

City of Bloomington Common Council

Legislative Packet

**Wednesday, 16 May 2018
Regular Session**

All legislation and background material included herein.

For a schedule of upcoming meetings of the Council and the City's boards and commissions, please consult the City's [Calendar](#).

Office of the Common Council
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Bloomington, Indiana 47402
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<http://www.bloomington.in.gov/council>



Packet Related Material

Memo

Agenda

Notices:

None

Legislation for Consideration under Second Readings and Resolutions at the Regular Session on Wednesday, May 16th

None

Legislation to be Introduced under First Reading at the Regular Session on Wednesday, May 16th

*→ With all Legislation and Background Material Contained in this
Packet)*

Ordinances Proposing Historic Designations for the Ralph Rogers House at 506 South High Street (Ord 18-07) and the Willow Terrace Apartment Building at 605 South Fess Avenue (Ord 18-08)

- **Overview of Title 8 (Historic Protection and Preservation)**

- **Ord 18-07** To Amend Title 8 of the Bloomington Municipal Code, Entitled “Historic Preservation and Protection” to Establish a Historic District – Re: The Ralph Rogers House at 506 South High Street (Bloomington Historic Preservation Commission, Petitioner)
 - Aerial Map of Site and Surrounding Area
 - Memo to Council from Rachel Ellenson, Program Manager, Housing and Neighborhood Development Department;
 - Staff Report to Council tying Designation to Criteria
 - Map; and
 - Photos of House Exterior and Grounds

Contact:

Rachel Ellenson at 349-3401, ellonsor@bloomington.in.gov

Philippa Guthrie, at 349-3426 or guthriep@bloomington.in.gov

- **Ord 18-08** To Amend Title 8 of the Bloomington Municipal Code, Entitled “Historic Preservation and Protection” to Establish a Historic District – Re: The Willow Terrace Apartment Building at 605 South Fess Street (Bloomington Historic Preservation Commission, Petitioner)
 - Aerial Map;
 - Memo to Council from Rachel Ellenson, Program Manager, Housing and Neighborhood Development Department;
 - Staff Report to Council tying Designation to Criteria
 - Map
 - Photos of House Exterior and Grounds

Contact:

Rachel Ellenson at 349-3401, ellonsor@bloomington.in.gov

Philippa Guthrie, at 349-3426 or guthriep@bloomington.in.gov

- **Ord 18-09** To Amend Title 15 of the Bloomington Municipal Code Entitled "Vehicles And Traffic" - Re: Increased or Decreased Speed Limits, School Speed Zones, and Park and Playground Speed Zones
 - Memo to Council from Andrew Cibor, Transportation and Traffic Engineer

Contact: Andrew Cibor at 812.349.3423, cibora@bloomington.in.gov

Minutes

None

Memo

Items for Introduction at the Regular Session on Wednesday, May 16th

There are no items ready for consideration under Second Readings and Resolutions and three ordinances ready for introduction under First Readings next Wednesday night. As noted above, this packet is the only packet to be consulted for actions anticipated this coming Wednesday evening.

Resolutions and Second Readings

None

First Readings

Ordinances Proposing Historic Designations for the Ralph Rogers House at 506 South High Street (Ord 18-07) and the Willow Terrace Apartment Building at 605 South Fess Avenue (Ord 18-08)

This packet includes two ordinances proposing historic designations for a house on South High Street and an apartment building on South Fess Avenue. For many years, each summary of a historic designation has begun with an overview of Title 8 (Historic Preservation and Protection). Given your experience with historic designations and the length of the overview, rather than continue that practice, the overview is included as a separate document in the background material and, thereby, is available to anyone who needs a refresher on the contents of Title 8.

However, since both of these historic designations have come forward as a result of what is known locally as demolition delay and review, I refer the reader to an explanation on the City's webpage regarding that process at the link provided below and offer a brief introduction to the two periods of delay:

<https://bloomington.in.gov/historic-bloomington/demolition-delay>

Periods of Delay

In brief, for over a decade, the City has delayed the issuance of a Certificate of Zoning Compliance (CZC) for the demolition or partial demolition of certain historic structures. More recently, these structures included those listed on either the Indiana Historic Sites and Structures¹ or City's Survey of Historic Sites and Structures (Historic Survey).²

This delay or period of review runs from notification to the property owner (which may occur during a meeting with staff) to the action of the Historic Preservation Commission (or staff) on the designation.

Those properties listed as "Outstanding," "Notable," or "Contributing" on these lists are potentially subject to this period of review. Properties identified as "Outstanding"

¹ This is encompassed within the State Historic Architectural and Archeological Research Database (SHAARD).

² Recall that the City is conducting a local review of historic sites and structures which, when completed, will be forwarded to the State for inclusion in the State list.

or “Notable,” which are located in any zoning district, or identified as “Contributing,” which are located in a multi-family or non-residential zoning district, are subject to a 90- or 120- day³ period of delay. Structures identified as “Contributing,” which are located in a single-family zoning district, are subject to a 7-day period of review.

Please consult the link above for more information on this review procedure.

Item One – Ord 18-07 – Amending Title 8 (Historic Preservation and Protection) to Establish 506 South High Street as a Historic District – Re: The Ralph Rogers House (Historic Preservation Commission, Petitioner)

Ord 18-07 would designate the property located at 506 South High Street as the Ralph Rogers House. It comes forward as a petition from the Historic Preservation Commission after review under the City’s demolition delay provisions and final action on May 10th.

The remainder of this summary highlights the key actions taken by the ordinance and the grounds for this historic designation. As noted in the introduction to these historic designation ordinances, for those readers who need an overview of the City’s code provisions regarding historic preservation, please see the attached document entitled *Overview of Title 8 of the Bloomington Municipal Code Entitled “Historic Preservation and Protection,”* which precedes the legislation. Please know that this summary draws upon the memo and material provided by Rachel Ellenson, Program Manager, HAND Department, along with other information available on the City’s webpage and elsewhere online.

The ordinance, in brief:

- Approves the map and establishes the district;
- Attaches the map and the report (which provide the grounds for the designation);
- Describes the district and classifies the property (outstanding); and
- Inserts the newly established district into the List of Historic and Conservation Districts (BMC 8.20).

Ord 18-07 - Genesis, Boundaries, and Rating of 506 South High Street

As noted in the opening paragraph, the designation of this property was pursued by the Historic Preservation Commission after review under the City’s demolition delay provisions (but without objection from the property owners). Please note

³ The additional 30 days requires a determination by the Director of the HAND department.

that, because this property was rated as “outstanding” on the City’s Survey of Historic Sites and Structures, it was subject to a 90 or 120 day period of delay for the Commission to review and decide whether or not to recommend designation of this property.

As stated in the Staff Report this house is a “side-gabled subtype” of “a single family Dormer Front Bungalow” which was built in 1917 and despite “several renovations, is still one of the most pristine examples of Craftsman architecture in the (City).” The Report further states that “[t]he Craftsman style was the dominant style for smaller houses built throughout the country between 1905 and the early 1920’s ... [having] originated in Southern California and spread across the country by pattern books and popular architectural magazines.”

The Report provides the following architectural context for this Craftsman style house:

This style is often identifiable by a low-pitched, gabled roof with wide, unenclosed eave overhangs, exposed roof rafters, false beams or braces added under the gables, porches, either full or partial width, with square columns that support the roof, and commonly one or one and one-half stories tall. The side-gabled roof subtype is found on approximately one-third of Craftsman houses in America and is commonly found to have one and one-half stories with centered shed or gabled roof dormers and porches that are contained under the main roof, sometimes with a break in the slope.

Viewing the house behind hedges and trees in the 500-block of South High, the passers-by may miss the “ornate features, elaborate roof dormers, and an unusual green tile roof” that make the Ralph Rogers House stand out among the City’s many Craftsman homes. Symmetrical roof dormers with a row of distinctive paned windows face the front and rear of the home. To one side and the rear of the home is the “original carriage house ... [with two garage bays and two roof dormers and which is] ... designed with the same architectural style choices as the main house.”

The current owner of the home, David Mackay, shed light on the evolution of renovations and some of the amenities inside (including an early version of a glass enclosed shower, a walk-in refrigerator in the basement (“which was used to store meats, fruit and fur coats”), and “an elevator that runs from the basement to the 2nd floor.”

Along with its architectural significance, this house is associated with Ralph Rogers, who is described in the Report as “one of Bloomington’s original self-made businessmen.” Quitting school at age 16 for the sake of his family in about 1905, he rose in the stone crushing business to the point, in the 1920’s, when he partnered with a relative, Harry Berry, to “open[] his first quarry operation on South Adams Street.” Over the next 50 years, Bloomington Crushed Stone Company constructed many facilities in the City and beyond, expanding to other states, and is now known as Ralph Rogers Group. He was a member of the First Christian Church and numerous social orders, retired in 1967, and passed away in 1976. The Report notes that he “is likely ... the original owner and builder of the house” and who lived in the house from 1917-18 to 1976.

Historic and Architectural Criteria for this Designation

With this record in mind, at its meeting on May 10th, the Commission, by a vote of 6 - 0, designated this house as historic with a rating of “outstanding.” These action were based upon the following criteria *(which are highlighted in yellow)*:

Historical Significance (BMC 8.08.010[e][1])

- (A) 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 history; or
- (B) Is the site of a historic event; or
- (C) Exemplifies the cultural, political, economic, social or historic heritage of the community;

Architectural Significance (BMC 8.08.010[e][2])

- (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 design 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
- (E) Contains any architectural style, detail, or other element in danger of being lost; or

- (F) Owing to its unique location or physical characteristics, represents an established and familiar visual feature of the city; or
- (G) Exemplifies the built environment in an era of history characterized by a distinctive architectural style.

**Item Two – Ord 18-08 – Amending Title 8 (Historic Preservation and Protection) to Establish 506 South High Street as a Historic District –
Re: The Willow Trace Apartment Building at 605 South Fess Street
(Historic Preservation Commission, Petitioner)**

Ord 18-08 would designate the Willow Trace Apartment Building at 605 South Fess Street as a historic district. It comes forward as a petition from the Historic Preservation Commission after review under the City’s demolition delay provisions and action on May 10th.

The remainder of this summary highlights the key actions taken by the ordinance and the grounds for this historic designation. Please know that this summary draws upon the memo and material provided by Rachel Ellenson, Program Manager, HAND Department, along with other information available on the City’s webpage and elsewhere online.

The ordinance:

- Approves the map and establishes the district;
- Attaches the map and the report (which provides the grounds for this designation);
- Describes the district and classifies the property (notable); and
- Inserts the newly established district into the List of Historic and Conservation Districts (BMC 8.20).

Ord 18-08 - Genesis, Boundaries, and Rating of 605 South Fess Avenue

As noted in the opening paragraph, the designation of this property was pursued by the Historic Preservation Commission after review under the City’s demolition delay provisions (but without support of the property owners). Please note that, because the property is rated as “notable” on the City’s Survey of Historic Sites and Structures, it was subject to a 90 or 120 day period of delay for the Commission to review and decide whether or not to recommend designation of this property.

Historic and Architectural Criteria for this Designation

The Willow Terrace Apartment Building “is a large, multi-story” example of Spanish Colonial Revival architecture featuring a flat roof and faux clay tile above and overhanging the brick walls and with only slight alterations since constructed in 1927. Having a long history in the American Southwest, Spanish Colonial Revival architecture, experienced a new wave which “began to sweep across the America ...[after] architects saw and were inspired by buildings constructed for the Panama-California Exposition in 1915 in San Diego” and can be still found today in Balboa Park. “Spanish Colonial Revival architecture is identifiable by

a low-pitched roof, usually with little or no eave overhang, red tile roof covering, the wall extending into the gable without a break, one or more prominent arches above doors or principal windows, and the façade is normally asymmetrical. The flat roof subtype with a parapeted roof is found on about 10% of Spanish Colonial Revival houses in America. This subtype is characterized by a combination of one- and two-story units and narrow tile-covered shed roofs above entryways or projecting windows. Finally, this subtype is loosely based on flat-roofed Spanish prototypes, resembling the Pueblo Revival house.⁴

While one of many examples of Spanish Colonial Revival architecture in the City, this is the only example in the form of an apartment building.

Along with the architecture, persons who designed, constructed, owned, and lived in the building also are reasons for the historic designation. Located a few blocks south of campus, it was built by George W. Caldwell for Willow Terrace Realty Company, based upon designs prepared by his son, Ross. Both the father and son were “prominent contractors from Indianapolis.” The father also built the Monroe County Courthouse in 1907 and, while in partnership (in a firm located in Columbus, Indiana, known as Caldwell and Drake) also built the West Baden Hotel in French Lick. For the first few decades after construction, one of the owners was Oscar Williams who had been a professor at IU from 1908 to 1915. Now largely occupied by students at IU, in the early years, a well-regarded professor in the Music School, Ernest Hoffzimmer, lived there.

⁴ Virginia Savage McAlester, *A Field Guide to American Houses* (New York: Alfred A. Knopf, 2013), 521-522.

With this record in mind, at its May 10th meeting, the Commission, by a vote of 6 – 0, designated the Willow Terrace Apartment Building as a historic district with a rating of “notable.” These actions were based upon the following grounds *(highlighted in yellow)*:

Historical Significance (BMC 8.08.010[e][1])

- (A) 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 history; or
- (B) Is the site of a historic event; or
- (C) Exemplifies the cultural, political, economic, social or historic heritage of the community;

Architectural Significance (BMC 8.08.010[e][2])

- (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 design 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
- (E) Contains any architectural style, detail, or other element in danger of being lost; or
- (F) Owing to its unique location or physical characteristics, represents an established and familiar visual feature of the city; or
- (G) Exemplifies the built environment in an era of history characterized by a distinctive architectural style.

Ord 18-09 – Amending Title 15 (Vehicles and Traffic) – Re: 15.24 (Speed Regulations)

The City of Bloomington received \$470,000 of Highway Safety Improvement Program (HSIP) funding to improve school speed zones by 2020. The proposed ordinance would amend the BMC in preparation for the installation of new-to-be acquired flashing beacons near schools. The proposed changes seek to increase

compliance and enforcement, reduce ambiguity, and address speed limits at uncontrolled⁵ sidewalks.

The aim of the ordinance is to minimize the length of school speed zones,⁶ reduce speeds in school walk zone areas⁷ especially roads with no sidewalks, and limit application of the “when children are present”⁸ requirement to when beacons are flashing.⁹ The beacon locations are determined by the “guiding principles” outlined in the staff memo and in §15.24.030 (below).

With this in mind, the Traffic Commission, Bicycle and Pedestrian Commission and City staff have proposed changes to **Title 15 – Vehicles and Traffic** focusing on:

- [15.24.020 “Increased or Decreased Speed Limits”](#) (Schedule J),
- [15.24.030 “School Speed Zones”](#) (former Schedule I), and
- [15.24.040 “Park and Playground Speed Zones”](#) (new Schedule I).

§15.24.020 Increased or Decreased Speed Limits [Including Schedule I]

The ordinance amends Schedule I to add 32 new streets, 22 of which were previously listed on Schedule J as a school zones and 10 of which are additional streets near schools (e.g. where there are no sidewalks).

§15.24.030 School Speed Zones

All of [15.24.030 “School Speed Zones”](#) will be “deleted in its entirety” including Schedule J. It will be replaced with new language that:

(a) restricts speed limits “[w]hen appropriate school speed zone signs and beacons are erected” and “when children are present”;

(b) Authorizes the Transportation and Traffic Engineer, or designee, to determine locations and operating hours for beacons based on state law.

Accordingly, beacons and signs may be installed:

- (1) “Only within the immediate vicinity of the school”¹⁰,
- (2) “Only at crosswalks where children are expected to cross public streets on their way to or from schools”, and

⁵ Uncontrolled sidewalks are intersections with no sign or signal.

⁶ “School speed zones may be as short as 400’ in length (200’ reduced speed on each side of the sidewalk”.

⁷ Area within a one mile radius of a school.

⁸ “When children are present” is defined as “when the beacons on a school speed zone assembly are flashing”.

⁹ State law does not define “When children are present”.

¹⁰ “In the immediate vicinity of a school” is defined as “any area within one mile of public or private school”.

(3) When children are “most likely to be traveling to or from school”

§15.24.040 Park and Playground Speed Zones [Schedule J]

The ordinance strikes “School,” from the title: “~~School~~, Park and Playground Speed Zone”, and removes all streets associated with school zones. Schedule J now only includes 15 streets associated with Parks and Playgrounds. In addition, forty-four streets were deleted from this schedule and are not included in Schedule I. The speed limits on these street segments will return to the underlying speed limit (25 or 30 mph). These street segments were removed because they include sidewalks and/or near controlled intersections reducing the interaction of students and traffic.

**NOTICE AND AGENDA
BLOOMINGTON COMMON COUNCIL REGULAR SESSION
6:30 P.M., WEDNESDAY, MAY 16, 2018
COUNCIL CHAMBERS
SHOWERS BUILDING, 401 N. MORTON ST.**

I. ROLL CALL

II. AGENDA SUMMATION

III. APPROVAL OF MINUTES FOR: *None*

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: *None*

VII. LEGISLATION FOR FIRST READING:

1. Ordinance 18-07 – To Amend Title 8 of the Bloomington Municipal Code, Entitled “Historic Preservation and Protection” To Establish a Historic District – Re: The Ralph Rogers House at 506 South High Street (Bloomington Historic Preservation Commission, Petitioner)
2. Ordinance 18-08 – To Amend Title 8 of the Bloomington Municipal Code, Entitled “Historic Preservation and Protection” To Establish a Historic District – Re: The Willow Terrace Apartment Building at 605 South Fess Avenue (Bloomington Historic Preservation Commission, Petitioner)
3. Ordinance 18-09 – To Amend Title 15 of the Bloomington Municipal Code, Entitled "Vehicles and Traffic" – Re: Increased or Decreased Speed Limits, School Speed Zones, and Park and Playground Speed Zones

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 public comment 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.

Auxiliary aids for people with disabilities are available upon request with adequate notice. Please call (812) 349 - 3409 or e-mail council@bloomington.in.gov.

**Ordinances
Proposing Historic Designations for
the Ralph Rogers House at 506 South High Street (Ord 18-07) and
the Willow Terrace Apartment Building at 605 South Fess Avenue (Ord 18-08)**

Overview of Title 8 (Historic Preservation and Protection)

Overview of Title 8 of the Bloomington Municipal Code Entitled “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) are enabled by 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 either on its own accord or by petition of the property owner. It also promulgates rules and procedures, including those 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 which, in some instances *may* be done by staff and, in other instances, *must* be done by the Commission. Unless the property owner agrees to an extension, the action on the Certificate of Appropriateness must be taken within 30 days of submittal of the application. 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).

Surveys

At a State level, the Indiana Division of Historic Preservation and Archaeology (DHPA) is responsible for “prepar(ing) and maintain(ing) a register of Indiana historic sites and historic structures and establishing criteria for listing historic sites and historic structures on the register.” IC 14-21-1-15. This information is in the Indiana State Historic Architecture and Archeological Research Database (SHAARD). At a local level, the Commission is also responsible for preparing a survey, which identifies properties that may be proposed for historic designation and may serve as a basis for historic designations. IC 36-7-11-6; BMC 8.08.060;

BMC 8.08.010. In the past, the City has provided Interim Reports to the State which were incorporated into the SHAARD. More recently, as noted in March of 2016, the State has inventoried local properties without the help of local commissions.

Districts, Areas, and Ratings

Under local code, these inventories (i.e. registers and surveys) contain gradations of districts, areas, and ratings that tie the level of historic/architectural 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. Districts may include a “single building, structure, object, or site or a concentration (of the foregoing) designated by ordinance” (per BMC 8.02.020) and come in two forms: a conservation district and a permanent historic district.

The conservation district is a phased designation which elevates into a full historic district at the third anniversary of adoption of the ordinance, unless a majority of owners submit objections in writing to the Commission within 60-180 days before that date (per IC 36-7-11-19). It requires the Commission to review the:

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

The full historic district is the ultimate 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, and appurtenances to those structures, viewable from a public way in what are classified as “primary” and “secondary” areas; and
- 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.

Areas. As alluded to above, 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 space whose appearance could affect the

preservation of the primary area and is needed to assure the integrity of the primary area. *Please note that the Commission, to date, has not sought to establish districts with “secondary” areas.*

Age and Ratings. Each property within a district of sufficient age may be rated as outstanding, notable, contributing, or noncontributing, according to its level of its significance¹ as elaborated below (per BMC 8.02.020):

- “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 and “can be of local, state, or national importance”;
- “Notable” is the second-highest rating and applies to properties that are of above average, but not outstanding importance, and “*may be eligible for the National Register*”;
- “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 “*can be listed on the National Register only as part of an historic district*”; 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.” These properties *are ineligible for listing on the National Register* and may involve structures that are either less than fifty years old, older than that but “have been altered in such a way that they have lost their historic character,” or “are otherwise incompatible with their historic surroundings.”

Designation Procedures

According to the BMC, in order to bring forward a historic designation, the Commission must hold a public hearing² and submit a map and staff report (Report) to the Council. The map identifies the district and classifies properties, and the Report explains these actions in terms of the historic and architectural criteria set forth in the ordinance (see BMC 8.08.010[e]). These criteria provide the grounds for the designation.

The Commission may impose interim protection on the district that prevents any conspicuous alteration of the exterior of the property until the Council acts on the

¹ Please note that, in some cases, the condition of the property, particularly exterior alterations, may affect its “significance.”

² With advertised notice to the public at large and written notice to individual affected property owners. BMC 8.08.010 (d)(3)

designation.³ Please note that under local demolition delay provisions, the Commission may review applications for demolition or partial demolition of sites and structures included in the relevant survey(s) and has an opportunity to consider historic designation of such properties. (See BMC 8.08.016 and BMC 20.09.230). As a result of changes adopted by the Council in 2016, requests for partial demolition of contributing properties in single family districts will be subject to review and action by Commission staff within seven business days of submittal.

The ordinance typically:

- Approves the map and establishes the district (which provide the basis for the designation);
- Attaches the map and the report;
- Describes the district and classifies the properties;
- Inserts the newly established district into the List of Historic and Conservation Districts (BMC 8.20);
- May impose interim protection (until the Council decides on the designation); and
- In the case of conservation districts, addresses their elevation to a full historic district at the third anniversary of the adoption of the ordinance, unless a majority of the property owners object to the Commission in writing in a timely manner.

³ While “the Commission may approve a Certificate of Appropriateness at any time during interim protection .. (it) shall have no effect ...unless the map (of the historic district) is approved by the common council.” BMC 8.08.015(e)

ORDINANCE 18-07

**TO AMEND TITLE 8 OF THE BLOOMINGTON MUNICIPAL CODE,
ENTITLED “HISTORIC PRESERVATION AND PROTECTION”
TO ESTABLISH A HISTORIC DISTRICT –
Re: The Ralph Rogers House at 506 South High Street
(Bloomington Historic Preservation Commission, Petitioner)**

WHEREAS, the Common Council adopted Ordinance 95-20 which created a Historic Preservation Commission and established procedures for designating historic districts in the City of Bloomington; and

WHEREAS, on March 22, 2018, the Bloomington Historic Preservation Commission requested that a staff report be drafted for the historic designation of the property at 506 South High Street; and

WHEREAS, on May 10, 2018, the Bloomington Historic Preservation Commission held a public hearing for the purpose of allowing discussion and public comment on the proposed historic district designation of “The Ralph Rogers House” at 506 South High Street; and

WHEREAS, at the May 10, 2018 meeting the Historic Preservation Commission found that the building has historic and architectural significance that merits the protection of the property as a historic 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; and

WHEREAS, the Commission voted to submit the map and report to the Common Council which recommended local historic designation of “The Ralph Rogers House” and imposed interim protection on the house pursuant to Bloomington Municipal Code 8.08.015 (Interim protection);

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

SECTION 1. The map setting forth the proposed historic district for the site is hereby approved and said historic district is hereby established. A copy of the map and report submitted by the Historic Preservation Commission is attached to this ordinance and incorporated herein by reference and two copies of the map are on file in the Office of City Clerk for public inspection. The legal description of this property is further described as:

015-46550-00 Kirkwood Heights Block 22

SECTION 2. The Ralph Rogers House shall be classified as “outstanding.”

SECTION 3. Chapter 8.20 of the Bloomington Municipal Code, entitled “List of Designated Historic and Conservation Districts,” is hereby amended to insert a line regarding “The Ralph Rogers House” which shall read as follows:

The Ralph Rogers House 506 South High Street

SECTION 4. If any section, sentence, or provision of this ordinance, or the application thereof to any person or circumstances 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 to be severable.

SECTION 5. 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 _____, 2018.

DOROTHY GRANGER, President
Bloomington Common Council

ATTEST:

NICOLE BOLDEN, Clerk
City of Bloomington

PRESENTED by me to Mayor of the City of Bloomington, Monroe County, Indiana, upon this
_____ day of _____, 2018.

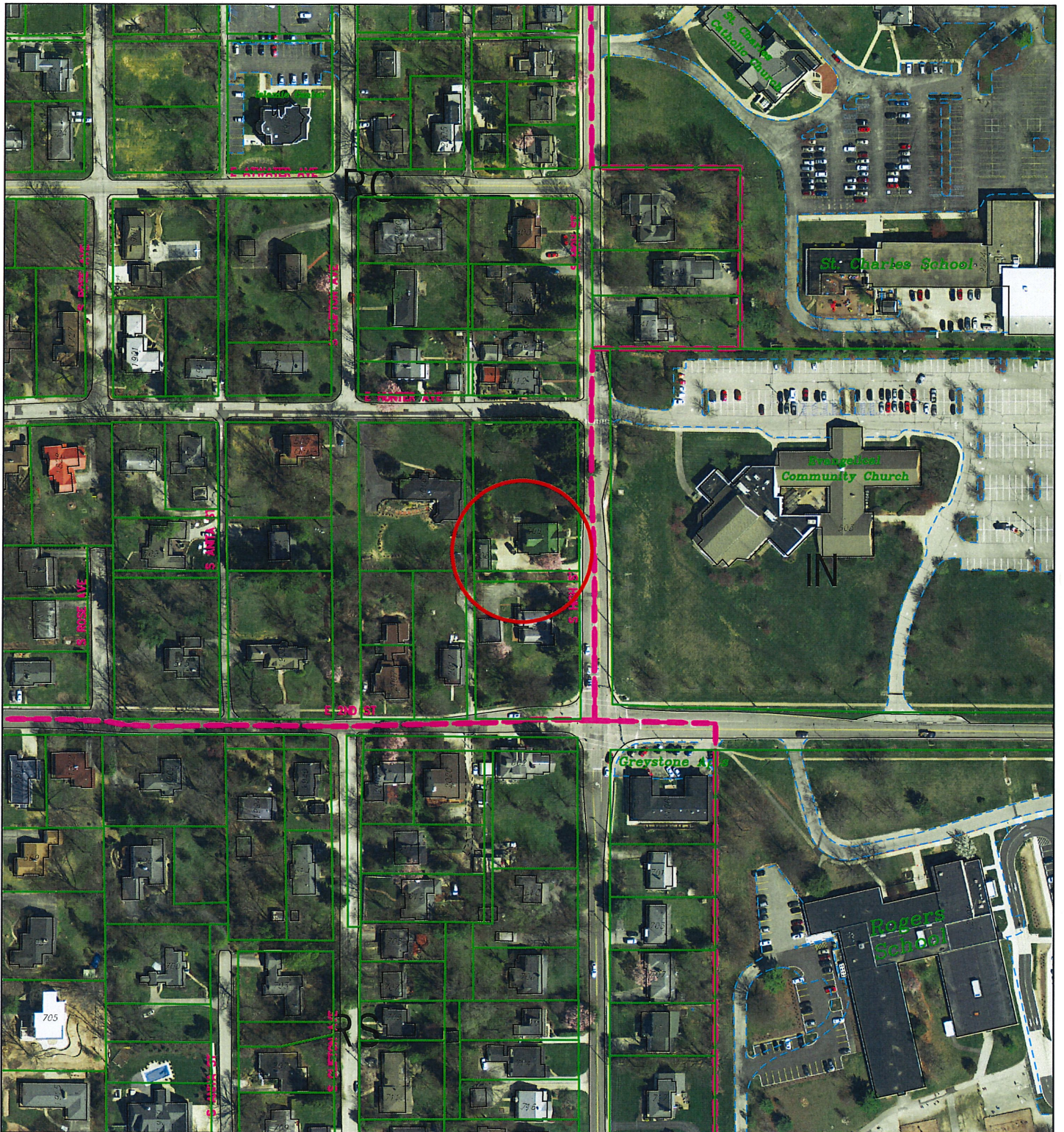
NICOLE BOLDEN, Clerk
City of Bloomington

SIGNED AND APPROVED by me upon this _____ day of _____, 2018.

JOHN HAMILTON, Mayor
City of Bloomington

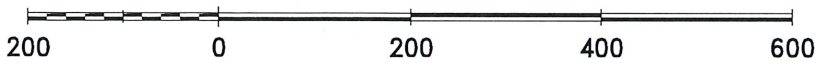
SYNOPSIS

This ordinance amends Title 8 of the Bloomington Municipal Code to designate the property at 506 S. High Street as the Ralph Rogers House historic district. The Ralph Rogers House is locally significant for its high-style representation of Craftsman Bungalow architecture. The house features a side-gabled roof, a green, glazed tile roof, and ornately decorated roof dormers that are central features to the overall historic integrity of the house. Home to Ralph Rogers, one of Bloomington's early entrepreneurs, for more than fifty years, the house merits local historic designation for its architectural integrity, along with its association to an important person in Bloomington's history. Once this ordinance has been adopted, the property will be regulated by the requirements that apply to all historic and architecturally worthy district so designated by the Common Council. These regulations preserve and protect the property from demolition and include the review of exterior modification.



Ord 18-07 Historic Designation of 506 S High
 Ralph Rogers House
 RC Zoning

By: shermand
 10 May 18



For reference only; map information NOT warranted.

City of Bloomington
 Council Office



Scale: 1" = 200'



MEMO

May 11, 2018

RE: The Ralph Rogers House

To: City Council

From: Rachel Ellenson, Historic Preservation Program Manager, City of Bloomington

At its May 10, 2018 meeting, the Bloomington Historic Preservation Commission voted to recommend historic designation for the Ralph Rogers House by a vote of 6-0, based upon the following criteria:

- (1) Historic:
 - a) Has significant character, interest, or value as part of the development, heritage, or cultural characteristics of the city, state, nation; or is associated with a person who played a significant role in local, state, or national history.

- (2) Architecturally worthy:
 - a) Embodies distinguishing characteristics of an architectural or engineering type; or
 - f) Owing to its unique location or physical characteristics, represents an established and familiar visual feature of the city.

SYNOPSIS

The Ralph Rogers House is locally significant for its high-style representation of Craftsman Bungalow architecture. The house features a side-gabled roof, a green, glazed tile roof, and ornately decorated roof dormers that are central features to the overall integrity of the house. Home to Ralph Rogers, one of Bloomington's early entrepreneurs, for more than fifty years, the house merits local historic designation for its architectural integrity, along with its association to an important person in Bloomington's history.

506 S. High Street (Ralph Rogers House) – Outstanding



The property at 506 South High Street qualifies for local designation under the following highlighted criteria found in Ordinance 95-20 of the Municipal Code (1): a, (2): a and f.

(1) Historic:

- a. Has significant character, interest or value as part of the development, heritage, or cultural characteristics of the city, state, nation; or is associated with a person who played a significant role in local, state, or national history; or
- b. Is the site of a historic event; or
- c. Exemplifies the cultural, political, economic, social, or historical heritage of the community.

(2) Architecturally Worthy:

- 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 design of such prominent 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

- e. Contains any architectural style, detail, or other element in danger of being lost; or
- f. Owing to its unique location or physical characteristics, represents an established and familiar visual feature of the city; or
- g. Exemplifies the building environment in an era of historic characterized by a distractive architectural style.

This property is cited in the 2001 and 2015 survey of Historic Sites and Structures and is classified as “notable” in the 2001 survey and “outstanding” in the 2015 survey.

105-055-61361 c. 1917 Residence, 506 South High Street; Dormer Front Bungalow

Legal Description: 015-46550-00 Kirkwood Heights Block 22

Ownership Timeline:

- 2013-present – David Mackay Revocable Living Trust
- 1989-2013 – David Mackay
- 1982-1989 – Ron & Marguerite Thompson, William Clifford Wiest
 - Purchased the property from the Ralph Rogers Estate
- 1982 – Douglas K. Ford (Tenant)
- 1981 – William W. Stai (Tenant)
- 1980 – Richard L. Hunter (Tenant)
- 1978-1979 – Rev. Richard G. Asp (Tenant)
- 1977 – Vacant
- 1918-1976 – Ralph Rogers
- 1917-1918 – Fred Finnamon

Contributing Structures

- Ralph Rogers House
- Detached Garage

The Ralph Rogers House is a single family Dormer Front Bungalow that is located on the South side of High Street between East Hunter Avenue and East 2nd Street. The house was constructed c. 1917 and while it has undergone several renovations, is still one of the most pristine examples of Craftsman architecture in Bloomington. Most notably associated as the home of Ralph Rogers, owner of the Bloomington Crushed Stone Company, Mr. Rogers lived in the house for more than 50 years, during which time he expanded his business ventures in and around Indiana to what is today known as the Rogers Group, LLC.

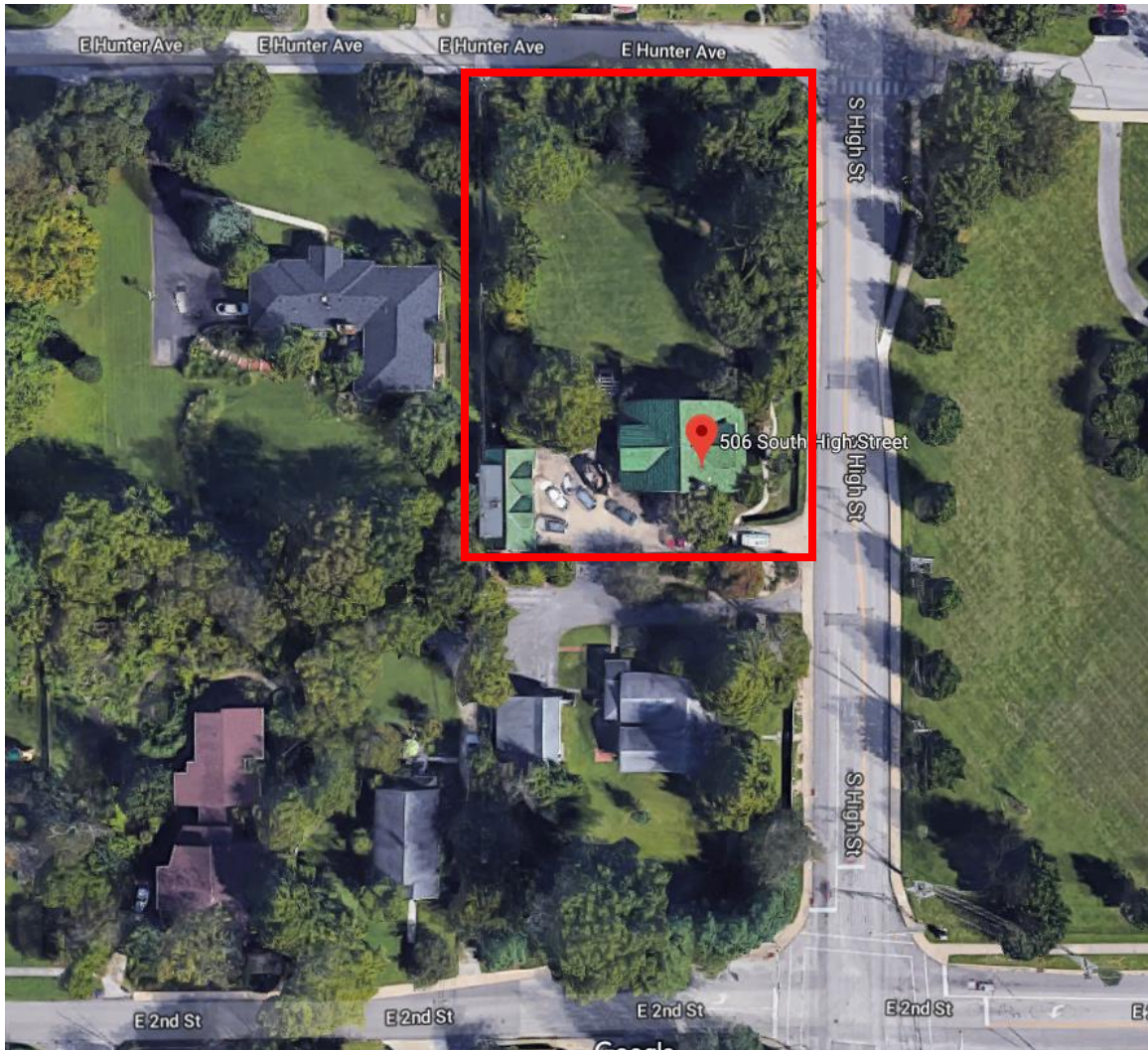


Figure 1. Aerial map showing location of the Ralph Rogers House between E 2nd Street and E Hunter Avenue.

The Ralph Rogers House is representative of Craftsman Bungalow architecture. This style is often identifiable by a low-pitched, gabled roof with wide, unenclosed eave overhangs, exposed roof rafters, false beams or braces added under the gables, porches, either full or partial width, with square columns that support the roof, and commonly one or one and one-half stories tall. The side-gabled roof subtype is found on approximately one-third of Craftsman houses in America and is commonly found to have one and one-half stories with centered shed or gabled roof dormers and porches that are contained under the main roof, sometimes with a break in the slope. This subtype is most commonly found in Northeastern and Midwestern states.¹ The Craftsman style was the dominant style for smaller houses built throughout the country between 1905 and the early 1920's. The style originated in Southern California and spread across the country by pattern books and popular architectural magazines.²

¹ Virginia Savage McAlester, *A Field Guide to American Houses* (New York: Alfred A. Knopf, 2013), 567.

² *Ibid.*, 568.

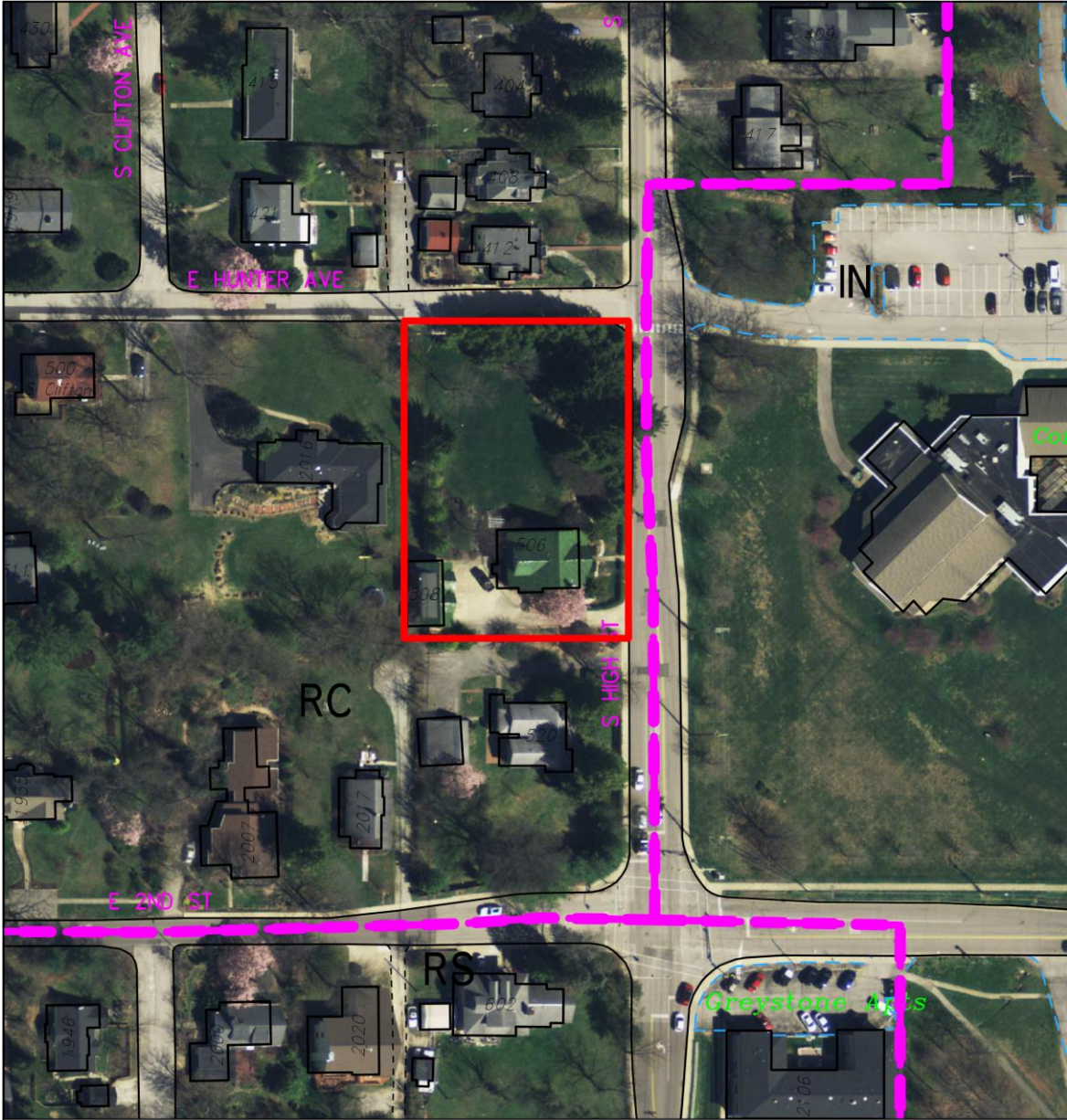
Being one of the most prevalent house types in Bloomington, bungalow houses create a familiar atmosphere in the city but the Ralph Rogers House is anything but familiar. Set back from South High and concealed by trees and hedges, the house is not an overly noticeable feature on this block, but look closer and ornate features, elaborate roof dormers, and an unusual green tile roof makes up one of the most unique bungalow's in Bloomington. Keeping with the traditional elements of a side-gabled bungalow, the Ralph Rogers house is a one and one-half story brick house with a low-pitched roof and exposed rafter tails that extend over the front porch. One of the most notable features of the house are the symmetrical elaborate roof dormers on the front and back of the house with four 6 over 1 windows, decorative brackets under the gables, and unenclosed eave overhangs that extend beyond the walls of the dormers. The original 10 over 1 windows still frame the original front door under the porch roof, which is supported by square brick columns. Finally, the original carriage house is still found on the property behind the house and is designed with the same architectural style choices as the main house. It features two garage bays and two low-pitched roof dormers that face S High Street. The dormers are designed using the same style as those on the house with unenclosed eave overhangs and wooden brackets under the gables. David Mackay, the current owner of the property, notes that Ralph Rogers is credited with creating the house that is currently there today. After he purchased the property in 1918, Rogers added to the single story with an unfinished upstairs a second story, triple fired architectural terra cotta clay roof tiles that were manufactured by Ludowici Roof Tile in Ohio, and the ornate roof dormers that are a dominant feature of the house. He also installed Nurre-lite glass tile in the house, etched black onyx bathroom fixtures, and an enclosed glass shower, which was before its time and was advertised as the first unbreakable glass that could withstand hot water. Finally, the house features an elevator that runs from the basement to the 2nd floor, along with a walk-in refrigerator in the basement, which was used to store meats, fruit, and fur coats.³

Although the house and garage are architecturally worthy of local designation in their own right, the house is also associated with Ralph Rogers, one of Bloomington's original self-made businessmen. Rogers was born in Monroe County, Indiana in 1889 and quit school when he was 16 to help support his mother and sisters after his father's death. He became involved in the stone crushing business where he worked various jobs but then opened his first quarry operation on S Adam Street when he went into a partnership with Harry Berry, one of Rogers' relatives on his mother's side, in the 1920's. The company became known as the Bloomington Crushed Stone Company and is still in operation today, but has since been renamed Rogers Group Inc. Eventually, the Bloomington Crushed Stone Company expanded its operations to include locations in Indiana, Kentucky, Tennessee, Alabama, Colorado, and Ohio. Notable projects that the company has been involved in include the construction of the atomic bomb plant in Oak Ridge, Tennessee in 1941 for the Manhattan Project, construction of the Bloomington Hospital in 1952, and the construction of facilities at RCA, Westinghouse, and Otis. Rogers also became involved with the U.R. Price and Company in Bloomington, a contracting company for concrete and road paving, until the 1950's. In his personal life, Rogers was a member of the First Christian Church, BPO Elks Lodge 446, Royal Order of Moose, Scottish Rite, York Rite, Blue Lodge, and the Indiana Society of Chicago. Rogers retired in 1967 and passed away in 1976.⁴ It is likely that he was the original owner and builder of the house at 506 S High, making him the longest owner and occupant of the property.

³ David Mackay, current home owner

⁴ Ralph Rogers Obituary – Monroe County History Center

The side-gabled Craftsman Bungalow at 506 South High Street known as the Ralph Rogers House is a significant Bloomington landmark that exemplifies the care and attention to detail that went into Craftsman style houses from this time period. In an almost pristine condition and for its association with one of Bloomington's prominent businessmen, the house certainly merits local designation to ensure its protection in the future. Staff recommends approval of local historic designation of the Ralph Rogers House.



Ord 18-07 – Historic Desingation of 506 S. High – Raph Rogers House
 Aerial Photo and Zoning Map

By: ellensor
 1 May 18

100 0 100 200 300

For reference only; map information NOT warranted.

City of Bloomington
 Housing & Neighborhood

N

Scale: 1" = 100'

Figure 2. GIS/Zoning Map showing parcel boundaries of proposed district for 506 S. High Street.



East Elevation – Main façade





S Elevation



SW Elevation



W Elevation



N Elevation



Garage – East elevation



Clay tile roof and dormer detail - Garage

ORDINANCE 18-08

**TO AMEND TITLE 8 OF THE BLOOMINGTON MUNICIPAL CODE, ENTITLED
“HISTORIC PRESERVATION AND PROTECTION”
TO ESTABLISH A HISTORIC DISTRICT –
Re: The Willow Terrace Apartment Building at 605 South Fess Avenue
(Bloomington Historic Preservation Commission, Petitioner)**

WHEREAS, the Common Council adopted Ordinance 95-20 which created a Historic Preservation Commission and established procedures for designating historic district in the City of Bloomington; and

WHEREAS, on March 22, 2018, the Bloomington Historic Preservation Commission requested that a staff report be drafted for the historic designation of the property at 605 South Fess Avenue; and

WHEREAS, on May 10, 2018 the Bloomington Historic Preservation Commission held a public hearing for the purpose of allowing discussion and public comment on the proposed historic district designation of “The Willow Terrace Apartment Building” at 605 South Fess Avenue; and

WHEREAS, at the May 10, 2018 meeting the Historic Preservation Commission found that the building has historic and architectural significance that merits the protection of the property as a historic district; and

WHEREAS, the Commission has prepared a map and written a report which accompanies the map and validates the proposed district by addressing the criteria outlined in BMC 8.08.10; and

WHEREAS, the Commission voted to submit the map and report to the Common Council which recommended local historic designation of “The Willow Terrace Apartment Building” and imposed interim protection on the building pursuant to Bloomington Municipal Code 8.08.015 (Interim protection);

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

SECTION 1. The map setting forth the proposed historic district for the site is hereby approved and said historic district is hereby established. A copy of the map and report submitted by the Historic Preservation Commission is attached to this ordinance and incorporated herein by reference and two copies of the map are on file in the Office of City Clerk for public inspection. The legal description of this property is further described as:

015-27730-00 Smith lot 32

SECTION 2. The Willow Terrace Apartment Building shall be classified as “notable.”

SECTION 3. Chapter 8.20 of the Bloomington Municipal Code, entitled “List of Designated Historic and Conservation Districts,” is hereby amended to insert a line regarding “The Willow Terrace Apartment Building” which shall read as follows:

The Willow Terrace Apartment Building 605 South Fess Avenue

SECTION 4. If any section, sentence, or provision of this ordinance, or the application thereof to any person or circumstances 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 to be severable.

SECTION 5. 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 _____, 2018.

DOROTHY GRANGER, President
Bloomington Common Council

ATTEST:

NICOLE BOLDEN, Clerk
City of Bloomington

PRESENTED by me to Mayor of the City of Bloomington, Monroe County, Indiana, upon this
_____ day of _____, 2018.

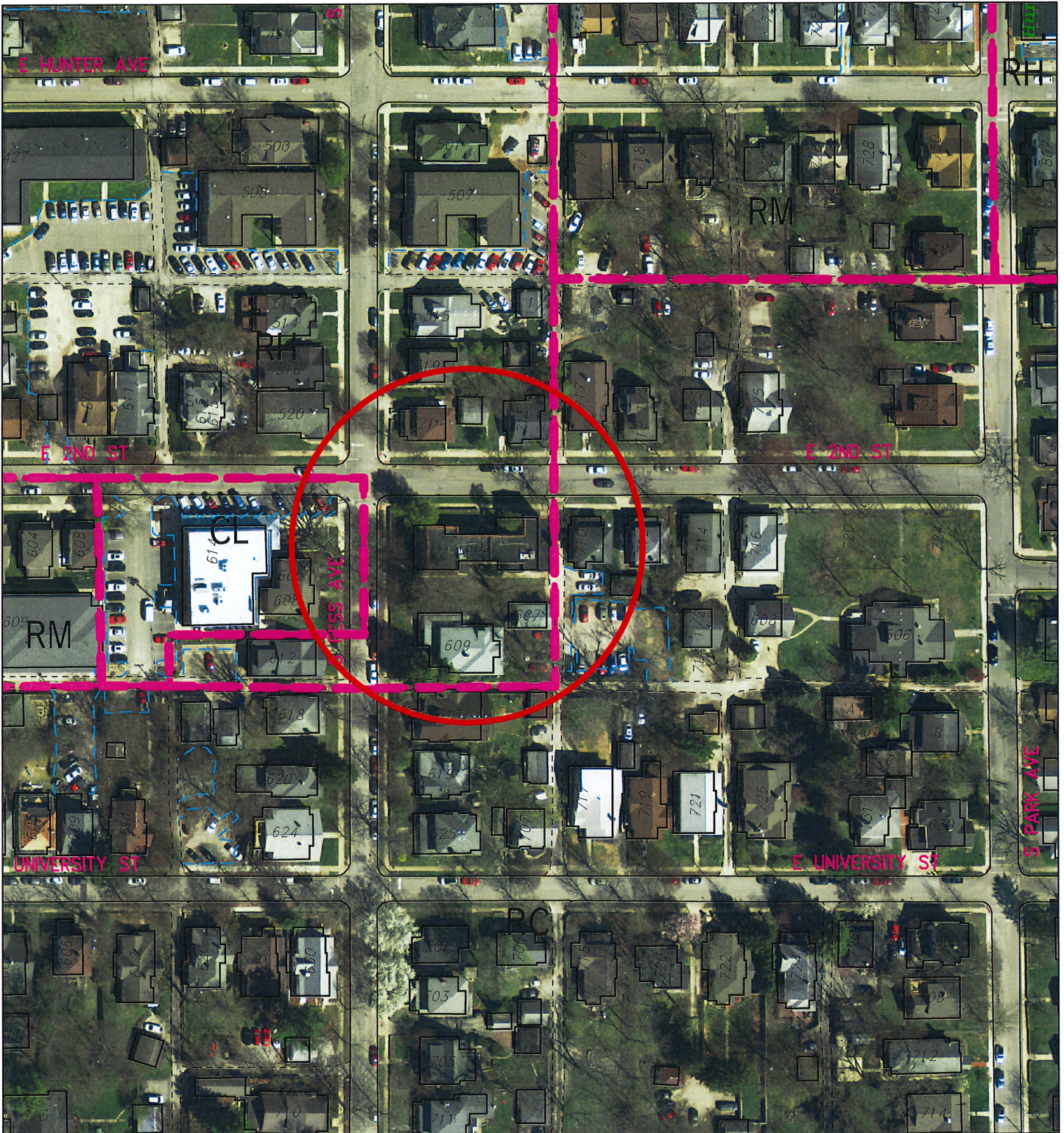
NICOLE BOLDEN, Clerk
City of Bloomington

SIGNED AND APPROVED by me upon this _____ day of _____, 2018.

JOHN HAMILTON, Mayor
City of Bloomington

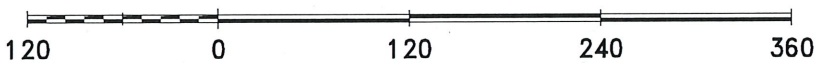
SYNOPSIS

This ordinance amends Title 8 of the Bloomington Municipal Code to designate the Willow Terrace Apartment Building at 605 S. Fess Avenue as a historic district. The Willow Terrace Apartment Building is locally significant for its Spanish Colonial Revival architectural features as well as being associated with prominent people in Bloomington's past. The building is one of the earliest apartment buildings that was constructed in Bloomington and is the only one with Spanish Colonial Revival character defining features that have been retained over time. Prominent people associated with the building include George W. Caldwell, contractor for the West Baden Hotel in French Lick, Indiana and the Monroe County Courthouse in Bloomington, Indiana, and Professor Ernest Hoffzimmer from what is now known as the Indiana University Jacob's School of Music, who was an early tenant of the building and is widely known for his musical career in both the United States and Germany. Once this ordinance has been adopted, the property will be regulated by the requirements that apply to all historic and architecturally worthy district so designated by the Common Council. These regulations preserve and protect the property from demolition and include the review of exterior modification.



Ord 18-08 – Historic Designation of 605 S Fess Avenue
 Willow Terrace Apartment Building
 RH Zoning District

By: shermand
 10 May 18



For reference only; map information NOT warranted.

City of Bloomington
 Council Office



Scale: 1" = 120'



MEMO

May 11, 2018

RE: Willow Terrace Apartment Building

To: City Council

From: Rachel Ellenson, Historic Preservation Program Manager, City of Bloomington

At its May 10, 2018 meeting, the Bloomington Historic Preservation Commission voted to recommend historic designation for the Willow Terrace Apartment Building by a vote of 6-0, based upon the following criteria:

- (1) Historic:
 - a) Has significant character, interest, or value as a part of the development, heritage, or cultural characteristics of the city, state, nation; or is associated with a person who played a significant role in local, state, or national history.

- (2) Architecturally worthy:
 - a) Embodies distinguishing characteristics of an architectural or engineering type; or
 - e) Contains any architectural style, detail, or other element in danger of being lost; or
 - f) Owing to its unique location or physical characteristics, represents an established and familiar visual feature of the city.

SYNOPSIS

The Willow Terrace Apartment Building is locally significant for its Spanish Colonial Revival architectural features as well as being associated with prominent people in Bloomington's past. The building is one of the earliest apartment buildings that was constructed in Bloomington and is the only one with Spanish Colonial Revival character defining features that have been retained over time. Prominent people associated with the building include George W. Caldwell, contractor for the West Baden Hotel in French Lick, Indiana and the Monroe County Courthouse in Bloomington, Indiana, and Professor Ernest Hoffzimmer from the Indiana University Jacob's School of Music, who was an early tenant of the building and is widely known for his musical career in both the United States and Germany.

Report of Proposed Local Designation

605 S. Fess Avenue (Willow Terrace Apartment Building) - Notable

Staff Report

Bloomington Historic Preservation Commission



The property at 605 South Fess Avenue qualifies for local designation under the following highlighted criteria found in Ordinance 95-20 of the Municipal Code (1): a, (2): a, e, and f.

(1) Historic:

- a. Has significant character, interest or value as part of the development, heritage, or cultural characteristics of the city, state, nation; or is associated with a person who played a significant role in local, state, or national history; or
- b. Is the site of a historic event; or
- c. Exemplifies the cultural, political, economic, social, or historical heritage of the community.

(2) Architecturally Worthy:

- 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 design 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
- e. Contains any architectural style, detail, or other element in danger of being lost; or
- f. Owing to its unique location or physical characteristics, represents an established and familiar visual feature of the city; or
- g. Exemplifies the building environment in an era of historic characterized by a distinctive architectural style.

This property is cited in the 2001 and 2015 survey of Historic Sites and Structures and is classified as "notable" on both.

105-055-49008 c. 1927 Apartments, 605 South Fess Avenue; Mission/Spanish Colonial Revival Architecture

Legal Description: 015-27730-00 Smith Lot 32

Ownership Timeline:

- 2007-present – Winger Real Estate LLC
- 2005-2007 – Winger/Truelock Real Estate
- 1995-2005 – Lucille Ellis Trustee
- ?-1995 – Lucille Ellis
- 1954-? – Julian K. and Byron D. Williams
- 1920-1954 – Berdelia K. and Oscar H. Williams, Willow Terrace Realty Co.
- 1903-1920 – Amos Hershey
- 1901-1903 – Hattie Smith Spratt
- 1901 – Laura J. Smith et al

Contributing Structures

- Willow Terrace Apartment Building

The Willow Terrace Apartment Building is a large, multi-story structure that is located on the Southwest corner of E 2nd Street and S Fess Avenue. The building was designed by Ross Caldwell, architect for the project, and constructed by George W. Caldwell, Ross' father and general contractor, both prominent contractors from Indianapolis, for the Willow Terrace Realty Company. Caldwell's father, George W. Caldwell, is well known for the construction of the Monroe County Courthouse in 1907 and West Baden Hotel in French Lick when he was a partner at Caldwell and Drake, a contracting company from Columbus, Indiana. The building was owned by Berdelia and Oscar Williams under the name Willow Terrace Realty Co. until 1954, when it was deeded to their sons, Julian and Byron. The building was constructed in 1927 based on local construction news releases and has undergone very few alterations since its construction.

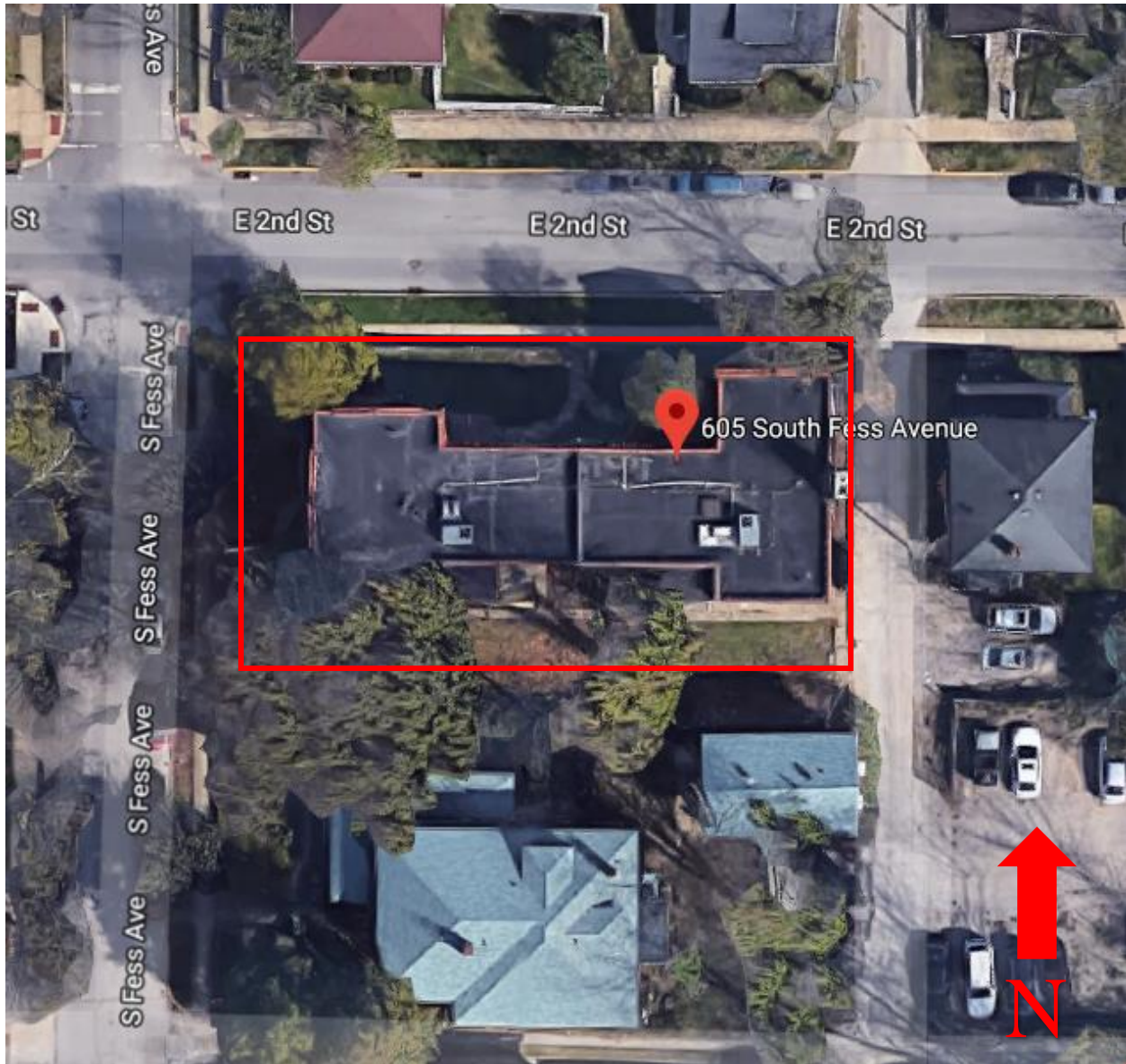


Figure 1. Aerial map showing location of the Willow Terrace Apartment Building on the SE corner of E. 2nd Street and S. Fess Avenue.

The apartment building is representative of Spanish Colonial Revival architecture with a parapet roof and a faux clay tile roof overhanging the parapet. Spanish Colonial Revival architecture is identifiable by a low-pitched roof, usually with little or no eave overhang, red tile roof covering, the wall extending into the gable without a break, one or more prominent arches above doors or principal windows, and the façade is normally asymmetrical. The flat roof subtype with a parapeted roof is found on about 10% of Spanish Colonial Revival houses in America. This subtype is characterized by a combination of one- and two-story units and narrow tile-covered shed roofs above entryways or projecting windows. Finally, this subtype is loosely based on flat-roofed Spanish prototypes, resembling the Pueblo Revival house.¹

¹ Virginia Savage McAlester, *A Field Guide to American Houses* (New York: Alfred A. Knopf, 2013), 521-522.

Spanish Colonial Revival architecture is most prominent in the American Southwestern states, but even though landmark houses or structures are not common outside of this area of the county, scattered vernacular examples are found in suburban developments across the county. Prior to 1920, most structures of Hispanic precedent were based on the Spanish Mission style, but following the Panama-California Exposition in San Diego in 1915, architects became inspired by the elaborate Spanish prototypes found in other countries and a new wave of Spanish Colonial Revival architecture began to sweep across America.²

Although there are several outstanding examples of Spanish Colonial Revival architecture in Bloomington, this is the only example of a Spanish Colonial Revival apartment building in the city, making this a one-of-a-kind building. Commissioned by Oscar Williams and his wife, Berdelia, in 1927, the building was designed by Ross Caldwell and constructed by George W. Caldwell, a father and son architecture and construction business from Indianapolis. The two-story building featured twelve apartments with five bedrooms a piece, twelve garages, and a distinctive Spanish Colonial appearance by including parapeted walls, a clay tile faux roof on top of the parapets, and an asymmetrical massing. Although the superstructure is brick, the Spanish Colonial Revival appearance is still very prominent in the overall design of the building. Two shed roof clay tile-covered porches are found on the North face of the building, along with arched windows and circular insets in the gable parapets that create a vernacular cross shape in gables.

While the building is significant for its unique architectural style, there have been several prominent people involved with the construction of the apartment building as well as influential tenants who have called this building home. Most notably, George W. Caldwell was a prominent contractor based in Indianapolis at the time of the buildings construction who was the main contractor for the project. Caldwell, prior to moving to Indianapolis, was a co-owner of the Caldwell and Drake construction firm from Columbus, Indiana. Notable projects that Caldwell was involved in while working at Caldwell and Drake include the construction of the Monroe County Courthouse and the West Baden Hotel in French Lick, Indiana.³ George was born in Delaware County, Ohio around 1860. His parents, James and Lydia Caldwell, had five children, one of whom was named Charles Caldwell and was the younger brother of George. To the best of Staff's knowledge and research, George, Charles, and George's son, Ross, all lived in Indianapolis during the time the Willow Terrace Apartment Building was constructed, but Ross and his father, George, were the architect and contractor for the project.⁴ Several Indianapolis news articles state that Charles was the contractor for the project, but no substantial evidence has been found to support this claim.

Outside of the Caldwell relationship to the building, Oscar Williams, one of the original owners of the building, was an Indiana University history professor from 1908-1915 and was born c. 1874, based on death records in the Monroe County IN death Index 1882-2014 that state he

² Ibid., 522.

³ Bachant-Bell, Danielle. "A Walk Through the Monroe County Courthouse: Historic Tour Guide No. 9." 2002.

⁴ Ancestry.com. "George W. Caldwell." 2018.

passed away in 1951.⁵ Oscar and his wife, Berdelia, briefly left Bloomington but returned around 1940 when they are listed as living at 609 South Fess Avenue until to 1950. Oscar published several books during his time at Indiana University, most notably, *History consultation service, designed to aid teachers in public schools* and *History of Indiana*, in 1915 and 1916, respectively.

Professor Ernest Hoffzimmer was also a prominent Indiana University Jacobs School of Music instructor associated with the Willow Terrace Apartment Building when he is listed as living there in 1929. Professor Hoffzimmer was born c. 1877 in Nordrhein-Westfalen, Germany and as a student, studied musical performance under Victor Staub and William Dayas of Cologne. Hoffzimmer taught at the Stern Conservatory in Berlin and the Dusseldorf Conservatory prior to immigrating to the US in 1927. He established himself as one of the Midwest's outstanding master teachers at Indiana University where he taught piano and keyboard technique. After retirement, Professor Hoffzimmer moved to California where he became head of the piano department at Southern California School of Music in Los Angeles. He passed away in 1957 and is buried in Forest Lawn Memorial Park in Glendale, California.⁶

The Willow Terrace Apartment building at 605 South Fess Avenue is a prominent local landmark that exemplifies Spanish Colonial Revival style and is associated with several prominent people in Bloomington's history. It has traditionally been an affordable housing option for students at Indiana University, but was also home to Professors. The building is at risk of continued loss of historic structural and decorative features if no action is taken to designate the property as a local historic district. Staff recommends approval of local historic designation of the Willow Terrace Apartment Building.

⁵ Ehman, Lee and Ben Williams. "Monroe County IN Death Records Index 1882-2016." 2017. <http://monroehistory.org/wp-content/uploads/2015/10/Compiled-death-indexes-with-preface-for-web-page-4-2017-1.pdf>.

⁶ The Trustees of Indiana University. "Ernest Hoffzimmer Scholarship Fund." 2018. <http://music.indiana.edu/giving/scholarships/scholarships-hoffzimmer.shtml>.



Figure 2. Taken around the time of construction. Note that most of the original features have been retained.⁷

⁷ Photo courtesy of Bill Coulter – Mathers Museum, Shaw Starks Collection 1973-11-0350.

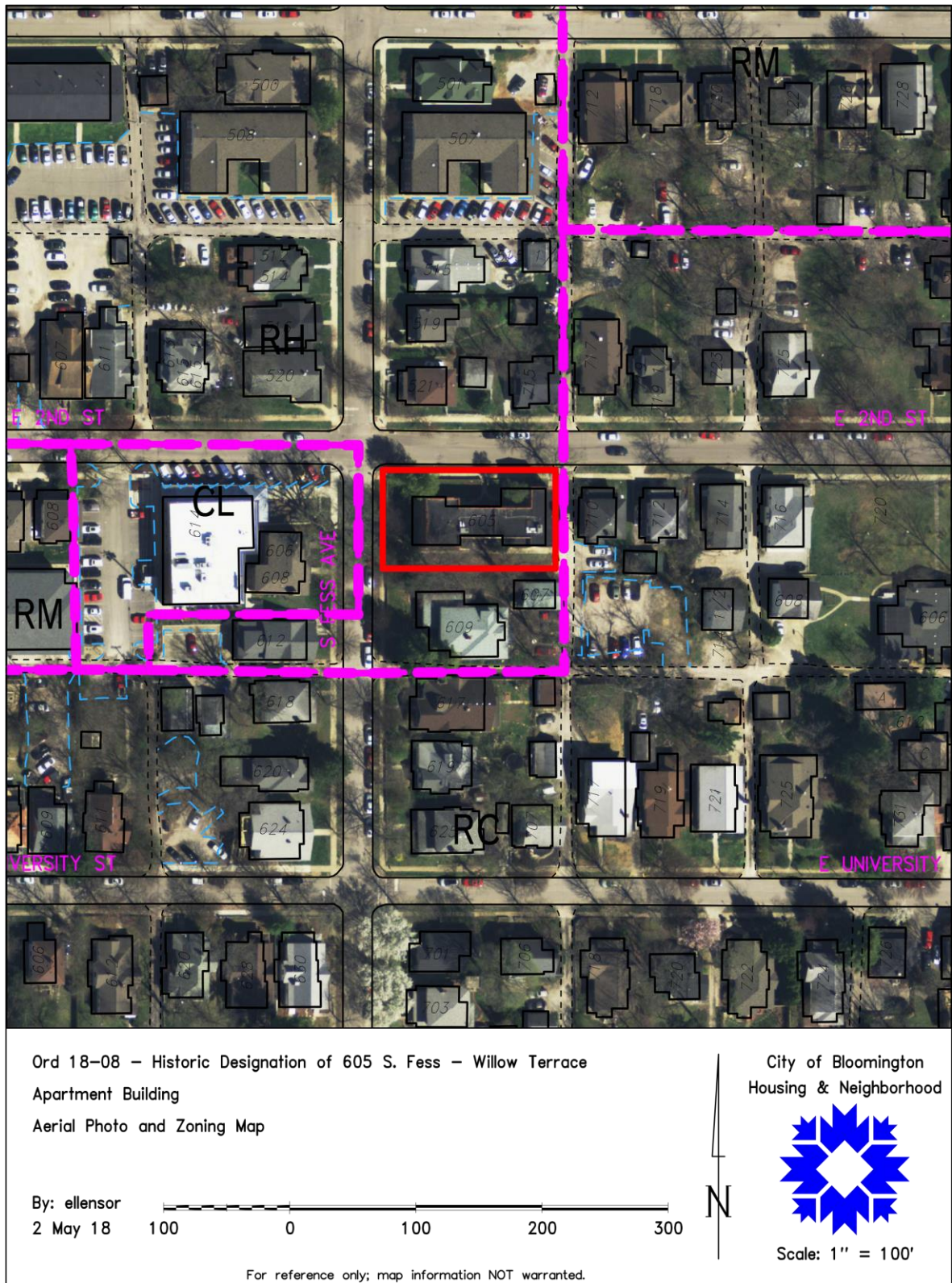


Figure 3. GIS/Zoning Map showing parcel boundaries of proposed district for 605 S. Fess Avenue.



North Façade detail







• 605 St. Francis •

• please close •
• the door •







*Photo's courtesy of Jenny Southern

ORDINANCE 18-09
TO AMEND TITLE 15 OF THE BLOOMINGTON MUNICIPAL CODE
ENTITLED "VEHICLES AND TRAFFIC"
- Re: Increased or Decreased Speed Limits, School Speed Zones, and Park and
Playground Speed Zones

WHEREAS, the Traffic Commission, the Bicycle and Pedestrian Commission, and City staff from the Planning and Transportation, Police, and the Legal departments recommend certain changes be made in Title 15 of the Bloomington Municipal code entitled "Vehicles and Traffic;"

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

SECTION 1. Section 15.24.020, Schedule I, "Increased or Decreased Speed Limits" shall be amended to add the following:

Additions to Schedule I

STREET	FROM	TO	POSTED SPEED
Brenda Lane	Henderson Street	Stull Avenue	20 MPH
Briarcliff Drive	Kinser Pike	Western Terminus	20 MPH
Buffstone Court	Northern Terminus	Southern Terminus	20 MPH
Cascade Drive	Skyline Drive	Skyline Drive	20 MPH
Clover Terrace	Cascade Drive	Skyline Drive	20 MPH
Davis Street	Walnut Street	Henderson Street	20 MPH
Dogwood Lane	Skyline Drive	Southern Terminus	20 MPH
Driscoll Drive	Walnut Street	Henderson Street	20 MPH
Dunn Street	Davis Street	Hillside Drive	20 MPH
Fess Avenue	Brenda Lane	Dead End	20 MPH
Grant Street	Davis Street	Southern Drive	20 MPH
Greystone Court	Thornton Drive	Northern Terminus	20 MPH
Kingsley Drive	Briarcliff Drive	Parkview Drive	20 MPH
Meadow Lane	Kingsley Drive	Winding Way	20 MPH
Meadow Court	Meadow Lane	Western Terminus	20 MPH
Obrien Place	Meadow Lane	Stoneycrest Road	20 MPH
Palmer Avenue	Davis Street	Hillside Drive	20 MPH
Park Avenue	Hillside Drive	Dead End	20 MPH
Parkview Drive	Kingsley Drive	Valleyview Drive	20 MPH
Parkview Court	Parkview Drive	Western Terminus	20 MPH
Pinestone Court	Northern Terminus	Southern Terminus	20 MPH
Skyline Drive	Kinser Pike	Kinser Pike	20 MPH
Southern Drive	Walnut Street	Henderson Street	20 MPH
Stoneycrest Road	Parkview Drive	Meadow Lane	20 MPH
Stoneycrest Court	Meadow Lane	Southern Terminus	20 MPH
Stull Avenue	Brenda Lane	Dead End	20 MPH
Thornton Drive	Henderson Street	Dead End	20 MPH
Troy Court	Thornton Drive	Northern Terminus	20 MPH
Valleyview Drive	Briarcliff Drive	Parkview Drive	20 MPH

Wilson Street	Walnut Street	Woodlawn Avenue	20 MPH
Windcrest Drive	Winding Way	Parkview Drive	20 MPH
Winding Way	Valleyview Drive	Kinser Pike	20 MPH

SECTION 2. Section 15.24.030, entitled “School Speed Zones,” shall be deleted in its entirety and replaced with the following:

15.24.030 School Speed Zones

- (a) When appropriate school speed zone signs and beacons are erected, no person shall drive a vehicle at a speed greater than that posted. These reduced speeds are only valid under the following condition:
 - (1) The reduced speed limits shall be applicable only when children are present. For the purposes of this section, “when children are present” is defined to mean when the beacons on a school speed zone assembly are flashing.
- (b) The Transportation and Traffic Engineer, or her or his designee, shall be responsible for determining sign and beacon locations as well as appropriate operating hours for the beacons based on the following parameters:
 - (1) School speed zone signs and beacons shall be placed in accordance with Indiana Code and may be installed only within the immediate vicinity of a school. For the purposes of this section, “in the immediate vicinity of a school” is defined to mean any area within one mile of a public or private school.
 - (2) School speed zone signs and beacons shall be placed only at crosswalks where children are expected to cross public streets on their way to or from schools.
 - (3) Flashing beacons shall be operated such that they encompass the time periods when children are most likely to be traveling to or from school.

SECTION 3. Section 15.24.040, entitled “Park and Playground Speed Zones,” shall be amended to add the following:

SCHEDULE J			
PARK AND PLAYGROUND SPEED ZONES			
STREET	FROM	TO	POSTED SPEED
Cambridge Court	Park Ridge Road	End of Cul-de-Sac	20 MPH
Fifteenth Street	Lindbergh Drive	Hancock Drive	20 MPH
Grimes Lane	Henderson Street	Woodlawn Avenue	20 MPH
Henderson Street	Grimes Lane	First Street	20 MPH
Highland Avenue	Winslow Road	Short Drive	20 MPH
Howe Street	Maple Street	Rogers Street	20 MPH
Illinois Street	Twelfth Street	Fifteenth Street	20 MPH
Lincoln Street	Smith Avenue	Third Street	20 MPH
Morningside Drive	Indiana Bell Court	Park Ridge Road	20 MPH
Park Ridge Road	Morningside Drive	Cambridge Court	20 MPH
RCA Park Drive	Countryside Lane	End of Street	20 MPH
Thirteenth Street	Summit Street	Illinois Street	20 MPH
Washington Street	Smith Avenue	Third Street	20 MPH
Winslow Road	Allendale Drive	1000' E. of Allendale Drive	20 MPH
Woodlawn Avenue	Maxwell Lane	Grimes Lane	20 MPH

SECTION 4. If any section, sentence or provision of this ordinance, or application thereof to any person or circumstances 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 to be severable.

SECTION 5. This ordinance shall be in effect August 1, 2020 after its passage by the Common Council and approval by the Mayor, any required publication, and, as necessary, other promulgation in accordance with the law.

PASSED by the Common Council of the City of Bloomington, Monroe County, Indiana, upon this _____ day of _____, 2018.

DOROTHY GRANGER, President
Bloomington Common Council

ATTEST:

NICOLE BOLDEN, Clerk
City of Bloomington

PRESENTED by me to the Mayor of the City of Bloomington, Monroe County, Indiana, upon this _____ day of _____, 2018.

NICOLE BOLDEN, Clerk
City of Bloomington

SIGNED and APPROVED by me up this ____ day of _____, 2018.

JOHN HAMILTON, Mayor
City of Bloomington

SYNOPSIS

This ordinance establishes 20mph speed limits on many neighborhood streets near schools. It also amends the School Speed Zone section of Title 15 of the Bloomington Municipal Code to require reduced speeds when flashing beacons are active and to focus school speed zones on crosswalks where children on their way to and from school interact with motor vehicles. These changes are intended to improve compliance with school zone speed limits and thus reduce the risk of crashes involving children. The ordinance also re-establishes the list of Park and Playground Speed Zones which was previously combined with the School Speed Zone list. These updates will go into effect August 1, 2020 in coordination with an infrastructure project to update school speed zone signs and install flashing beacons.

MEMO:

To: City of Bloomington Common Council
From: Andrew Cibor, Transportation & Traffic Engineer
Neil Kopper, Project Engineer
Date: May 4, 2018
Re: Ordinance 18-09, Updates to Title 15 of the Bloomington Municipal Code,
School Speed Zones

The attached ordinance is the first proposed update of Title 15 of the calendar year. It contains changes focused on school speed zones that are recommended by the Planning & Transportation Department with input and review by the Bicycle and Pedestrian Safety Commission, the Traffic Commission, the Legal Department, the Police Department, and the Monroe County Community School Corporation.

The City has been awarded approximately \$470,000 of Highway Safety Improvement Program (HSIP) funding through the Bloomington/Monroe County Metropolitan Planning Organization (MPO) to improve school speed zones throughout the City. This funding is available to construct improvements in 2020 and the process of designing those improvements, which include sign and flashing beacon installations, is underway now. The following proposed code updates are necessary to allow construction of these improvements and are being requested now so that staff can facilitate the design and reviews necessary before using the programmed federal funding on this safety improvement project. These changes are scheduled to go into effect on August 1st, 2020 in coordination with the sign and beacon installations.

Guiding Principles

The purpose of a school speed zone is to reduce the speed of motor vehicles in certain areas and times due to the likely presence of young pedestrians, cyclists, etc. heading to and from school. The City's existing school speed zones cover large portions of many streets. Unfortunately, the result of these widespread school speed zones is low compliance by drivers of motor vehicles. Furthermore, the majority of the signage at these existing school zones notes a reduced speed limit only "When Children Are Present." These signs are ambiguous and difficult to enforce, which contributes to further noncompliance. This code change would allow staff to update school speed zones based on the following general principles:

- Focus school speed zones on uncontrolled crosswalks that children use on the way to and from school. Rather than applying school speed zones to every street near a school, school speed zones will specifically target the areas where children and motor vehicles interact. School speed zones will also only be applied at crosswalks where a reduced speed limit is expected to be beneficial.
- Keep the length of school speed zones to a minimum. People driving motor vehicles are more likely to follow the law when there is an apparent reason for the school zone and a reduced speed limit is only required for a short distance. School speed zones may be as short as 400' in length (200' reduced speed length on each side of a crosswalk).

- Install flashing beacons and replace “When Children Are Present” signs with “When Flashing” signs. Flashing beacons clearly indicate the times of day when reduced speeds are required. The times of day when these flashers are activated will be limited to short periods in the morning and afternoon when children are most likely to be traveling to and from school. School zone speed limits would continue to be 20mph.



- Streets in school walk zone areas that do not have sidewalks should have permanent 20mph speed limits. Residential streets near schools that do not have sidewalks will commonly have pedestrians and motor vehicles sharing space within the street. Rather than attempting to use school speed zones to limit speeds on these streets at certain times of the day, it is more appropriate to reduce the speed limit at all times.

Specific Changes Proposed by Ordinance

1. Adding thirty-two (32) new Speed Limits in 15.24.020 Schedule I;

Update speed limits in school zones as noted in the guiding principles. The attached maps show streets with proposed speed limit changes. Streets with 20mph speed limit updates were chosen based on the following criteria:

- Street is within an existing school zone walk area.
- Street is currently codified as a school speed zone.
- Street does not have continuous sidewalk.
- Other minor considerations to avoid gaps and ensure logical boundaries of speed limit areas.

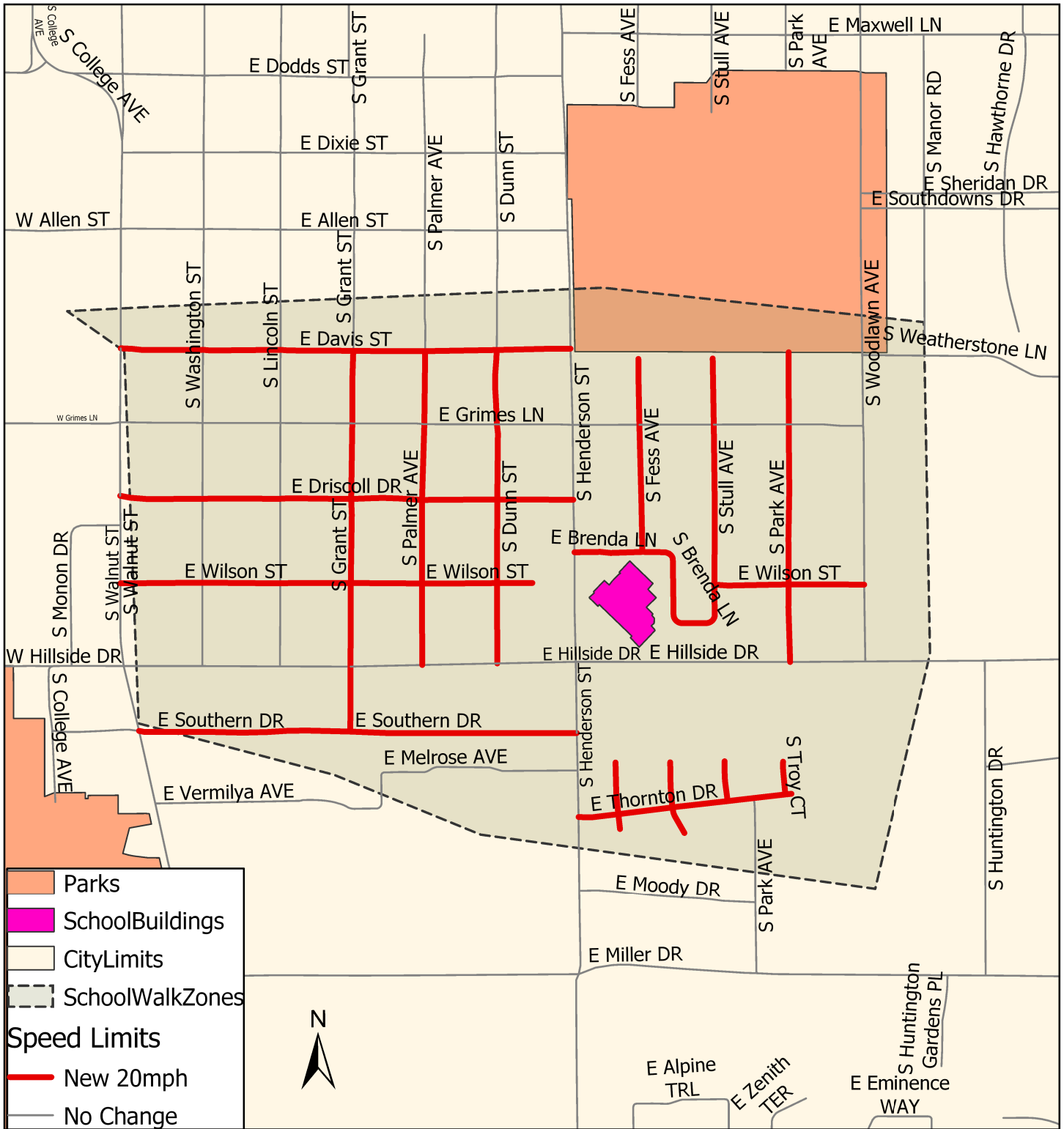
2. Amending Section 15.24.030, School Speed Zones; and

Require reduced speed limits in school speed zones. To comply with Indiana Code, these reduced speed limits apply only when children are present. Define “when children are present” as when the school speed zone beacons are flashing.

Require the Transportation and Traffic Engineer to determine location and operating hours consistent with the guiding principles listed above. School speed zones must be within one mile of a school (typically within the school’s defined walk zone) and focus on crosswalks (typically uncontrolled crosswalks). Times of operation must focus on when children are most likely to be present (typically half an hour before and after school).

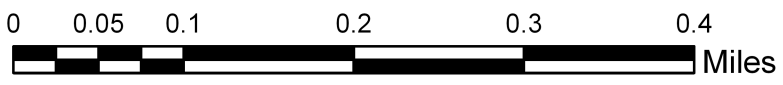
3. Amending Section 15.24.040, Park and Playground Speed Zones.

The current code lists Park and Playground speed zones within the same table (Schedule J) as School speed zones. This update deletes the existing Schedule J located within 15.24.030 (School Speed Zones) and then adds a new Schedule J within 15.24.040 (Park and Playground Speed Zones) to include only the Park and Playground speed zones. The codified speed zone on Old SR 37 (from Gourley Pike to Walnut Street) is not being reinstated because that road has a permanently codified 20mph speed limit in Schedule I. No other changes are proposed to the Park and Playground speed zones.



Speed Limit Changes, Ord 18-09, Map 1 of 2

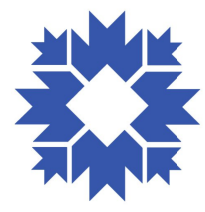
15.24.020 Schedule I

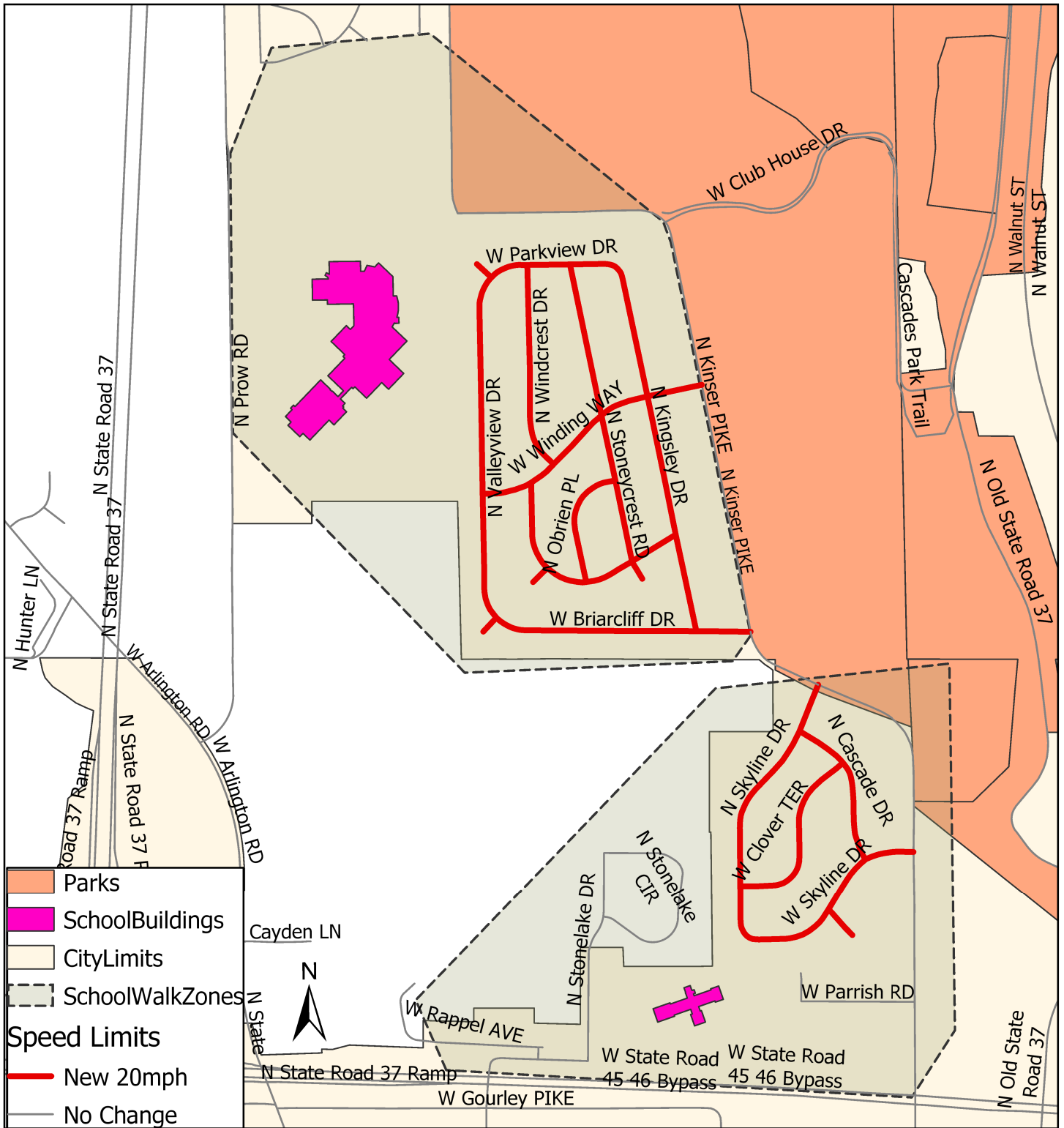


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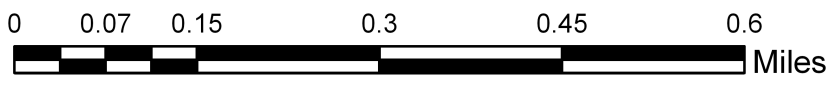
For reference only; map information NOT warranted.





Speed Limit Changes, Ord 18-09, Map 2 of 2

15.24.020 Schedule I



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For reference only; map information NOT warranted.

