

City of Bloomington Common Council

Legislative Packet

Regular Session

18 May 2011

Please consult the <u>Legislative Packet</u> issued in interest of the 04 May 2011 Regular Session for legislation and background material.

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Office of the Common Council (812) 349-3409 Fax: (812) 349-3570 email: <u>council@bloomington.in.gov</u> To:Council MembersFrom:Council OfficeRe:Weekly Packet MemoDate:May 13, 2011

Packet Related Material

Memo Agenda Calendar <u>Notices and Agendas</u>:

• Notice of Interlocal Study Group on 311 Meeting – Tuesday, May 17th in the Council Chambers at 3:00 p.m.

Legislation for Second Reading:

• <u>App Ord 11-02</u> To Specially Appropriate from the General Fund Expenditures Not Otherwise Appropriated (Appropriating Funds for the Creation of a Graffiti Removal Pilot Program) *Contact: Susie Johnson at 349-4111 or johnsons@bloomington.in.gov*

Please See the <u>4 May 2011 Council Legislative</u> packet for the legislation, memo and summary for this item.

Legislation and Background Material for First Reading:

- <u>App Ord 11-03</u> To Specially Appropriate from the General Fund Expenditures Not Otherwise Appropriated (Appropriating Funds from the General Fund for Housing and Neighborhood Development)
 - Memo from Lisa Abbott, Director of HAND Contact: Lisa Abbott at 3493401- or abbottl@bloomington.in.gov
- <u>Ord 11-05</u> To Amend Title 8 of the Bloomington Municipal Code, Entitled "Historic Preservation And Protection" to Establish a Historic District - Re: Garden Hill Conservation District (Bloomington Historic Preservation Commission, Petitioner)

- Map of District; Memo to Council from Nancy Hiestand, Program Manager, Historic Preservation; Memo to Council from Inge Van Der Cruysse; Report to Council with Depictions of Housing Styles and Lot Configurations; Application, Guidelines (Available in the Council Office); Summary of Contacts

Contact: Nancy Hiestand at 349-3507 or hiestann@bloomington.in.gov

Minutes from Regular Session:

• March 23, 2011

Memo

One Item Ready for Second Reading and Two Items Ready for Introduction at the Regular Session on Wednesday, May 18th

There are one item ready for second reading and two items ready for first reading at the Regular Session next Wednesday. The one item ready for second reading is coming forward from the Committee of the Whole and can be found online as indicated above. The two items ready for first reading are included in this packet and summarized herein.

First Readings

Item One – <u>App Ord 11-03</u> – Appropriating \$6,525 from the General Fund to the HAND Department (Appropriating the Amount of Jack Hopkins Social Services Funds Unspent in 2010 for Use in 2011)

App Ord 11-03 appropriates \$6,525 from the General Fund for the HAND department to apply towards the Jack Hopkins Social Services Program in 2011. This amount was part of a 2010 grant that was not spent and would now be available for allocation in 2011. In 2010, the Jack Hopkins Social Services Funding Program allocated \$200,000 to 22 agencies. A \$6,700 grant went to the Monroe County YMCA to provide subsidies for low-income City residents to participate in a diabetes prevention program. Funds in the amount of \$6,525 were not used because of a lack of low-income participants.

Item Two – <u>Ord 11-05</u> – Amending Title 8 (Historic Preservation and Protection) to Establish the Garden Hill Conservation District

Ord 11-05 establishes the Garden Hill (Historic) Conservation District, which will be the third and smallest conservation district considered by the Council. Following in the footsteps of the McDoel and Prospect Hill initiatives, this neighborhood is also seeking to preserve its character in the face of encroaching out-of-scale, development.

The following paragraphs offer a brief overview of Title 8, regarding Historic Preservation and Protection.

Overall Purpose and Effect of the Title 8 (Historic Preservation and Protection)

The provisions of Title 8 (Historic Preservation and Protection) conform to State law (I.C. 36-7-11 et seq.) and are intended to:

- protect historic and architecturally-worthy properties that either impart a distinct aesthetic quality to the City or serve as visible reminders of our historic heritage;
- ensure the harmonious and orderly growth and development of the City;
- maintain established residential neighborhoods in danger of having their distinctiveness destroyed;
- enhance property values and attract new residents; and
- ensure the viability of the traditional downtown area and to enhance tourism.

The Historic Preservation Commission is authorized to make recommendations to the Council regarding the establishment of historic districts. It also promulgates rules and procedures for reviewing changes to the external appearance of properties within these districts. Those reviews occur in the context of either granting or denying Certificates of Appropriateness for the proposed changes. Persons who fail to comply with the Certificate of Appropriateness or other aspects of Title 8 are subject to fines and other actions set forth in BMC Chapter 8.16 (Administration and Enforcement).

Districts, Areas, and Ratings

Statute and local code offer gradations of districts, areas, and ratings that, in general, tie the level of historic significance to a level of regulation and protection. In that

regard, there are two levels of historic districts, two levels of areas, and four levels of ratings, which are briefly noted below:

Districts. There are two forms of historic districts: a conservation district and a permanent historic district.

The conservation district, as is being proposed by this ordinance, is a phased or interim designation. It requires the Commission to review the:

- moving,
- demolishing, or
- constructing of any principal building or most accessory buildings that can be seen from a public way.

According to local procedures, the conservation district will continue for at least three years, at which time the property owners will be asked to vote on whether or not to elevate it to a full historic district. Please note that, local procedures allow the conservation district to continue indefinitely unless amended by way of ordinance.

The full historic district is a permanent designation that, along with those restrictions noted in regard to conservation districts, also authorizes the Commission to review:

- any addition, reconstruction, or alteration that conspicuously changes the external appearance of *historic* structures viewable from a public way in what are classified as "primary" and "secondary" areas; as well as
- any addition, reconstruction, or alteration that conspicuously changes the external appearance of a *non-historic* structure viewable from a public way or any change to or construction of any wall or fence along the public way in what are classified as "primary" areas. *Please see below for the distinction between "primary" and "secondary" areas.*

Areas. Within each district, the City may distinguish between primary or secondary areas.

- The primary area is the principle area of historic/architectural significance; and
- the secondary area is an adjacent one whose appearance would affect the preservation of the primary area and is needed to assure the integrity of the primary area. *Please note that the Commission has not sought to establish districts with "secondary" areas.*

Ratings. Each property within a district may be rated as either outstanding, notable, contributing, or noncontributing, according to its level of significance as elaborated below:

- "Outstanding" is the highest rating and is applied to properties that are listed or are eligible for listing on the National Register of Historic Places;
- "Notable" is the second-highest rating and applies to properties that are of above average, but not outstanding importance;
- "Contributing" is the third-highest rating and applies to properties that are at least 40 years old and are important to the "density or continuity of the area's historic fabric;" and
- "Non-contributing" is the lowest rating and applies to properties that are "not included in the inventory unless (they are) located within the boundaries of an historic district."

Designation Procedures

According to the BMC, in order to bring forward a historic designation, the Historic Preservation Commission must hold a public hearing and submit a map and report to the Council. The map identifies the district and the report explains the designation in terms of the historic and architectural criteria set forth in the ordinance.

As is true with this petition, the Commission may impose interim protection on the district that prevents any exterior alteration of the property until the Council acts on the designation. It also has an opportunity to consider historic designation of properties listed on the Bloomington Survey of Historic Sites and Structures which are slated for demolition.

Genesis, Boundaries and Zoning of the Prospect Hill Conservation District

In her memo to the Council, Nancy Hiestand, Program Manager - Historic Preservation, states that the proposal to establish this Conservation District began in January of 2008 with a meeting with a resident of the area and took another large step when the contract for the historic survey was signed in April of that year. As with the City's other conservation districts, it was pursued in order to stabilize the fabric of established neighborhoods under threat of out-of-scale development.

After numerous consultations, the creation of a neighborhood subcommittee consisting of residents, HPC members, and the district Council member (Volan), three public information meetings (on July 14, 2010, August 25, 2010, and January 26, 2011), the neighborhood applied for this designation on January 6, 2011.

This district is roughly bounded by East 17th Street on the North, Dunn Street on the east, East 14th Street on south and North Walnut on the west. The actual boundary is irregular and the direct result of including contributing properties and excluding non-contributing properties along the periphery.



All but four of the properties are zoned Residential Core (RC), with the remaining properties (all located within the first alley east of North Walnut) zoned General Commercial (CG).

Statistical Overview of the District

Addresses:	97
Ratings:	0 outstanding, 6 notable, 64 contributing, and 27 non-contributing properties
Registered rentals	79%
Commercially zoned Buildings:	4

Historic and Architectural Criteria for this Designation

The Commission granted this designation based upon both the historic and architectural significance of the neighborhood and its buildings. The Commission found that the neighborhood has historic significance because it:

- "has significant character ... as part of the development, heritage, or cultural characteristics of the City; (and) is associated with a person who played as significant role in local history;" and
- exemplifies "the cultural, political, economic, social or historic heritage of the community."

In support of these findings, the Report describes the long development of Garden Hill as a single-family neighborhood, which began in 1906 and 1907 and continued into the 1970's. Early on, many of the same people who invested in the development of Prospect Hill in the 1890's also invested here. That entailed subdividing what was the edge of the City - with only a scattering of homesteads – into a grid of streets, alleys and small lots.

Over the next seven decades, the housing styles included the gabled-ells (which were popular with local developers), bungalows (which were a simple, affordable home built on speculation from the 1910's into the 1930's and now predominate this district), and ranches (which marked the post-World War II housing construction).

The residents were typically working class folks employed by the major industries of the time: the railroad, stone mills and Showers Factory. There was also "a small African American enclave" located in the area surrounding the Cherry Hill Christian Center. Nearby baseball diamonds were used by the community including a "local negro baseball league" and a Showers Company team.

The Commission found that the buildings in the neighborhood have architectural significance because they:

- represent an established and familiar visual feature of the ... city; and
- contain an architectural style, detail, or other element in danger of being lost.

Here, the Report finds that, in recent decades, the district has been encroached by large, new construction, but at its core "maintains remarkable small single family

residential consistency ... with (structures sharing) characteristic placement on a lot, setbacks, heights and roof shapes." These streetscapes and housing forms, however, are in jeopardy because of "a cycle of rental occupancy, lowered maintenance, neglect and demolition that is self-perpetuating and threatens the character of many neighborhoods that might thrive if given the opportunity to stabilize radical change." This cycle of demolition and reconstruction has produced structures that are incompatibly scaled to the neighborhood even though they fit the requirements of the Residential Core (RC) zoning. These intrusions erode the traditional character of the neighborhood and make it less appealing to future owner-occupants who may want to live here in order to be closer to where they work.

Guidelines – Review of Demolishing, Moving, and Constructing Buildings

The neighborhood subcommittee has created draft guidelines that will eventually be approved by the Commission and describe how the Commission would respond to "large scale changes to the neighborhood" – i.e. requests to demolish, move, or construct buildings within the conservation district. Please note that under State and local code, these regulations will not apply to typical work done on the exterior of the properties, including window replacements, siding, and additions to the principle structures.

Four main housing forms provide one context for determining whether the construction, moving or demolition of buildings in the district comports with the guidelines by being compatible with the neighborhood. These forms include the gabled-ell, bungalow (both Western and California style), Kit, and ranch homes. In addition, their placement on small lots (with deep lots suitable for gardens) within a grid of streets and alleys provides a second and equally valuable context for making that determination.

Construction of New Buildings. The guidelines regulate the construction of primary buildings, which include a building or accessory structure occupying a lot (but not an accessory structure with a footprint of less than 80 square feet). The goal of the guidelines is for the new construction to "react sensitively to the existing context." Here, the context starts with what is in place on a developed site, extends to adjacent contributing properties for a single vacant lot, and much further for an aggregation of vacant lots. Applicable projects must conform to other buildings along the streetscape in regard to: materials, setback, orientation on the parcel, entrance way, spacing, height, outline (roof), mass, first floor elevation, and fenestration (window pattern), parking, utilities and equipment.

Moving of Historic Buildings. The guidelines apply to all buildings within the district except non-contributing storage buildings with footprints of less than 200 square feet located in backyards. Under the guidelines, "the moving of a historic structure should only be done as a last resort to save the building" and "may be considered when its move is necessary to accomplish development so critical to the neighborhood's revitalization that altering the historic context is justified." When moved, the building should be compatible with the style, scale, and era of the buildings along side the new site.

Demolition. The guidelines indicate that the demolition of all primary structures and contributing accessory buildings within the district shall be reviewed by the Commission. Please note that demolition, in this case, means "complete or substantial removal of any historic structure" and not the rather expansive definition of "partial" demolition found in the demolition delay provisions. The Commission will grant the request for demolition and apply guidelines for new construction only if it finds one or more of the following:

- the structure poses an immediate and substantial threat to public safety unless due to the neglect of the owner;
- the historic or architectural significance is deemed, upon further consideration, not to contribute to the historic character of the district;
- the demolition is necessary for development that is more valuable to the preservation of the district than the retention of the demolished structure;
- the structure or property cannot be put to any reasonable economic beneficial use without demolition; and
- the structure is accidentally damaged. (*Note: in these circumstances, the building may be rebuilt as it was before and not as required by the guidelines for new construction if the work is commenced within 6 months of the accident.*)

Future Revisions to Guidelines. Once approved, the Guidelines may be revised. Those revisions must be drafted by the Garden Hill Neighborhood Association, advertised through emails and newsletters, and approved by the Commission after a public hearing.

Opposition

Nancy Hiestand said that less than half a dozen people have opposed this designation. These included two phone calls from residents of the proposed

district and two people who did not have property in the district but spoke against it at the Commission. One of those had concerns about hampering the widening of 17th Street and the effect of the regulations on commercial property along North Walnut. Other persons have spoken with Nancy and decided not to oppose it after hearing more about the effect of the regulations.

Procedures for Determining Status of the District after Three Years

Under local law, the Conservation District has an initial term of three years after which the Council will determine whether it be continued, elevated into a full historic district or rescinded. The ordinance provides for the HAND department to notify property owners six months before the third anniversary of the district and to submit their opinions in writing to the Commission which, in turn, will submit a Report to the Council with recommendations that reflect the result of the balloting.

NOTICE AND AGENDA BLOOMINGTON COMMON COUNCIL REGULAR SESSION 7:30 P.M., WEDNESDAY, 18 MAY 2011 COUNCIL CHAMBERS SHOWERS BUILDING, 401 N. MORTON ST.

I. ROLL CALL

II. AGENDA SUMMATION

III. APPROVAL OF MINUTES FOR: March 23, 2011 (Regular Session)

IV. REPORTS (A maximum of twenty minutes is set aside for each part of this section.)

- 1. Councilmembers
- 2. The Mayor and City Offices
- 3. Council Committees
- 4. Public *

V. APPOINTMENTS TO BOARDS AND COMMISSIONS

VI. LEGISLATION FOR SECOND READING AND RESOLUTIONS

1. <u>Appropriation Ordinance 11-02</u> To Specially Appropriate from the General Fund Expenditures Not Otherwise Appropriate (Appropriating Funds for the Creation of a Graffiti Removal Pilot Program)

Committee Recommendation: Do Pass 3 - 0 - 4

VII. LEGISLATION FOR FIRST READING

1. <u>Appropriation Ordinance 11-03</u> To Specially Appropriate from the General Fund Expenditures Not Otherwise Appropriated (Appropriating Funds from the General Fund for Housing and Neighborhood Development)

2. <u>Ordinance 11-05</u> To Amend Title 8 of the Bloomington Municipal Code Entitled "Historic Preservation and Protection" To Establish A Historic District – Re: Garden Hill Conservation District (Bloomington Historic Preservation Commission, Petitioner)

VIII. ADDITIONAL PUBLIC COMMENT * (A maximum of twenty-five minutes is set aside for this section.);

IX. COUNCIL SCHEDULE

X. ADJOURNMENT

* Members of the public may speak on matters of community concern not listed on the agenda at one of the two *Reports from the Public* opportunities. Citizens may speak at one of these periods, but not both. Speakers are allowed five minutes; this time allotment may be reduced by the presiding officer if numerous people wish to speak.



City of Bloomington Office of the Common Council

To: Council MembersFrom: Council OfficeRe: Calendar for the Week of 16-21 May 2011

Monday, 16 May 2011

- 12:00 noon Long Range Transportation Plan Task Force, Hooker Room
- 5:00 pm Jack Hopkins Social Services Funding Committee Allocation Hearing, Council Chambers
- 5:30 pm Bicycle and Pedestrian Safety Commission, Hooker Room
- 7:30 pm Food for Thought, Council Chambers

Tuesday, 17 May 2011

3:00	pm	Interlocal Study Group on 3-1-1, Council Chambers	
	r		

- 4:00 pm Board of Public Safety, McCloskey
- 5:00 pm Community and Family Resources Commission, Hooker Room
- 5:30 pm Animal Control Commission, McCloskey
- 7:30 pm Food for Thought, Council Chambers

Wednesday, 18 May 2011

- 9:00 am Emergency Management Advisory Committee, Council Chambers
- 9:30 am Tree Commission, Rose Hill Cemetery Office, 930 W 4th St
- 2:00 pm Hearing Officer, Kelly
- 5:30 pm Joint City of Bloomington-Monroe County Deer Task Force Outreach Working Group, McCloskey
- 7:30 pm Common Council Regular Session, Council Chambers

Thursday, 19 May 2011

- 5:30 pm Joint City of Bloomington-Monroe County Deer Task Force, McCloskey
- 6:00 pm Bike Commuting 101, Council Chambers
- 8:00 am Bloomington Housing Authority, Housing Authority, 1007 N. Summit, Community Room
- 7:00 pm Environmental Commission, McCloskey

Friday, 20 May 2011

- 12:00 noon Domestic Violence Task Force, McCloskey
- 12:00 noon Common Council Internal Work Session, Hooker Room

Saturday, 21 May 2011

8:00 am Bloomington Community Farmers' Market, Showers Common, 401 N. Morton

City Hall



City of Bloomington Office of the Common Council

NOTICE

INTERLOCAL STUDY GROUP ON 311 MEETING

Tuesday, May 17, 2011 at 3:00 p.m. Council Chambers Room 115 Showers City Hall, 401 North Morton

An informal group of representatives from various local public entities including the City of Bloomington, City Council, Monroe County Council and Commissioners, and others will be meeting to explore the feasibility of implementing a 311 system in this community.

It is possible a quorum of the City Council or other governmental entities listed above may be present which under the Indiana Open Door Law would constitute a meeting of those entities. Accordingly, this notice announces that this meeting will occur and that members of the public may attend, observe, and record what transpires.

Dated and Posted: Friday, 13 May 2011

401 N. Morton Street • Bloomington, IN 47404

City Hall

Phone: (812) 349-3409 • Fax: (812) 349-3570

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APPROPRIATION ORDINANCE 11-03 TO SPECIALLY APPROPRIATE FROM THE GENERAL FUND EXPENDITURES NOT OTHERWISE APPROPRIATED (Appropriating Funds from the General Fund for Housing and Neighborhood Development)

WHEREAS, the Housing and Neighborhood Development Department desires to increase its budget in order to reappropriate grant funds not utilized in 2010; and

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

SECTION I. For the expenses of said municipal corporation, the following additional sums of money are hereby appropriated and ordered set apart from the funds herein named and for the purposes herein specified, subject to the laws governing the same:

AMOUNT REQUESTED

General Fund – HAND Line 53960 – Grants Total General Fund – HAND	\$ <u>6,525</u> 6,525
Grand Total General Fund	6,525

SECTION II. This ordinance shall be in full force and effect from and after its passage by the Common Council of the City of Bloomington and approval by the Mayor.

PASSED AND ADOPTED by the Common Council of the City of Bloomington, Monroe County, Indiana, upon this _____ day of _____, 2011.

SUSAN SANDBERG, President Bloomington Common Council

ATTEST:

REGINA MOORE, Clerk City of Bloomington

PRESENTED by me to the Mayor of the City of Bloomington, Monroe County, Indiana, upon this _____ day of _____, 2011.

REGINA MOORE, Clerk City of Bloomington

SIGNED and APPROVED by me upon this _____ day of _____, 2011.

MARK KRUZAN, Mayor City of Bloomington

SYNOPSIS

This ordinance appropriates money from the General Fund for Housing and Neighborhood Development (to distribute grant funds not utilized in 2010).

Memo

To:	City Council
From:	Lisa Abbott, Director, HAND
Date:	May 13, 2011
Re:	Jack Hopkins Council Social Service Grant Appropriation

In 2010, funds were allocated the YMCA to help assist low-income persons participate in a diabetes program. There were fewer participants than expected so \$6,525 was unspent. We are requesting that those unspent funds be reappropriated into HAND's grants line in order to be reallocated to agencies requesting funds this year.

ORDINANCE 11-05

TO AMEND TITLE 8 OF THE BLOOMINGTON MUNICIPAL CODE ENTITLED "HISTORIC PRESERVATION AND PROTECTION" TO ESTABLISH A HISTORIC DISTRICT -Re: Garden Hill Conservation District (Bloomington Historic Preservation Commission, Petitioner)

- WHEREAS, the Common Council adopted <u>Ordinance 95-20</u>, which created a Historic Preservation Commission and established the procedures for designating historic districts in the city of Bloomington; and
- WHEREAS, the Historic Preservation Commission held a public hearing on February 10, 2011, for the purpose of allowing discussion and public comment on the proposed designation of the Garden Hill neighborhood as a Conservation District, which is located roughly between 17th Street and 14th Street and between Walnut Street and Dunn Street; and
- WHEREAS, at the February 10, 2011 meeting, the Historic Preservation Commission found that the areas outlined on the map are related by history and development sufficiently to be considered one district; and
- WHEREAS, at the February 10, 2011 meeting, the Historic Preservation Commission also found that the district has historic and architectural significance that merits the protection of the property as a Conservation District and imposed interim protection on the properties within the proposed district; and
- WHEREAS, the Commission has prepared a map and written report, which accompanies the map and validates the proposed district by addressing the criteria outlined in BMC 8.08.10;

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

Section 1 The map setting forth the proposed conservation district and the accompanying report are hereby approved by the Common Council, and the Garden Hill Conservation District is hereby established. The Interim Protection established for the Garden Hill Conservation District by the Bloomington Historic Preservation Commission is hereby lifted. A copy of the map submitted by the Historic Preservation Commission is attached to and made a part of this ordinance. The accompanying report is incorporated by reference and two copies of these documents are on file in the office of the City Clerk for public inspection.

The Garden Hill Conservation District shall consist of the following addresses:

East 17 th Street:	102-102 1/2 , 118, 120, 302, 304, 310, 312, 314, 318
East 16 th Street:	103, 105, 111, 115-115 ½, 201, 205, 207, 215, 221, 303, 307
	(1/2), 313, 315, 317, 319, 403, 409, 413, 104, 106, 120, 200-
	202, 204-206, 208, 304, 306, 310, 312, 314, 322,400, 408,
41	412, 416, 418
East 15 th Street:	103, 113, 117, 123, 203, 211, 213, 215, 301, 309, 315, 317,
	321, 403, 405, 407, 417, 421, 106-108, 110-110 ½, 112, 202,
	208, 212, 214, 216
East 14 th Street:	107, 109, 203-205, 207, 211, 213
North Walnut Street:	1200, 1202
North Washington Street:	1215, 1213, 1214, 1210, 1200
North Lincoln Street:	1203 ½, 1125, 1121, 1119, 1101, 1206, 1204, 1202, 1200,
	1120
North Grant Street:	1109, 1104
North Dunn Street:	1215, 1207

The legal boundaries of the district are further described as follows:

Starting at a point on the northwest corner of 102 East 17th following the south line of E 17th Street to the northeast corner of 120 East 17th. Then proceeding south to the southeast corner of said lot then proceeding east to the south west corner of 1206 North Washington Street then proceeding east along an alley to the northeast corner of 1214 North Washington then south along the lot line to the southeast corner of said lot then turning east to the northwest corner of 1203 1/2 North Lincoln then proceeding east to the south west lot line of 1204 North Lincoln then north along the east side of Lincoln to the northwest corner of 302 East 17th Street then continuing east along the 17th Street right-of-way to the northeast corner of the lot at 318 East 17th Street then turning south along North Grant Street and proceeding south to the southeast corner of the lot at 318 East 17th Street then turning west along an alley to the southeast corner of the lot at 310 East 17th Street the south along an alley to the northwest corner of the lot at 315 East 16th Street and turning to proceed east along an alley to the northeast corner of a lot at 413 East 16th Street, then turning south along the lot line to the northwest corner of 416 East 16th then turning east along East 15th Street and continuing to the west side of North Dunn Street then turning south along the west side of Dunn Street to the southeast corner of the lot at 421 East 15th Street, then turning west along the north side of 15th Street to a point at the southwest corner of 1101 East 15th Street the proceeding south across 15th Street along the east lot line of 216 East 15th Street to the southeast corner of the lot then proceeding east along an alley to the west side of North Lincoln then turning south to the north side of East 14th then turning west along the north side of 14th Street to a point on the southwest corner of 107 East 14th Street then turning north along said lot line to the alley then proceeding west to the southwest corner of 106-108 East 15th then turning north and proceeding across East 15th Street to the southwest corner of 113 East 15th Street then turning west and proceeding along East 15th Street to the south west corner of the lot at 103 East 15th Street then turning north and proceeding to the alley then turning east and proceeding to an alley then turning north and proceed along the west lot line of 104 East 16th Street to the southeast corner of 103 East 16th Street then turning west and proceeding to the east side of the North Walnut right-of-way then turning north along said right-of-way to the northwest corner of 1202 North Walnut then turning east along the north lot line of said lot to the alley then turning north along the east side of said alley to the point of beginning.

Section 2. The following addresses in the Garden Hill Conservation District shall be assigned the classifications as indicated below:

Notable:	East 16 th Street 104, 416; East 15 th Street 103, 301; North Washington 1213, 1210; North Lincoln Street 1125.
Contributing:	East 17 th Street 102, 120, 304, 310, 314, 318; East 16 th Street 103, 105, 111, 201, 205, 207, 215, 221, 303, 315, 317, 319, 403, 409, 106, 120, 208, 304, 312, 314, 400, 412, 418; East 15 th Street 113, 117, 123, 203, 211, 215, 309, 315, 317, 321, 407, 421, 108, 110, 112, 202, 208, 212, 214; East 14 th Street 107, 109, 203-205, 207, 211; North Walnut Street 1200, 1202; North Washington Street 1215, 1214; North Lincoln Street 1203 ½, 1119; 1206, 1204, 1120; North Grant Street 1109; North Dunn Street 1207.
Non-contributing:	East 17 th Street 118, 302, 312; East 16 th Street 115, 307-307 ¹ / ₂ , 313, 413, 200-202, 204-206, 306, 310, 322, 408; East 15 th Street 213, 403, 405, 417, 216; East 14 th Street 213; North Washington Street 1200; North Lincoln Street 1121, 1101, 1202, 1200; North Grant 1104; North Dunn Street 1215.

Section 3. Chapter 8.20 of the Bloomington Municipal Code entitled "List of Designated Historic Districts," is hereby amended to include the Garden Hill Conservation District and the entry shall read as follows:

Garden Hill Conservation District

Section 4. Pursuant to BMC 8.08.010(b)(1), the Garden Hill Conservation District is being established in two phases, with the intent of future review of its status by the Common Council. Any changes in its status as a conservation district shall be made only by ordinance of the Common Council.

Section 5. (a) The first phase is the establishment of the conservation district, which shall be in place for three (3) years after the adoption of this ordinance.(b) The second phase starts prior to the third anniversary of the adoption of this ordinance.

(1) Prior to two and one half years following the adoption of this ordinance, the Housing and Neighborhood Development (HAND) Department shall survey all property owners in the Garden Hill Conservation District to receive input on their wishes for the future of the conservation district, beyond the third anniversary of its establishment.

(2) HAND shall send each property owner, by first class mail, a ballot affording the property owner the option of voting:

(A) Whether the conservation district status should be retained or rescinded; and,

(B) Whether the conservation district status should be elevated to historic district status.

(3) An envelope with the HAND department's return address shall be included with the ballot. To be valid for tabulation, a ballot must include the signatures of the property owner or owners of record, per the Monroe County property records, and the address of the property.

(4) Ballots shall be mailed by HAND in the two-week period prior to the two and one-half year anniversary of the adoption of this ordinance. Each ballot shall be clearly marked with the due date by which the ballot must be received by HAND. HAND shall tabulate the responses, have them certified by the City Clerk, and report the tallies to the Historic Preservation Commission.

(5) No later than 45 days prior to the third anniversary of the adoption of this ordinance, the Historic Preservation Commission shall file with the City Clerk and submit to the Common Council a report and proposed ordinance as reflected by the ballot vote. If the report indicates that a majority of property owners opposes the elevation of the conservation district from conservation district to full historic district, then the City Council will either rescind the conservation district or continue it, based upon a majority vote, or, seeing no majority vote, may act to continue the district.

(6) For the purposes of determining a "property owner," the following rule, pursuant to 36 CFR § 60.3(k), shall apply:

(A) Any owner who is an estate, trust, corporation, S-corporation, limited liability corporation or partnership, shall be considered to have one (1) vote.

(B) An owner of two or more properties in the conservation district shall be allowed only one (1) vote.

(C) Properties owned by a husband and wife shall be considered to have two (2) owners, as opposed to ownership by the entities, and thus two (2) votes.

(D) Where two or more persons appear on a deed, each person shall have one (1) vote.

Section 6. If any section, sentence or provision of this ordinance, or the application of this ordinance to any person or circumstance shall be declared invalid, such invalidity shall not affect any of the other sections, sentences, provisions or applications of this ordinance, which can be given effect without the invalid provision or application, and to this end the provisions of this ordinance are declared severable.

Section 7. This ordinance shall be in full force and effect from and after its passage by the Common Council of the City of Bloomington and approval of the Mayor.

PASSED AND ADOPTED by the Common Council of the City of Bloomington, Monroe County, Indiana, upon this _____ day of _____, 2011

SUSAN SANDBERG, President Bloomington Common Council

ATTEST:

REGINA MOORE, Clerk City of Bloomington

PRESENTED by me to the Mayor of the City of Bloomington, Monroe County, Indiana, upon this ______ day of ______, 2011.

REGINA MOORE, Clerk City of Bloomington

SIGNED and APPROVED by me upon this _____ day of _____, 2011.

MARK KRUZAN, Mayor City of Bloomington

SYNOPSIS

This ordinance amends the List of Designated Historic Districts in the City of Bloomington by establishing the Garden Hill Conservation District. In recommending this designation, the Bloomington Historic Preservation Commission has: conducted a survey; held public hearings; submitted a map describing the boundaries of the district and classifying the total number of properties within the district; and, filed a report to the Council demonstrating how this district meets the necessary criteria. A conservation district is, in general, less restrictive than a full historic district, and requires only the review of proposals to demolish or move buildings or construct new principal or accessory buildings.



Memo to Common Council

Garden Hill Conservation District Memo Nancy Hiestand Program Manager Historic Preservation 3-16-11

The legal authority for Conservation District status has been available to the Commission since 1995, when Title 8 was brought into compliance with State Enabling Legislation. This is the third time the Bloomington Historic Preservation Commission has recommended conservation district status to an historic neighborhood. The first conservation district is located in the McDoel Gardens neighborhood and was listed in 2001, the second in Prospect Hill in 2008. Prospect Hill, like McDoel Gardens before them, held a referendum ending in December 2010. They also endorsed retaining their district by a wide margin. This kind of an historic district has become more familiar, and consequently more widely accepted as a stabilizing benefit to historic neighborhoods. Only the most radical changes to a neighborhood are regulated, affecting only moving, demolition or new construction of a principal or accessory building.

Based upon the results of a referendum, Common Council reassesses the appropriateness of this kind of district to the Garden Hill neighborhood in three years. Unlike a full historic district which has no future review, property owners in a conservation district may vote to rescind, elevate to a full historic district or remain a conservation district.

A conservation district is intended to slow the major changes in a neighborhood, by reviewing demolition and new construction. In Garden Hill development pressure is increasing, although most of the proposed district is zoned Residential Core (RC). New construction both within the neighborhood and at its edges has not been sympathetic to the intimate scale and character of the area. The Garden Hill Neighborhood Association formally requested the district in January of 2009 after completion of the inventory of historic buildings. A preliminary inspection determined that most of the buildings were over 50 years old, with a large number of properties in the 70 to 100 year range. Boundaries of the district were easy to establish because of the dramatic changes to commercial and high density apartment construction encasing the neighborhood.

Changes to the exterior of properties are not reviewed nor are additions or enclosures. Proposed work of this kind proceeds through the building permit process without the review of the Commission. In contrast, a full historic district, regulates all exterior changes and best serves districts with high architectural integrity, like the local district in Prospect Hill that was listed in 1991.

Staff met repeatedly with neighborhood residents and in subcommittee since June of 2007. (see contact list) Staff is confident that between the three required public information sessions, the public hearing legal notices and the numerous mailings and

flyers over this time, due diligence was met in advertising the public consideration of this district. Although not required, a draft of the conservation district design guidelines are complete and were written by a subcommittee including Councilman Volan, Commissioners Butler, Newman and Hudgins, city staff Nate Nickel and Nancy Hiestand, and neighborhood residents Phil Worthington, Bob Baird, Kevin Haggerty, Kerry Slough, and Laura Haley. These design guidelines continue through the process of approval and should be finalized before the Council hearings. They will be included in the Council packet if possible.

This district has undergone an extensive and conscientious application process. The Bloomington Historic Preservation Commission voted unanimously (7-0-0) to recommend designation at its February 10th regular meeting.

MEMORANDUM

To: Common CouncilFrom: City Legal Department, Inge Van der CruysseRe: Conservation District Garden HillDate: May 6, 2011

In 2008, the Garden Hill neighborhood took the first steps to discuss the establishment of a conservation district. A map of the Prospect Hill Conservation District was prepared with survey in 2008, pursuant to Ind. Code 36-7-11-6 and 7 and Bloomington Municipal Code 8.08.10(c) and (d) and is provided in this packet. Classifications according to historic importance were made of all properties in the proposed district. Meetings between the City and the Garden Hill neighborhood were held and the Historic Preservation Commission voted on February 10, 2011, to recommend the establishment of the Garden Hill Conservation District.

Per Ind. Code 36-7-11-19 and the Bloomington Municipal Code 8.08.10(b), the establishment of a Conservation District can happen in two phases: (1) the initial establishment of a conservation district for three years, and (2) after three years, the Common Council has three options regarding the conservation district: (1) rejecting of any historic preservation protection (and thus rescission of the conservation district), (2) maintaining the conservation district historic preservation protection, or, (3) elevating the neighborhood to full historic district. The final decision is made by the Common Council, but a polling process is provided prior to the Common Council's final decision so that input from the property owners in the entire neighborhood can be gathered, and after considering the polling results, the Historic Preservation Council's final decision.

A conservation district provides the least restrictive level of historic preservation protection for structures under the Bloomington Municipal Code. In a conservation district, a property owner must obtain a certificate of appropriateness from the Historic Preservation Commission, per Ind. Code 36-7-11-10 and Bloomington Municipal Code 8.08.020, prior to:

- 1. moving a building;
- 2. demolishing a building; or,
- 3. constructing a new principal or accessory building, visible from a public way

In a conservation district, property owners are free to make any other changes or additions to the exterior appearance of their property. This is the primary difference between a conservation district and a full historic district. In a historic district a property owner must obtain a certificate of appropriateness from the HPC prior to making a conspicuous change in the exterior appearance of a structure in form of reconstruction, alteration, maintenance involving exterior color change, pursuant to Ind. Code 36-7-11-10 and Bloomington Municipal Code 8.08.020.

The Bloomington Municipal Code, Title 8, provides for the Common Council to review a conservation district three years after its initial establishment. At that time, the Common Council could consider three options: (1) rejection of any historic preservation protection, (2) maintaining the conservation district historic preservation protection, or (3) elevating the neighborhood to full historic district.

Per the Bloomington Historic Preservation Rules and Procedures, Article V on Historic Designation, Paragraph B, the Historic Preservation Commission polls property owners on two questions:

- 1. Should the conservation district status be retained or rescinded?
- 2. Should the conservation district be elevated to full historic district?

If more than 50% of the neighborhood objects to the continuation of a conservation district or its elevation to full historic district, then the status is rescinded. If not a majority of the property owners vote, then it is up to the Common Council to consider what the permanent status should be of the district, with consideration what the majority of those property owners who did cast a vote prefer. After the vote is tallied and certified by the City Clerk, the staff makes a report to the Historic Preservation Commission, who holds hearings and votes to make its recommendation to the Common Council.

Owners of properties in the district get to vote in the polling process. The Common Council adopted the Code of Federal Register for the National Register of Historic Places (36 CFR Part 60.3(k) definition of what constitutes an owner. That section defines an owner as a person (individual, partnership, corporation) or a public agency that holds fee simple title to a property. The list of owners is obtained through county tax records, pursuant to 36 CFR Part 60.6(c). And each owner of a private property in a district is given one vote, regardless how many properties or what part of one property that party owns. HD-1-11 The Garden Hill Conservation District

Staff Report			Bloomington Historic Preservation Commission		
(1)	Historic:				
		<u>a.</u>	Has significant character, interest, or value as part of		
			the development, heritage, or cultural characteristics of		
			the city, state, or nation; or is associated with a person		
			who played a significant role in local, state, or national		
			<u>history; or</u>		
		b.	Is the site of an historic event; or		
		<u>c.</u>	Exemplifies the cultural, political, economic, social, or		
			historic heritage of the community.		
(2)	Architectur	ally wo	•		
		a.	Embodies distinguishing characteristics of an architectural		
			or engineering type; or		
		b.	Is the work of a designer whose individual work has		
			significantly influenced the development of the community;		
			or		
		c.	Is the work of a designer of such prominence that such		
			work gains its value from the designer's reputation; or		
		d.	Contains elements of design, detail, materials, or		
			craftsmanship which represent a significant innovation; or		
		<u>e.</u>	Contains any architectural style, detail, or other		
			<u>element in danger of being lost; or</u>		
		f. Owing to its unique location or physical characteristics,			
		represents an established and familiar visual feature of			
			<u>a neighborhood or the city; or</u>		
		g.	Exemplifies the built environment in an era of history		
			characterized by a distinctive architectural style.		

The Garden Hill Neighborhood association initiated consideration of a Conservation District in discussions as early as January of 2008. The area was located outside the parts of the city surveyed in 1998. Since that time a historic survey has been conducted and adopted. Similarly Maple Heights and the greater part of Bryan Park have been surveyed. At the petition of a group of neighbors (1-30-2009) a conservation district discussion process is completed. This included forming the required ad hoc committee, composed of neighbors, the councilman of the district and historic commission members. This committee was established to oversee the meetings and the development of design guidelines. To date there have been three public information sessions, all noticed by mail, two of which were administered by the city. By January 31st, a mailing was sent to all owners and adjacent owners and a classified advertisement placed in the local paper noticing a designation hearing. An itemized list of contacts and sessions with the neighborhood is attached.

Case Background

A conservation district must meet the same significance criteria as an historic district. Regulations for review in a conservation district are not as stringent as in an historic district. If a conservation district is adopted by ordinance of Common Council, then the Historic Commission will review only three activities:

- 1. The demolition of a building
- 2. The new construction of a principal building or accessory building
- 3. The moving of any building

After three years Common Council will hold a public hearing to decide whether to elevate the district to historic status or to continue as a conservation district. The conservation district will be rescinded if 51% of the owners write a letter of objection.

The boundaries of the Garden Hill Conservation District were guided by the historic survey of the area and amended during the public information sessions. There were two significant demolitions during the discussions. These, once contributing properties, were removed from the map. The final accounting of structures is 97 within the district, all of these but 4 are currently located in RC zoning. Several areas within the boundaries of the proposed district were modified with more restrictive zoning so some non-conforming apartment buildings exist. Otherwise the area is characterized by small single family houses similar to the inventories in both Prospect Hill and McDoel. The boundaries were refined during community discussions.

Any historic district must be comprised of contiguous properties. The boundaries of the district were established by outlining the concentration of contributing historic properties and omitting those areas where there are evident changes in dates of construction or types of buildings. The district is residential in nature.

There are 97 addresses within the boundaries of the district, 64 are contributing, 6 notable, and 27 non-contributing. As in other Conservation Districts, there is evidence of aluminum siding and porch enclosures, but the basic form of the neighborhood, the streets, alleys and the structures maintain the fundamental historic integrity of an urban small town neighborhood. The grid, with its consistent setback and the way the houses address the street, is very similar to streetscapes in Prospect Hill and McDoel Gardens.

Development History

Considering that the Garden Hill neighborhood is located well over a mile from the town center, the initial land subdivisions occurred quite early in 1906 and 1907. Some well known names associated with its development are William A. Fulwider, William N. and James D. Showers, S. Rhorer and Sanford Teter. Many of the same names occur in the land subdivisions of Prospect Hill in the early 1890s.

In 1907 the city edge was defined by Seventeenth Street and there were only few scattered home sites in the neighborhood. Individual homesteads, like the Free Classic

pyramidal cottage at Dunn and 14th probably pre-date the formal subdivisions. Garden Hill is distinctive because of the range of contributing architecture over at least 70 years. Garden Hill is a unique neighborhood among those classified as historic in that construction took place over a longer time frame and incorporated a broader range of styles than in other core neighborhoods. This will be the first district to include some mid-century ranch style examples as contributing buildings. The district is bracketed by two commercial corridors, Walnut and to a lesser extent, Dunn Street.

Historically there was a small African American enclave near the Pentecostal Mission in the 1920's. This community named the area "Cherry Hill" and as the church grew, the name Cherry Hill Christian Center was affixed to congregation. The local Negro baseball league used a field nearby where George Shively played. Shively, who resided in Bloomington, was later a fixture with the Indianapolis ABC's. A former Showers employee, Paul Goodman, remembers that the Showers Company team also played on these fields and were sometimes visited by professional scouts.

City directories show that residents of the neighborhood were largely working class carpenters, laborers, teamsters and mechanics. But the architecture of Garden Hill is more complex, ranging from small working class cottages to a single majestic brick four square built by Stephen Hupp who is identified simply as a carpenter in city directories. The common characteristics are of scale rather than form, since the forms range from 1950s limestone ranches to very early gabled-ells.

Historic Housing Forms

The architecture of the Garden Hill is primarily characterized by bungalows of several forms, gabled-ells and traditional ranches.

The **bungalow** was among several popular and affordable forms available starting in the 1910's. The bungalow type became a national passion in the teens, twenties and survived

into the thirties. The houses were inexpensive, small and simple. It fell to secondary dormers, porch covers, balustrades and roof details to express individuation. The bungalow had a secondary association with the national goals of the Progressive Era, which emphasized public health and domesticity in the face of urban overcrowding and industrialization. For many, in larger urban areas, the bungalow was the affordable alternative to the rented tenement. It was the first step to remove the nuclear



Typical California bungalow E 14th Street

family from hard scrabble plight of cold water walk-ups. In the small towns of the Midwest, where space permitted, these modestly sized homes provided the first familial independence. The California, or double front gabled bungalow is the predominant form in Garden Hill, but there are a handful of western bungalows. Divided light windows, sometimes in groups, are characteristics of this form. Battered or slightly tapered square columns are common as well. The bungalow creates an outdoor public room by having a open porch that stretches across the façade. As opposed to colonial stoops, suburban rear decks, the short roof over a gabled –ell, Bungalow facades embrace the sociability of the street. They are an important statement of a culture of openness that preceded the mania for privacy and enclosure in the late 20th century.

1203 Lincoln Street

Western Bungalow or Hipped





Bungalows are found through-out Garden Hill and are by far the predominate form.





the houses of working class people. The form is not as common in Indianapolis or in Louisville in similar demographic neighborhoods. The prevalence in Bloomington may be that it was preferred by the development interests of the era, including the Showers Brothers. Commonly called in their day, "carpenter architecture," stylistic flourishes were usually unique to the property. These houses in Garden Hill are the oldest forms in the neighborhood. And opposed

to other conservation districts, there are far fewer of them. The **pyramidal roof cottage** is a variation of the Gabled-ell and has an identical floor plan. They differ only in roof shape. The horizontal massing of these houses and the unique shape of the roofs contrast sharply with most modern construction.



Traditional Ranch Style

The ranch style home was nearly as ubiquitous in Indiana after World War II, as the gabled-ell was in Bloomington It utilized large "picture" windows and sliding doors, patios and porches to reach out into its environment. The ranch was unusually conscientious about its setting, allowing views from within and gracefully accommodating grades without. The style is characterized by horizontality emphasized by its low pitched roofs and rambling rooms. Natural materials like red wood and stone are used on the exterior. In Garden Hill ranch forms are still reflective of the relatively smaller living space prevalent in the neighborhood.



In addition to forms illustrative of the neighborhood, there are exceptional homes such as the Rodessa on North Washington and the unique Arts and Crafts foursquare located next to it. Both are probably the finest examples of their kind in Bloomington.



Historic Significance

A. <u>cultural characteristics of the city, state, nation; or is associated with a person</u> who played a significant role in local, state or national history.

The working class neighborhoods that evolved in Bloomington are visually distinct from similar communities in Indianapolis and Louisville and express both the local availability of materials and the level of efficiency in providing for workers of that era. The gabled– ell form, although not unique to Bloomington, was used with consistency at the turn of

the century, many times in neighborhoods that served contemporary major industries: the railroad, stone mills and the Showers Factory. Similarly, the bungalow became the form of choice in the 1920s for speculative housing and is by far the most common form in Garden Hill. There are many variations on the bungalow within the district including side-gabled, California, and dormer fronts. The predominant use of frame construction rather than brick is as characteristic of these neighborhoods as limestone became associated with ranch styles in the 1950's. Frame was inexpensive and readily available at that time. By the 1930's, local timber resources had been completely depleted.

<u>C. Exemplifies the cultural, political, economic, social or historic heritage of the community</u>

City Directory evidence suggests that this was a neighborhood developed for working class people and maintains the characteristic economies of scale and patterns, such as small lots and small single family home footprints with repeating patterns of porches that is illustrative of other Conservation Districts within the city. Within the proposed district, most properties were built between 80 - 100 years ago and there is a great deal of integrity in the consistency of the streetscape. These common development patterns are associated with the Showers Brothers and Fulwider who were also active in Prospect Hill, the Near West Side neighborhoods. Porches, utilitarian backyards, alleys with freestanding garages can be contrasted with cul-de-sacs and attached garages preferred in later 20^{th} century development.



Characteristic Traditional Streetscape

Architectural Significance

E. <u>Contains any architectural style, detail, or other element in danger of being lost;</u> Although most of the neighborhood is protected against large footprint apartment construction by its RC zoning, the envelope prescribed by current zoning standards still defines a shape much larger (lot coverage) and more vertical than the historic forms previously described. There is a cycle of rental occupancy, lowered maintenance, neglect and demolition that is self perpetuating and threatens the character of many neighborhoods that might thrive if given the opportunity to stabilize radical change.</u> Attracting appropriate investment in the existing buildings close to downtown and employment centers is both sustainable and affordable. The existing small footprints and modest living space compared with most modern new construction houses today, is intrinsically more economic. Garden Hill is one of several core neighborhoods whose neighborhood associations approached the Commission to inquire about conservation district status in the last three years.

F. <u>Owing to its unique location or physical characteristics, represents an established</u> and familiar visual feature of a neighborhood of the city; or

The area included in the Garden Hill Conservation District, bounded by a major commercial corridor on the west, the stadium on the east, 17th Street on the north and apartment construction to the south, is now encapsulated by later development, apartments and commercial construction on all sides. Within the body of the district it maintains remarkable small single family residential consistency. Each historic form is associated with characteristic placement on a lot, setbacks, heights and roof shapes. It is integrity of neighborhood form as much as individual properties that creates a sense of place distinct from others.

Staff recommends approval of the Garden Hill Conservation District with the following classification of properties:

Notable: East 16th Street 104, 416; East 15th Street 103, 301; North Washington 1213, 1210; North Lincoln Street 1125.

Contributing: East 17^{th} Street 102, 120, 304, 310, 314, 318; East 16^{th} Street 103, 105, 111, 201, 205, 207, 215, 221, 303, 315, 317, 319, 403, 409, 106, 120, 208, 304, 312, 314, 400, 412, 418; East 15^{th} Street 113, 117, 123, 203, 211, 215, 309, 315, 317, 321, 407, 421, 108, 110, 112, 202, 208, 212, 214; East 14^{th} Street 107, 109, 203-205, 207, 211; North Walnut Street 1200, 1202; North Washington Street 1215, 1214; North Lincoln Street 1203 $\frac{1}{2}$, 1119; 1206, 1204, 1120; North Grant Street 1109; North Dunn Street 1207.

Non-contributing: East 17th Street 118, 302, 312; East 16th Street 115, 307-307 ½, 313, 413, 200-202, 204-206, 306, 310, 322, 408; East 15th Street 213, 403, 405, 417, 216; East 14th Street 213; North Washington Street 1200; North Lincoln Street 1121, 1101, 1202, 1200; North Grant 1104; North Dunn Street 1215.

APPLICATION FORM:

Historic Designation

Historic Preservation Commission of the City of Bloomington

Case Number: _HD-01-11
Date Filed:1611
Date of Commission Hearing:not scheduled
Request: Conservation or Historic District:Conservation District
Request: Primary of Secondary Areas: YES NO X

Address of proposed district or description of boundaries:

Starting at a point on the northwest corner of 102 East 17th following the south line of E 17th Street to the northeast corner of 120 East 17th. Then proceeding south to the southeast corner of said lot then proceeding east to the south west corner of 1206 North Washington Street then proceeding east along an alley to the northeast corner of 1214 North Washington then south along the lot line to the southeast corner of said lot then turning east to the northwest corner of 1203 1/2 North Lincoln then proceeding east to the south west lot line of 1204 North Lincoln then north along the east side of Lincoln to the northwest corner of 302 East 17th Street then continuing east along the 17th Street right-of-way to the northeast corner of the lot at 318 East 17th Street then turning south along North Grant Street and proceeding south to the southeast corner of the lot at 318 East 17th Street then turning west along an alley to the southeast corner of the lot at 310 East 17th Street the south along an alley to the northwest corner of the lot at 315 East 16th Street and turning to proceed cast along an alley to the northeast corner of a lot at 413 East 16th Street, then turning south along the lot line to the northwest corner of 416 East 16th then turning east along East 15th Street and continuing to the west side of North Dunn Street then turning south along the west side of Dunn Street to the southeast corner of the lot at 421 East 15th Street, then turning west along the north side of 15th Street to a point at the southwest corner of 1101 East 15th Street the proceeding south across 15th Street along the east lot line of 216 East 15th Street to the southeast corner of the lot then proceeding east along an alley to the west side of North Lincoln then turning south to the north side of East 14th then turning west along the north side of 14th Street to a point on the southwest corner of 107 East 14th Street then turning north along said lot line to the alley then proceeding west to the southwest corner of 106-108 East 15th then turning north and proceeding across East 15th Street to the southwest corner of 113 East 15th Street then turning west and proceeding along East 15th Street to the south west corner of the lot at 103 East 15th Street then turning north and proceeding to the alley then turning east and proceeding to an alley then turning north and proceed along the west lot line of 104 East 16th Street to the southeast corner of 103 East 16th Street then turning west and proceeding to the east side of the North Walnut right-of-way then turning north along said right-of-way to the northwest corner of 1202 North Walnut then turning east along the north lot line of said lot to the alley then turning north along the east side of said alley to the point of beginning.

Including addresses:

East 17th Street: 102-102 ½, 118, 120, 302, 304, 310, 312, 314, 318 East 16th Street: 103, 105, 111, 115-115 ½, 201, 205, 207, 215, 221, 303, 307 (1/2), 313, 315, 317, 319, 403, 409, 413, 104, 106, 120, 200-202, 204-206, 208, 304, 306, 310, 312, 314, 322,400, 408, 412, 416, 418 East 15th Street: 103, 113, 117, 123, 203, 211, 213, 215, 301, 309, 315, 317, 321, 403, 405, 407, 417, 421, 106-108, 110-110 ½, 112, 202, 208, 212, 214, 216 East 14th Street: 107, 109, 203-205, 207, 211, 213 North Walnut Street: 1200, 1202 North Washington: 1215, 1213, 1214, 1210, 1200 North Lincoln: 1203 ½, 1125, 1121, 1119, 1101, 1206, 1204, 1202, 1200, 1120 North Grant: 1109, 1104 North Dunn Street: 1215, 1207

Petitioner's Name: The Bloomington Historic Preservation Commission (If more than two you may attach a petition or letter from multiple owners)

Petitioner's Address: 401 North Morton Phone Number: __349-3507__

Owner's Address:

same

Instructions to Petitioners

The petitioner must attend a preliminary meeting with the staff of the Bloomington Historic Preservation Commission in the Housing and Neighborhood Development Department during which the petitioner will be advised as to the appropriateness of the designation. **Petitioner, at the time of filing must present a list of property owners and adjacent property owners to the Commission**. Notice by first class mail must be mailed 10 days before the public hearing at which the action is taken. Upon receiving the application the Commission will appoint an ad hoc Historic District Committee. If the petitioner is other than the Historic Commission or the district larger than one structure and its accessory buildings, then the Commission will appoint property owners within the proposed district and the Common Council member of that jurisdiction to a special committee which will coordinate required public meetings concerning the designation. The Ad Hoc Committee will determine if secondary and primary areas will be assigned to the district and will categorize each building on the basis of merit.

A vote will be taken at the next regular meeting of the Bloomington Historic Preservation Commission after appropriate educational meetings have taken place. The Commission meets the second Thursday of each month at 4:00 P.M. in the McCloskey Room of Showers City Hall on Morton Street. The petitioner of his designee must attend the scheduled meeting in order to answer any questions or supply supporting materials. If you feel uncertain about the merits of the designation, you also have the right to attend a preliminary hearing, which will allow you to discuss the proposal with the Commission before the hearing during which the action is taken. Action by the Commission must occur within ninety days of the filing date, unless a preliminary meeting is requested.

Please respond to the following questions and attach additional pagers for photographs, drawing surveys, as requested.

- 1. A legal description of the proposed district (above)
- 2. Provide photographs of the structure(s) proposed for designation. If the district contains several structures, provide a representative sampling (see posters developed for informational meetings)
- 3. Provide a zoning map and a geographic information system map showing the proposed boundaries of the district. The material may be obtained from staff. (attached)
- 4. Provide copies of any listing on the state or national registry or historic survey information. (copies in offices of HAND)

5. If the designation is proposed on grounds other than architectural significance, supply evidence of the historic linkages described. Such evidence as deed transfers, Sanborn maps, City Directory entries, and Atlases, written and oral histories may be used.

An historic district must be ruled to meet one of the following criteria by the Historic Preservation Commission:

Historic:

- a. <u>cultural characteristics of the city, state, nation; or is associated with a person who</u> played a significant role in local, state or national history.
- b. Is the site of an historic event:
- c. <u>Exemplifies the cultural, political, economic, social or historic heritage of the</u> <u>community or</u>

Architecturally worthy:

- a. Embodies the distinguishing characteristics of an architectural or engineering type: or
- b. Is the work of a designer whose individual work has significantly influenced the development of the community; or
- c. Contains elements of design, detail materials or craftsmanship which represent a significant innovation; or
- d. Contains any architectural style, detail, or other element in danger of being lost; or
- e. Owing to its unique location or physical characteristics, represents an established and familiar visual feature of a neighborhood of the city; or

f. Exemplifies the built environment in an era of history characterized by a distinct architectural style.

Please describe under which category(s) the proposed district qualifies to be locally designated.

The Garden Hill survey was approved by the Bloomington Historic Preservation Commission at November 2008 regular meeting. The boundaries of the survey district were amended during the Garden Hill discussion for the conservation district. It now includes 97 properties including 6 Notable, 64 Contributing and 27 Non-contributing properties. The proportion of noncontributing has changed from 38% in the survey district to 28% within the boundaries of the proposed district. The current boundaries were drawn removing areas that contained several noncontributing buildings in a row and conflicting zoning were removed. Where the zoning is commercial, the boundaries encompass properties that are residential in character and of an era compatible with the primarily residential single family district.

Staff has attached a history of the area written by consultant Danielle Bachant-Bell and an article written by Carrol Krause as evidence.

Historic Significance

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A. <u>cultural characteristics of the city, state, nation; or is associated with a person who played a significant role in local, state or national history.</u>

It is important to note that the working class neighborhoods that evolved in Bloomington are visually distinct from similar communities in Indianapolis and Louisville and express both the local availability of materials and the level of efficiency in providing for workers of that era. The gabled–ell form, although not unique to Bloomington, was used with consistency at the turn of the century, many times in neighborhoods that served the major industries of the time: the railroad, stone mills and the Showers Factory. Similarly, the bungalow became the form of choice in the 1920s for speculative housing and is by far the most common form in Garden Hill. There are many variations on the bungalow within the district including side-gabled, California, and dormer fronts. The use of frame construction rather than brick is as characteristic of these neighborhoods as limestone became associated with ranch styles in the 1950's.

<u>C. Exemplifies the cultural, political, economic, social or historic heritage of the community</u> City Directory evidence suggests that this was a neighborhood developed for working class people and maintains the characteristic economies of scale and patterns, such as small lots and small single family home footprints with repeating patterns of porches that is illustrative of other Conservation Districts within the city. Within the proposed district, most properties were built between 80 - 100 years ago and there is a great deal of integrity in the consistency of the streetscape. These common development patterns are associated with the Showers Brothers and Fulwider who were also active in Prospect Hill, the Near West Side neighborhoods. Porches, utilitarian backyards, alleys with freestanding garages can be contrasted with cul-de-sacs and attached garages preferred in later 20^{th} century development.

Architectural Significance

E. <u>Owing to its unique location or physical characteristics, represents an established and familiar</u> visual feature of a neighborhood of the city; or

The area included in the Garden Hill Conservation District, bounded by a major commercial corridor on the west, the stadium on the east, 17th Street on the north and apartment construction to the south, is now encapsulated by later development, apartments and commercial construction on all sides. Within the body of the district it maintains remarkable small single family residential consistency. Each historic form is associated with characteristic placement on a lot, setbacks, heights and roof shapes.

30 January 2009

Marjorie Hudgins, President City of Bloomington Historic Commission c/o Nancy Hiestand, Program Manager Housing and Neighborhood Development PO Box 200 Bloomington IN 47402

Dear Ms. Hudgins,

The Garden Hill Neighborhood Association (GHNA) seeks to move forward with our request for designation as a Conservation District.

After much discussion, we have defined our proposed Conservation District boundaries based on the neighborhood survey conducted by Danielle Bachant-Bell. A map showing the proposed boundaries is attached. We continue to discuss design guidelines and would appreciate input from the Historic Commission on those policies.

With this in mind, we request that the Historic Commission form a subcommittee of three commissioners to work with our city council representative, Steve Volan, and the following GHNA members:

Bob Baird, GHNA President 104 E. 16th St. bbaird@alumni.in.edu 361-1491

Kevin Haggerty 1125 N. Lincoln St. haggerty@indiana.edu 333-6012

Laura Haley 310 E. 16th St. haleyl@bloomington.in.gov 332-8952

Kerry Slough, GHNA Secretary 319 E. 16th St. jagayagadaga@yahoo.com 333-6453

Our other GHNA members are committed to helping with the work necessary for successful completion of the proposed Garden Hill Conservation District.

We thank you for your support to date, and for considering this proposal.

Sincerely,

Kerry Slough (Secretary) Greg Anderson Laurie Anderson Bob Baird (President) Julia Dotson Bill Doyle David Greischar Margaret Greischar Megan Greischar Kevin Haggerty Laura Haley Tracey Metivier Dan Taylor Ted Welch Phil Worthington (Past President)

Attachments:

Proposed Garden Hill Conservation District boundaries Names and addresses of GHNA member signatories

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GHNA Executive Committee: Bob Baird, Maggie Greischar, Dave Greischar, Laura Haley, Dan Taylor, Kerry Slough, Phil Worthington

Ord 11-05 To Amend Title 8 of the Bloomington Municipal Code, Entitled "Historic Preservation And Protection" to Establish a Historic District - Re: Garden Hill Conservation District (Bloomington Historic Preservation Commission, Petitioner)

<u>Materials Available in the</u> <u>Council Office</u>

Guidelines

SUMMARY OF CONTACTS

1/17/2008 Initial Meeting with Bob Baird

2/10/ 2008 preliminary meeting with Neighborhood

April 2008 contract to survey neighborhood signed

7/30/ 2008 attend meeting with neighborhood and consultant to present preliminary findings of survey

11/13/2008 survey completed and approved by the BHPC

1/30/ 2009 Formal request to form subcommittee for the purposes of considering a Conservation District in Garden Hill

2/12/2009 Formation of Subcommittee of BHPC

Members	Marleen Newman
	Jeannine Butler
	Marjorie Hudgins
	Steve Volan
	Nate Nickel
	Phil Worthington
	Kerry Slough
	Laura Haley
	Kevin Haggerty
	Bob Baird
Subcommittee Meetin	ngs 3/17/2009
	F /1 / 0000

5/1/ 2009

8/13/2009 BHPC meeting Demo-delay discussion pertaining to Garden Hill survey approval (need state to ratify)

2-10-11 Approved 7-0-0

9/4/ 2009 visit to DHPA to discuss future survey districts and methodology

9/4/2009 visit to DHPA to di	iscuss future survey districts and me
Subcommittee Meeting	6/5/2010
	11/30/2010
	12-14-2010
	3-3-2011
	3-15-11
Public Information Sessions	
	7/14/2010
	8/25/2010
	1/26/2011
Bloomington Historic Preserv	vation Commission Public Meeting
Noticed	1-27-11

Hearing

In the Council Chambers of the Showers City Hall on Wednesday, March 23, 2011 at 7:30 pm with Council President Susan Sandberg presiding over a Regular Session of the Common Council.

Roll Call: Mayer, Piedmont-Smith, Rollo, Ruff, Sandberg, Satterfield, Sturbaum, Volan, Wisler Absent: None

Council President Sandberg gave the Agenda Summation

The minutes of the Special Session held February 23, 2011 were approved by a voice vote.

Tim Mayer noted the passing of George Van Arsdale, saying he was a dedicated cyclist and a supporter of the arts. He also noted the passing of Mary Ann Wampler, a writer and editor. Mayer also said that Bob Dixon had passed away, and noted that he was the person who maintained the clock on the courthouse dome. He said they were all contributors to our community, and would be missed.

Dave Rollo said he applauded Mayor Mark Kruzan and the city administrative staff for their initiative to fund bicycle and pedestrian infrastructure as announced on March 22, 2011. He said the ambitious plan called for further implementation of the greenways plan, a bike boulevard, an acquisition of the Black Lumber railroad spur to add to the B-Line trail complex, the installation of bike facilities and the implementation of the College Mall pedestrian accessibility study. He said that cities that offer the best bike infrastructure were the best off in economic status as businesses chose communities that have this type of infrastructure. He added that tourism in this area was known through the Hilly Hundred, the Little 500 race and the movie Breaking Away. He said it was good for the environment, a healthy choice for people to bike, a preparation for high energy costs and even patriotic as it helps lessen the use of foreign oil. He said it was a leap towards a League of American Bicyclists Platinum Status, currently held by only three cities in the US.

Chris Sturbaum said he officially welcomed Spring to Bloomington and said he had a very nice walk to City Hall for this meeting,.

Andy Ruff said he seconded Rollo's comments and was glad that he took advantage of recent HT online complaints to make those comments.

Susan Sandberg said she thanked Christina Courtright for volunteering to translate into Spanish the council's <u>Resolution 11-07</u> opposing a state law regarding immigration. Sandberg said both English and Spanish versions were posted on the city's website. She said that Courtright ran a translating service and gave her website.

Joanne Bunnage, Chair of the Community and Family Resources Commission, noted that the Commission had sponsored two open forums on both affordable and Section 8 housing. She noted that the commission also supported the April 10, 2011 Homeward Bound Walk. Katelyn Stoffregen, IU Journalism student who volunteered to help the Homeward Bound Walk Committee, gave background information, details of the walk and how citizens could participate.

There were no council committee reports at this meeting.

COMMON COUNCIL REGULAR SESSION March 23, 2011

ROLL CALL

AGENDA SUMMATION

APPROVAL OF MINUTES

REPORTS: COUNCILMEMBERS

MAYOR and CITY OFFICES

COUNCIL COMMITTEES

President Sandberg read the rules for public speaking at this meeting.

Daniel McMullin spoke of living life with a higher power in mind.

It was moved and seconded that George Hegeman and Tom Coleman be reappointed to the Tree Commission. The motion was approved by a voice vote.

It was moved and seconded that <u>Ordinance 11-02</u> be introduced and read by title and synopsis. Clerk Moore read the legislation and synopsis, giving the committee recommendation of do pass 9-0-0.

It was moved and seconded that <u>Ordinance 11-02</u> be adopted.

Miah Michaelsen, Assistant Director of Economic Development for the Arts spoke for Adam Wason, Assistant Director of Small Business Relations who was unable to attend the meeting. She said the staff of the Economic and Sustainable Development department had been working with the staff of the Pinnacle School to obtain the tax exempt 501 (c) 3 Economic Development Recovery Zone Facility bonds. She added that the City's Economic Development Commission had approved the bond application, and that the council had also approved an ordinance that allowed the investment of American Reinvestment and Recovery Act Bonds for this project. She explained that Pinnacle School had not been able to obtain financing before the expiration of the federal program. She added that the city was simply acting as a pass through agency for these bonds, and that the issuance of these bonds would not impact the city's bond rating, nor would the issuance be an obligation of the city for its taxpayers. She said that the bond counsel, Karl Sturbaum, and the petitioner were present for questions.

Volan asked how the city was not liable since its approval was necessary. Sturbaum said that the internal revenue code indicated that tax exempt bonds must be issued by a political subdivision, but that the statutes permit a conduit issuance – issued by a political subdivision but paid specifically and solely from revenues generated from the facility. He said this would be noted on the bond itself.

Denise Lessow, Director of the Pinnacle School, said she appreciated this opportunity to expand supplemental services of after school and summer tutoring programs as well as enlarging space.

Piedmont-Smith asked the amount of the bond. Sturbaum noted it was for \$1.5 million.

Larry Jacobs, Governmental Relations Director for the Chamber of Commerce, said the Pinnacle School had served the community since 1981 and it was critical that they expand their operations. He encouraged the council to pass this ordinance.

Chris Sturbaum noted that he would abstain from this vote in order to prevent any appearance of impropriety or conflict of interest since his brother was the counsel for this bond issuance.

Sandberg thanked Sturbaum and Lessow for their work, and added that it was fortunate that Bloomington had such a fine school in the community to serve dyslexia and related learning abilities.

<u>Ordinance 11-02</u> received a roll call vote of Ayes: 8, Nays: 0, Abstain: 1 (Sturbaum abstained).

PUBLIC INPUT

BOARD AND COMMISSION APPOINTMENTS

LEGISLATION FOR SECOND READING AND RESOLUTIONS

Ordinance 11-02 An Ordinance Amending Ordinance 10-18 Authorizing the City of Bloomington, Indiana to Issue Its Economic Development Revenue Bonds, Series 2011 (Bloomington Dyslexia Center, LLC Project) in the Principal Amount Not in Excess of One Million Five Hundred Thousand Dollars (\$1,500,000), and Approving and Authorizing Other Actions in Respect Thereto It was moved and seconded that <u>Resolution 11-06</u> be introduced and read by title and synopsis. Clerk Moore read the legislation and synopsis, giving the committee recommendation of do pass 9-0-0. It was moved and seconded that <u>Resolution 11-06</u> be adopted.

Miah Michaelsen, Assistant Director of Economic Development for the Arts, said that the Bloomington Playwrights Project had submitted the application for the grant to renovate and enhance their space on West 9th Street in the Bloomington Entertainment and Arts District (BEAD). She said the BIIF review committee voted to recommend approval to the Economic Development Commission, which did, in fact, vote support for this project. She said that the project supported by the application aligned with the administration's goals for development of the arts sector of the economy and is an important anchor in the BEAD. She said the goal of the BEAD was to market Bloomington, especially its arts and entertainment industry and product as a destination for tourists and visitors. Completion of this project would enhance a unique product in the BEAD and would positively impact the artistic community as well as the local economy. She noted that a representative of the BPP, Chad Rabinovitz, Artistic Director, was present for questions.

Piedmont-Smith noted that one of the 'whereas' clauses needed a change from the word "has" to "have". Sandberg thanked her for her correction.

Amendment #1 to <u>Resolution 11-06</u> received a roll call vote of Ayes: 9, Nays: 0.

Rollo asked if the BPP had a history of receiving grants from the city. Michaelsen said that it had not received anything through this program before, but had received grants from the Arts Commission for various projects. She also noted that they had received state and National Endowment for the Arts monies.

Rollo asked where the other money necessary for the project would come from. Michaelsen said, and Rabinovitz confirmed, that the remainder of the funds needed for the project had been raised by the BPP.

Piedmont-Smith asked if the BPP had any bicycle parking, or if it was something that was going to be added to the facility.

Rabinovitz said the facility didn't have car parking, and had offered discounted tickets for bike riders during an event the previous year.

Volan added that the city would respond favorably to merchants who requested bike racks. Michaelsen said that the city might have bike racks in its inventory, and that it could be investigated. She added that, if the space allowed the installation, it would be a wonderful addition to the space in front of the building.

Rollo noted the evaluation criteria that pertained to requests of funding from this program. He asked Michaelsen to describe the process. She said the process was similar to a business applying for a loan; a business plan, previous financial history, budget, and cash flow analysis were required. She said the Economic and Sustainable Development staff reviewed the materials as well as a review panel (of staff and community members). She said upon a positive review, the application was sent to the Economic Development Commission for a recommendation, before the council reviewed the application. <u>Resolution 11-06</u> Authorizing a Grant Under the Bloomington Investment Incentive Fund - Re: \$25,000 to Bloomington Playwrights Project for Capital Improvements at 107 West 9th Street

Amendment #1 This amendment is sponsored by Councilmember Piedmont-Smith and corrects a grammatical error in the third whereas clause. Satterfield, the council appointment to the Economic Development Commission, said that the Commission was pleased with the presentation and business and financial plan. He added that the one note of concern was that since this was a grant, there was no recapitalization plan in place, and that the council would, at some time in the future, have to deal with this facet of the Fund.

Mayer said that it was a good use of the Fund, and was glad that the city could offer the grant. He said multiple theater opportunities within the community, not just those associated with the university, broadens the community.

Rollo noted that the audience for this meeting might not have seen the council packet on this issue. He read from the packet:

The BPP has been a local professional theater for over 30 years. It is distinguished from other local theater groups (i.e. IU Department of Theater and Drama and Cardinal Stage Company) by its focus on developing and producing new plays. The center pieces of its main stage season are two national-level competitions where over 1,300 plays are submitted for the opportunity to be performed under the Woodward/Newman Drama and the Reva Shriner Comedy awards. Over the years these competitions have attracted talent that were or have become nationally renowned. Last year, approximately 4,000 patrons attended these and many other live, dramatic performances and events.

He concluded by saying this was a good investment for the arts and for the community. He said it was a wise economic development investment.

Sandberg said she appreciated the new interior space look of the BPP and appreciated that the BPP was a mainstay of the BEAD. She thanked Rabinovitz for leadership and raising the additional funds needed for the project.

<u>Resolution 11-06</u> as amended received a roll call vote of Ayes: 9, Nays: 0

It was moved and seconded that the following legislation be introduced and read by title and synopsis only. Clerk Moore read the legislation by title and synopsis.

<u>Ordinance 11-03</u> To Amend Title 15 of the Bloomington Municipal Code Entitled "Vehicles and Traffic" (Two Signalized Intersections and Certain Items Deferred from <u>Ordinance 10-15</u>)

Ordinance 11-04 To Amend Title 2 of the Bloomington Municipal Code Entitled "Administration and Personnel" – Re: The Repeal and Reenactment of Section 2.12.020 entitled "The Bloomington Arts Commission"

There was no public comment at this point of the meeting.

The meeting was adjourned at 8:19 pm.

APPROVE:

ATTEST:

Susan Sandberg, PRESIDENT Bloomington Common Council Regina Moore, CLERK City of Bloomington Resolution 11-06 as amended (cont'd)

<u>Resolution 11-06</u> as amended.

LEGISLATION FOR FIRST READING

Ordinance 11-03

Ordinance 11-04

PUBLIC INPUT

ADJOURNMENT