR Materials, roof: Asphalt or fiberglass shingles
Metal
Gutters: Half round galvanized or aluminum

P Porch: Minimum depth: 6 feet, Minimum length: 14 feet
Minimum eave height: 8 feet

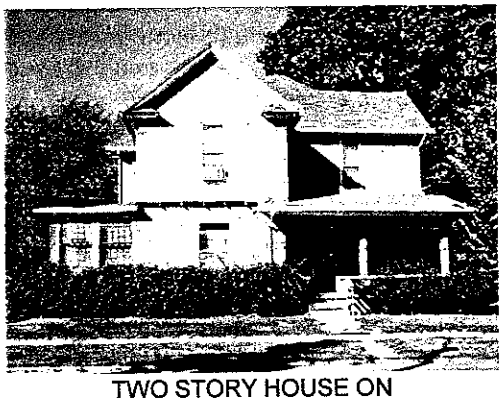
PC Porch Column: Wood in traditional style. Minimum size 6 inch X 6 inch

RS Roof Slope at exposed gable(s): 7 in 12 to 12 in 12, or match original

TP Tree Plot: Maximum street tree spacing: 40 feet

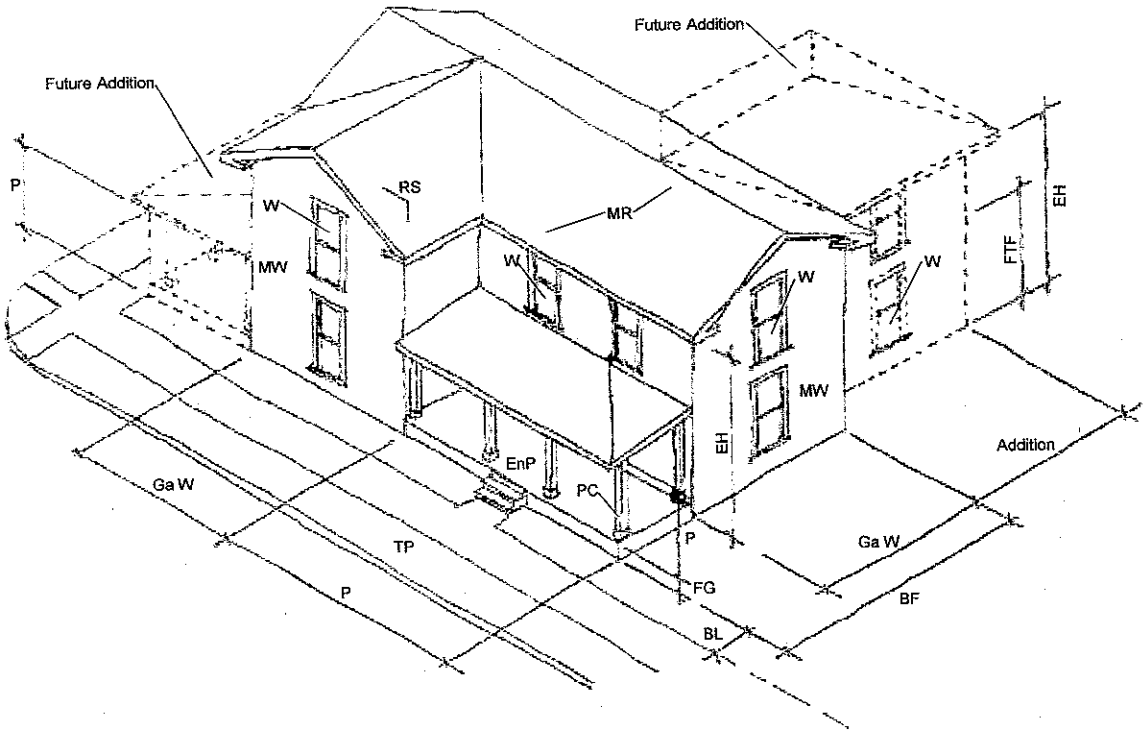
W Window: height to width proportion: Min. 2 to 1
Style: Double Hung
Traditional trim recommended.

The Two Story House



TWO STORY HOUSE ON
WEST KIRKWOOD

POTENTIAL INFILL
TWO STORY HOUSES



TWO STORY HOUSE

The Conglomerate

This rambling type consists of an original structure to which room sized additions have been added. The additions are clearly defined with their own peaked roofs, wall offsets, and separate entrances. This type is generally one story or one and one-half story. Some of the existing conglomerates accommodate multiple apartments. This type demostrates how to expand an existing structure, or even how to connect two existing structures to create a large footprint. Possible uses include office, retail, housing, restaurant and deli.

CONNECTED HOUSES IN LOCKERBIE, INDIANAPOLIS, CREATE LARGER SQUARE FOOTAGE WHILE RESPECTING SCALE OF NEIGHBORHOOD

RECOMMENDED ARCHITECTURAL COMPONENTS

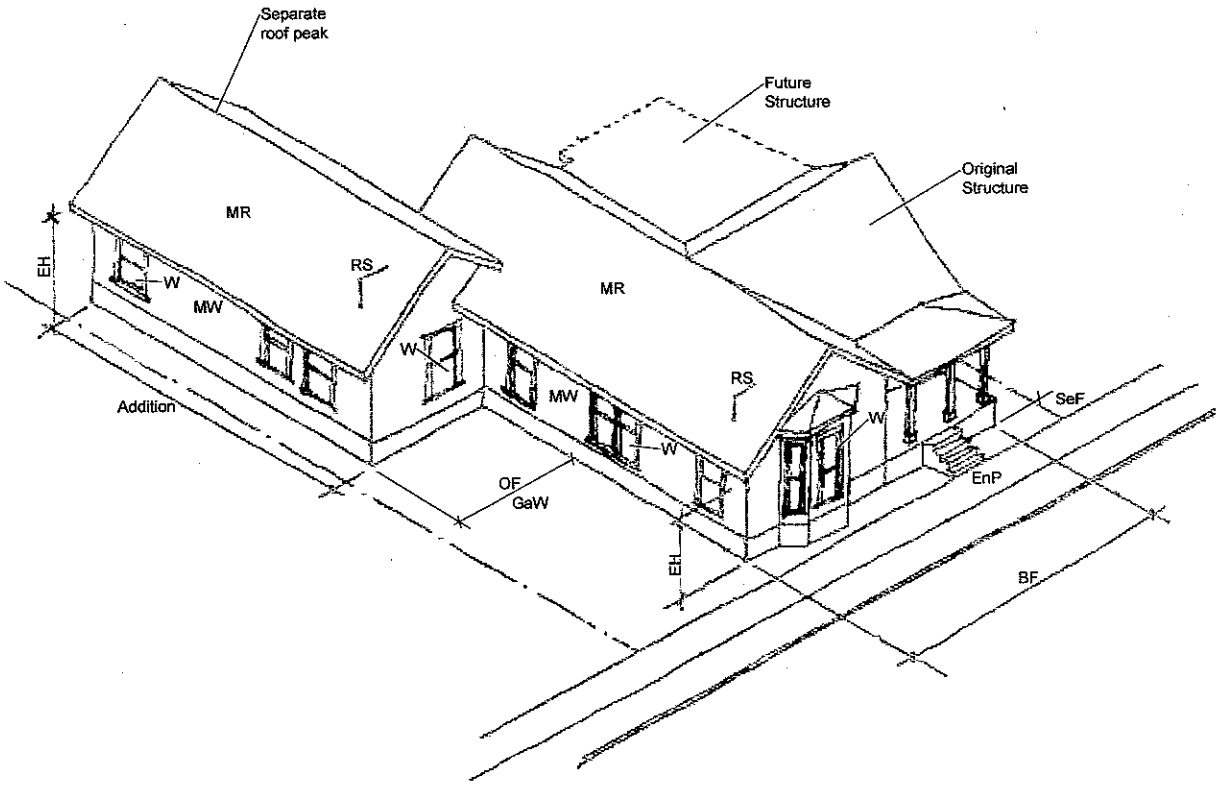
EH Eave Height: Less than or equal to existing structure
EnP Entrance, Primary: Must face West Kirkwood (Street with greatest traffic)
EnS Entrance, Secondary: Optional orientation
FaR Facade Recess (Measured from primary facade):
Minimum depth: 4 feet
Maximum width: 6 feet
See 'Storefront,' pages 29 & 30, for illustration of this component
FTF Floor to floor height: Similar to existing
GaW Gable Width: Equal or less than original
MW Materials, wall: Wood or cementitous bevel siding
Split face limestone or concrete block
Trim: Wood or cementitous wood
MR Materials, roof: Asphalt or fiberglass shingles
Metal
Gutters: Half round galvanized or aluminum
OF Offset: Minimum 4 feet
P Porch: Minimum depth: 6 feet
PC Porch Column: Wood in traditional style. Minimum size 6"X6"
RS Roof Slope at exposed gable(s): 7 in 12 to 12 in 12, or match original
SeF Setback, Front: Set back from existing building front a minimum of 4 feet
W Window: height to width proportion: Minimum. 2 to 1
Style: Double Hung
Traditional trim recommended.

The Conglomerate

MIXED - USE CONGLOMERATE

SEPARATELY PEAKED ROOF

SEPARATE ENTRANCES



CONGLOMERATE

C. Plan Policies

a. Goals

Protect and enhance the West Kirkwood Corridor through:

- Promoting compatible, traditional-style development that supports mixed uses, small business opportunity, and neighborhood coherence
- Balancing the preservation of a pedestrian friendly environment with the need to move traffic through the neighborhood
- Implementing targeted public infrastructure improvements that preserve the traditional neighborhood character of the corridor

b. Expand development opportunities

Upzone existing residential zoning districts and broaden permitted uses, especially at street corners.

The intent of the Plan is to broaden, by right, permitted uses throughout much of the study area. Street corners, because of their visibility, accessibility, and proximity to on-street parking are preferred for the widest and most intense range of uses. Street corner locations also allow easy access to rear parking areas with minimum intrusion into existing alleys. Offices, small shops, service businesses, and apartments have always been part of the mixed-use nature of traditional neighborhoods. Current zoning along West Kirkwood emphasizes single family use, either by outright designation or by suburban-oriented area controls. The high traffic volumes unfortunately restrict interest in single family investment resulting in an environment of slow deterioration.

New permitted uses should be limited to those that could reasonably be expected to exist within a traditional neighborhood context. Car washes, drive-up facilities, and other car-oriented uses should not be included.

Do not add new boards or commissions to the development review process.

While the Plan for West Kirkwood places a strong emphasis on traditional site planning and architectural design, it recommends that the review process occur with existing boards and commissions. The intent is to make planning review more predictable and straightforward for those wishing to develop neighborhood compatible projects.

Provide planning predictability through specific, pictorial, guidelines.

Traditional style development is not the current norm. Easy to understand, specific guidelines are needed for developers, planning staff, and citizen review boards and commissions. These guidelines should interface smoothly with existing code. Building design requirements should be clearly illustrated in a format that is easy to grasp.

c. Promote neighborhood compatible development

Adopt a building-types code based on historic models.

On West Kirkwood, building design can't rely on the existing Zoning Ordinance's current emphasis on separation and buffering. Traditional neighborhood design calls for building facades to be built close to the sidewalk and to contribute to an interesting, authentic pedestrian/street experience. Not only is the overall shape of the building crucial to neighborhood compatibility, but details are also important.

The building-types code should clearly illustrate forms of buildings that are acceptable on West Kirkwood. This code should become part of the zoning modifications for West Kirkwood, serving as a template and standard for additions and new buildings, and providing predictability for neighborhood residents, owners, and developers.

The Plan proposes the following building types appropriate for West Kirkwood:

- The Storefront
- The Accessory Building
- The Conglomerate
- The Two-Story House
- The Small House

Reduce off-street parking, front yard setbacks, and landscaping requirements.

Broadening permitted uses won't by itself encourage compatible new development. Current suburban style zoning results in suburban style developments. Present parking, setback, and landscaping regulations require relatively large land areas. These requirements effectively block new development on the compact lots along West Kirkwood. Meeting the current regulations almost forces demolition of some of the existing historic neighborhood fabric.

On-street parking along West Kirkwood and intersect-

ing streets is now underutilized. This asset can be put to work to help reduce off-site parking requirements. Landscaping requirements for buffering also consume valuable space. As an alternative, the Plan proposes fence screening around parking lots and mechanical equipment.

Screen and restrict size of parking lots.

Parking lots could not only easily overwhelm the compact lots on West Kirkwood, but could negatively impact properties on West Fourth and West Sixth Streets. Parking lots should be constructed in the rear of lots and should be carefully screened with attractive fencing. This recommendation should be implemented in a way that avoids the demolition of buildings for parking lots.

Emphasize reuse and restoration of existing historic structures.

A very high percentage of the structures on West Kirkwood have been listed as "contributing" to the historic neighborhood. The value of historic renovation has been demonstrated many times over the last few decades in Bloomington. The renovation of these simple, wood frame structures is relatively economical and eligible for significant tax credits. Renovation should follow accepted historic practice and additions should not dominate the original historic structure.

All new replacement must satisfy Building Type requirements. A demolition waiting period should be included to allow possible relocation of contributing structures.

Provide special planning attention to the "gateway" properties on the north side of West Kirkwood between Adams and Pine Streets

This property serves as the "gate" to the historic, traditional neighborhoods of Bloomington. The Plan emphasizes the importance of street corners within the neighborhood. The northeast corner of West Kirkwood and Adams Street is a corner for the entire district. It marks the beginning of Kirkwood Avenue, which extends through the heart of Bloomington and ends at Indiana University's Sample Gate.

These properties are currently zoned RS4.5 Single Dwelling Residential and RM15 Multi Dwelling Residential 15 (Essentially single dwelling residential due to small lot areas). This zoning is inappropriate for this high traffic volume location.
The Plan recommends that this location be considered as a special development opportunity. Development incentives should include allowances for high intensity uses. Suggested uses could include office or retail sales with residential above. In this location lot aggregation will probably be required to achieve the critical mass necessary for development. In exchange for higher intensity uses, the development design should be reviewed for compatibility with traditional architecture. Alley access to Adams Street should be reconsidered. New private development on this section of West Kirkwood should incorporate new street trees, possibly between the existing sidewalk and street edge.

d. Preserve the traditional streetscape

Rebuild curbs and sidewalks where in disrepair.

Existing curbs and sidewalks are reasonably intact. Repairs and partial replacements are needed especially at corners. Some sidewalks are humped. Low curb height allows cars to pull into the tree plot. Grinding the street pavement would restore proper curb elevation and possibly save the cost of curb replacement. Wheelchair ramps are missing on many alley and street corners. At alleys a continuous sidewalk should be installed, eliminating the need for wheelchair ramps.

Protect valuable on-street parking. Construct curb bump-outs at intersections.

The existing street width provides adequate space for parking on one side, but without striping or other definition drivers feel uncertain about using it. Curb bump-outs at intersections would define and protect on-street parking. Bump-outs would enhance the street with additional landscaping. They also extend the sidewalk to the edge of parked cars so that pedestrians can see and be seen. This arrangement permits on-street parking to occur closer to intersecting streets than is typically allowed. Bump-out design should accommodate stormwater drainage.

Plant new street trees in vacant tree plot areas.

Trees play a functional and aesthetic role on the street. They provide shade and protection for pedestrians and residents. Their presence visually narrows the street and tends to reduce vehicular speed. Recommended species should grow large, preferably with a high branch structure so that buildings are not obscured. Root structure should accommodate a relatively narrow tree plot. Careful attention should be given to planting and long-term maintenance and replacement.

Enhance the pedestrian crosswalk at Maple Street.

The high traffic volume on West Kirkwood makes crossing on foot difficult. The eight-block distance between the signalized intersections of Adams and Rogers Streets doesn't help the situation. The current crosswalk at Maple Street is centrally located and currently utilized as a school crossing. Stopping traffic, even with a guard, is dangerous. The Plan recommends enhancing this crossing with a pedestrian activated signal. Painted striping should also be regularly maintained. Painted crosswalks should also be considered for other intersections along West Kirkwood.

Provide pedestrian scale accent lighting.

Some additional, pedestrian scale lighting is recommended. This lighting should accent street corners zoned for more intense use.

Preserve the quiet, lane-like alleys.

Many of the existing alleys, while providing access to the rear of residences along West Kirkwood, also serve as urban greenways. New development is expected to make use of the alleys, but their current character should be respected. Placement of the most intense uses on street corners will help protect mid-block alleys. The pleasant alleys offer opportunities for low-impact residential development such as granny flats or accessory apartments.

Ban new curb cuts. Utilize existing streets and alleys.

The grid system with its regular and frequent intersecting streets and alleys makes new curb cuts superfluous. New curb cuts along West Kirkwood would disrupt the intact, historic pattern of continuous building facades with parking in the rear. Wide curb cuts also make sidewalks dangerous for pedestrians.

e. Implementing the Plan

The Plan Commission and then the Common Council must approve the Plan for West Kirkwood. These approvals include public hearings for comments and revisions as required. Plan submittal is expected to coincide with the revised Growth Policies Plan.
After approval by the Common Council, specific zoning changes reflecting the Plan's intent will be drafted as a part of the overall update to the City's Zoning Ordinance. These zoning changes will also be submitted to the Plan Commission and the Common Council.

Plan Implementation includes public infrastructure improvements. These improvements will be coordinated with the Planning Department, the Mayor's office, Public Works, and Parks and Recreation, City Utilities, and neighborhood organizations.

City of Bloomington
Planning Department

Dan -
Here's the final letter for the Plan For West Kirkwood. Please let me know if you need anything else.
Thanks,
Josh

March 27, 2002

Chris Gaal, President
Bloomington Common Council
City Hall, Suite 110
Bloomington, IN 47402

Dear Mr. Gaal,

On February 20, 2002, the Common Council approved Resolutio
This resolution brought forward the Plan Commission proposal
City's Comprehensive Plan by adopting a subarea plan for the We
"The Plan for West Kirkwood". Your letter dated February 27
Council's action to the City Plan Commission, and requested fin
amendments in accordance with I.C. 36-7-4-510.

This letter serves as official notice that on March 25, 2002, t
approve the Common Council's two amendments to "The Plan fo
as amended, is in effect as of your receipt of this letter.

We appreciate the support of the Common Council in completing this important planning effort, and we look forward to working with you as the implementation process commences. If you have any further questions, please do not hesitate to contact the Planning Department.

Sincerely,

Joshua Desmond, AICP
Senior Long Range Planner
City of Bloomington Planning Department

file w/ legislation

CC: Common Council members

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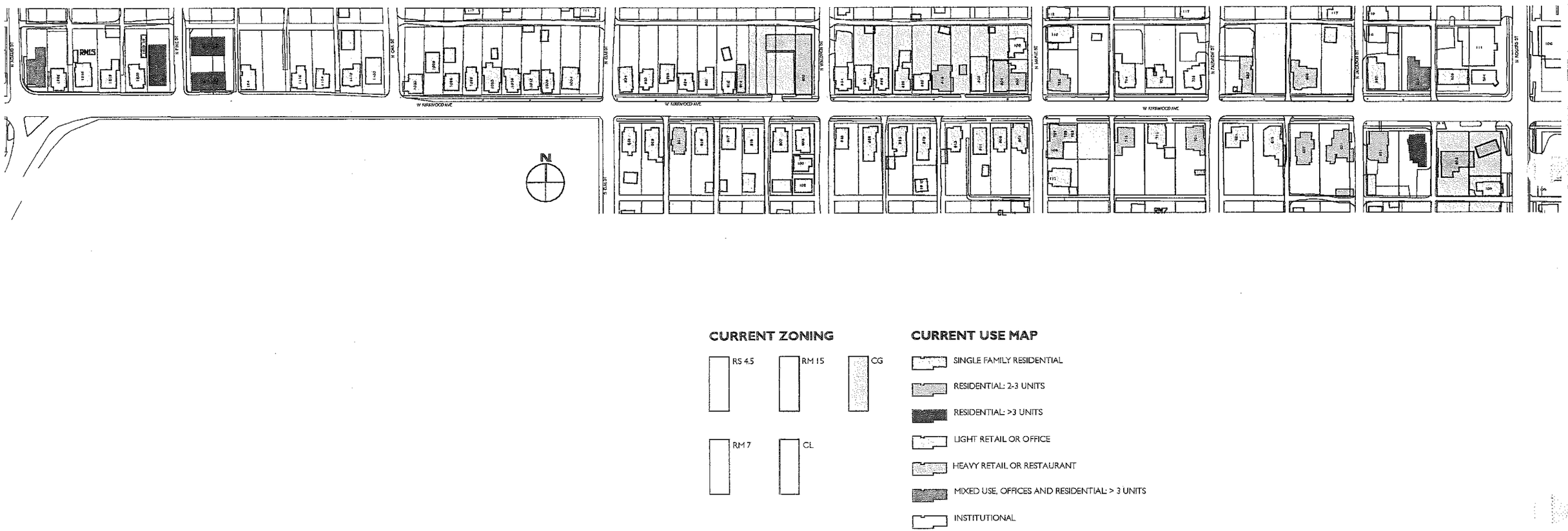
e-mail: planning@city.bloomington.in.us



CURRENT ZONING
VS CURRENT LAND USE

attractive, compatible front facade, which retains historic detail and scale.

c. RM15 Multi Dwelling Residential 15

RM15 zoning is intended to allow 15 dwelling units per acre. The existing, approximately 14,000 square foot site on the northeast corner of Pine Street and West Kirkwood has sixteen dwellings in two buildings with a density of 48 units per acre. If developed today under the RM 15 zoning, only a maximum of five dwellings units could be built. Another existing RM15 site just across Pine Street from the above project has five dwelling units on approximately 6,300 square feet. If developed today, only one dwelling could be built. Both RM15 and RM7 zoning apply to suburban style, apartment complex development that requires substantial space for parking. This type of development does not fit with the compact, walkable scale of West Kirkwood.

d. CL Limited Commercial

CL zoning occurs in two small locations along West Kirkwood. It also includes several vacant lots. CL zoning is intended to encourage pedestrian oriented neighborhoods by allowing development of neighborhood serving retail and services, and through integrating residential uses with commercial uses. Ironically, the current CL lot area, parking, and setback requirements actually discourage pedestrian oriented development in an existing pedestrian oriented neighborhood such as West Kirkwood.

Currently required front building setbacks within a CL zone are destructive to a traditional neighborhood context. West Kirkwood's status as a primary arterial street requires that buildings have a 60 foot front setback from the centerline of the street right-of-way. The two attractive Queen Anne houses on West Kirkwood near Rogers Street now containing offices and retail are almost completely within this setback. This is also true of all of the existing retail and service buildings along Kirkwood. While the existing zoning code allows flexibility for residential setbacks, it does not for commercial uses. The traditional, "building forward" design principle is illegal on West Kirkwood for commercial uses.

Required front setbacks are especially damaging to the corner lots of traditional neighborhoods such as West Kirkwood because they require front setbacks on both the main street and the side street. Though these setbacks are relatively small on the streets intersecting West Kirkwood, they still consume a large percentage of the width of the narrow lots in a traditional neighborhood.

e. CG General Commercial

According to the zoning code, CG zoning is intended to create opportunities for "shopping centers accessible to the larger community...of a significant scale." A wide range of commercial uses are permitted within this zone including car washes, gas stations, and drive-through facilities. This zone is intended to serve uses that attract customers from across the community.

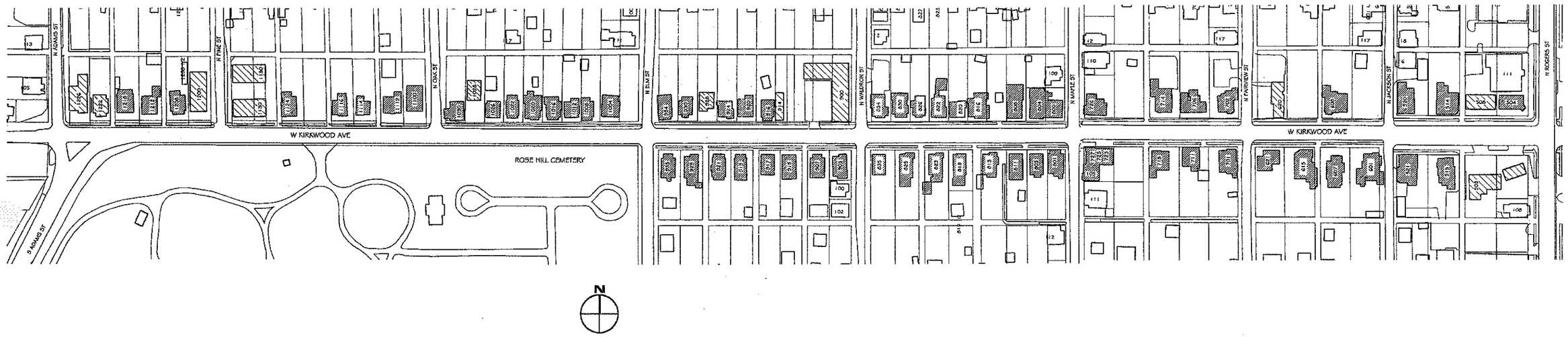
CG zoning on West Kirkwood comprises the site of Morrison's Appliances and all of the adjacent north side of the next block to the east (See map on page 8). Of this block, only the corners contain commercial uses. The block interior has remained residential. The Bigfoot site at the corner with Rogers Street is also zoned CG.

West Kirkwood is vulnerable to the wide range of uses permitted within this zone. While many commercial uses can fit comfortably within a traditional neighborhood context, car washes, drive-through facilities, and other car oriented uses would dramatically disrupt the historic, compact West Kirkwood fabric. Such uses require large paved drives, wide curb cuts, and off street queuing areas. The continuity of the existing front sidewalks and tree plots would be fragmented.

C. Land Use vs. Zoning

Existing uses along West Kirkwood, and especially use intensities, are in general contradiction to current zoning (See map next page). Most of the existing uses have evolved very slowly over the decades and predate most current zoning requirements. Current zoning calls for a less dense, suburban style development pattern rather than the older, more compact, pattern of the existing West Kirkwood neighborhood. With Bloomington's *Growth Policies Plan* calling for a compact urban form, the dissonance between the more suburban oriented zoning code and surviving, walkable neighborhoods reflects the need for fine-tuning.

The overall West Kirkwood study area, exclusive of street right-of-way but including vacant lots, is approximately 13.5 acres. There are 115 dwelling units, 6 office buildings, 2 Salvation Army institutional buildings, 6 retail sites including Morrison's, Flora's restaurant, and a Bigfoot gas station with convenience food store. Gross residential density (which includes area of of-



CONTRIBUTING

NONCONTRIBUTING

HISTORIC BUILDINGS SHOWN ON THIS MAP ARE THOSE LISTED AS CONTRIBUTING TO THE BLOOMINGTON NEAR WEST SIDE HISTORIC DISTRICT

WEST KIRKWOOD
HISTORIC STRUCTURES MAP

other portion of West Kirkwood Avenue: both sides between S. Fairview St. and Jackson St. The ratings for this group of Queen Anne houses are: 514 "notable," 607 "notable," and 608 "outstanding." Others in the group are "contributing."

The structures in the Plan's study area are mostly residential. Older houses are larger and more elaborate. Large house examples exist at 514 and 608 West Kirkwood, near Rogers Street, and were built in the late 1800's in the Queen Anne style. Most houses built after 1890 were smaller and simpler for the working class. They are described as vernacular in the forms of one-story gabled-ells, pyramidal cottages, I-houses, and bungalows. Retail businesses included, at 725-727 West Kirkwood, a store (1927), a service station (1931), Van Hook Food (1940), and used furniture (1996). A neighborhood grocery store, Herrin's, was constructed at 914 West Kirkwood in 1927 as a narrow storefront building immediately adjacent to the owner's house. The structure located at 804 West Kirkwood has functioned as Clines Grocery (1916) and Ann's Flower Patch (1996). Today, several houses on the street have been converted to offices.

The use of limestone has been limited largely to foundations and to front yard retaining walls. According to the National Register Proposal, these walls "bring cohesiveness to the district." The large drainage ditch that runs along and behind lots on the south side of Kirkwood is constructed with limestone walls and is mentioned in the National Register Proposal.

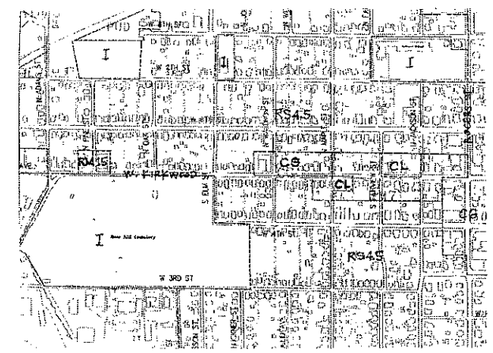
Old additions to houses along West Kirkwood are common. They usually attach to the rear or side. These additions are often only one room in size and are defined as such rather than being subsumed into the larger mass of the original house. For example, sometimes the additions are defined with separate roofs. These additions form *conglomerations*, which respect the scale of the existing architecture and add richness to the street.

B. Zoning

The 1947 Bloomington Zoning map shows all of West Kirkwood between Rogers and Adams Streets zoned residential, except for the intersection with Maple St. where all four corners were zoned commercial. This original commercial node survives today in the form of an antique shop on the southeast corner and a recently closed flower shop on the northwest corner. The other two corners now contain residential land uses.

The 1973 map for West Kirkwood included primarily single family zoning with some higher density residential zoning. It also included some general business and some limited business zones.

The current zoning ordinance (adopted 1995) is similar to that of 1973. Variance applications dating from as far back as the late 1970's typically consisted of setback variances, usually for new parking lots. Achieving current parking requirements is difficult in the compact West Kirkwood environment.



1995 (CURRENT) ZONING MAP

a. RS4.5 Single Dwelling Residential

Much of the middle and western end of the study area is zoned RS4.5, single dwelling residential. It is intended to result in a density of about 4.5 dwelling units per acre. All of the existing RS4.5 lots along West Kirkwood are smaller than current requirements. The half lots fronting Waldron Street are as small as 2,000 square feet. The traffic volumes on West Kirkwood raise concerns about the appropriateness of this single-family zoning. The RS4.5 zoning on the north of West Kirkwood across from the cemetery seems especially vulnerable to continued decay if properties are locked into single family land use.

b. RM7 Multi Dwelling Residential 7

RM7 zoning exists on both sides of West Kirkwood on the eastern end near Rogers Street. Under current RM7 zoning, only one dwelling unit would be permitted per lot. Many of the existing properties have two, three, or more dwellings. For example, 607 West Kirkwood, with three dwelling units, has a density of about 15 units per acre. It accomplishes this density with an