

City of Bloomington Common Council

Legislative Packet

Tuesday, 3 July 2012

The Council Meeting will be held on Tuesday as Wednesday is Independence Day!

Please consult the [Legislative Packet](#) issued on 27 June 2012 for materials regarding Ordinance 12-15 and Resolution 12-08.

All other material for this week's Council meeting is contained herein.

Office of the Common Council
P.O. Box 100
401 North Morton Street
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812.349.3409

council@bloomington.in.gov
<http://www.bloomington.in.gov/council>



Packet Related Material

Memo
Agenda
Calendar
Notices and Agendas:

- **Schedule for Budget-Related Hearings and Other Meetings of the Common Council to be Held in July, August & Early September 2012**

Legislation for Second Reading:

- **Ord 12-15** - To Reauthorize the Cumulative Capital Development Fund
Contact: Mike Trexler at 349-3412 or trexlerm@bloomington.in.gov
- **Res 12-08** Resolution of the City of Bloomington, Indiana, Consenting to a New Borrower in Connection with the Economic Development Recovery Zone Facility Bonds, Series 2010 (1302 South Rogers, LLP Project), of the City and Approving Certain Amending Financing Documents in Connection Therewith

Note: This legislation was revised prior to introduction to correct the name of the bonds in the title and synopsis.

Contact:

*Adam Wason at 349-3419 or wasona@bloomington.in.gov
Dennis Otten, Bond Counsel, Bose Mckinney & Evans, LLC,
dotten@boselaw.com*

Please see the [Weekly Legislative Packet](#) for the 27 June 2012 Special Session and Committee of the Whole for the legislation, summaries, and related materials

Legislation and Background Material for First Reading:

- **Ord 12-16** To Amend Title 8 of the Bloomington Municipal Code, Entitled “Historic Preservation and Protection” to Establish a Historic District - Re: Elm Heights Historic District (Bloomington Historic Preservation Commission, Petitioner)
 - Memo to Council from Nancy Hiestand, Program Manager, HAND Department;
 - List of meetings;
 - Map of the proposed Elm Heights Historic District;
 - Report from the Historic Preservation Commission;
 - Draft Elm Heights Historic District Design Guidelines
 - *Note: These are not approved by the Council, but are included because of the guidance they provide about acceptable changes to the exterior of district properties.*

Contact:

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

Minutes from Regular Session:

None

Reminders of Other Meetings Next Week and Alerts to Meetings the Following Week

- **Staff/Council Internal Work Session**
 - Monday, July 2, 2012 at Noon in the McCloskey Room
- **Council Rules Committee**
 - Wednesday, July 11, 2012 at Noon in the Council Library (*Notice will be posted next Friday*)
- **Special Committee on Street Design and Engineering Standards**
 - Thursday, July 12, 2012 at 5:00 p.m. in the Council Chambers (*Notice will be posted next Friday*)

Memo

Two Items Ready for Second Readings and One Item Ready for Introduction at the *Regular Session* on Tuesday, July 3rd:

Since next Wednesday falls on the Fourth of July, the Council Regular Session will be held a day earlier but at the usual time (7:30 p.m.). Two items discussed at last Wednesday's Committee of the Whole are coming forward for second reading. Those items and all related background material can be found in last week's *Legislative Packet*, as indicated above. One ordinance is ready for introduction. It can be found along with related materials in this packet and is summarized herein.

July Council Schedule – Two Meetings on July 18th and Departmental Budget Hearings Start Monday, July 23rd

Just a reminder that the Council will be entering its July schedule next week. This will entail Departmental Budget Hearings which run from Monday, July 23rd through Thursday, July 26th and start at **6:00 p.m.** each evening. July also will have an odd second Legislative Cycle that begins with both a Regular Session and Committee of the Whole on July 18th and ends with a Regular Session on August 1st. *Please see the attached Schedule of Budget-Related and Other Meetings to be Held in July, August and early September.*

First Readings:

Item One - Ord 12-16 - Amending Title 8 (Historic Preservation and Protection) in Order to Designate the Elm Heights Historic District (Historic Preservation Commission, Petitioner)

Ord 12-16 amends Title 8 of the Bloomington Municipal Code (BMC) by establishing the Elm Heights Historic District at the request of the Historic Preservation Commission (Commission). This summary is based upon material provided by Nancy Hiestand, Program Manager, HAND department, and other information available to the Council Office.

Highlights

Here are some highlights of this legislation:

- The Commission is acting as the petitioner for this designation (in response to a petition from owners in the district and in absence of proof of accord by 100% of the owners);
- This will be the largest full historic district in the City;
- There was a delay between Commission recommendation and Council consideration largely due to the time spent working with property owners to prepare the draft Design Guidelines; and
- A draft of Design Guidelines have been prepared (which help property owners understand the requirements of the district) and are included in this packet even though they are to be approved by the Commission and not by the Council.

Historic Preservation Ordinances

Before describing this district, the next few paragraphs of this summary provide a brief overview of Title 8 of the Bloomington Municipal Code regarding Historic Preservation and Protection. This title conforms to State law (I.C. 36-7-11 et seq.) and is 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. The Title is also intended to:

- ensure the harmonious and orderly growth and development of the City;
- maintain established, but endangered, neighborhoods;
- 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. These recommendations are based upon a Historic Survey of Sites and Structures in the community prepared by the Commission. In addition, the Commission promulgates rules and procedures for reviewing changes to the external appearance of properties within these districts. This review takes the form of either granting or denying certificates of appropriateness for the proposed changes.

The code provides for various levels of historic designations, areas, and ratings which largely correspond to various levels of protection. There are two forms of designations. The first form is the Conservation District, which is a less restrictive (and, at times an interim form of) designation (initially for three years), and the second is the full historic district, where almost all changes to the exterior of property is subject to a certificate of appropriateness. Within each district, properties may be divided into the more regulated primary or less regulated secondary areas. Each property within a district may be rated as outstanding, notable, contributing, or noncontributing, according to its significance.

According to the BMC, the Historic Preservation Commission must hold a public hearing and submit a map and Report (Report) to the Council when recommending the designation of a historic district. The map identifies the district and the Report explains the designation in terms of the criteria set forth in the ordinance. The criteria address the historic or architectural importance of the property.

As was the case here, the Commission may impose interim protection on the district that remains in effect until the Council acts on the designation and protects the property from exterior alteration. During this interim period, the Commission may grant a Certificate of Appropriateness (which would have no effect if the map is not approved by the Council).

Memo and Summary of Public Discussion Regarding Elm Heights Historic District from Nancy Hiestand

Nancy Hiestand provided a Memo and List of Meetings, whose main points are highlighted below:

- As a result of discussions formally begun in 2003, a part of the proposed Elm Heights Historic District, known as Vinegar Hill (running along First from Woodlawn Avenue to Maxwell Lane), was “listed on the National Register of Historic Places in 2005;”
- The Elm Heights Historic District will be, by far, the largest full historic district ¹ to be considered by the Council, containing 263 properties and having the smallest percentage of non-contributing properties (11%) than any other multi-parcel district in the City;

¹ The primary distinction between a full historic district and conservation district is the mandatory review by the Commission of *all* changes to the exterior of properties within the district (except paint color when set forth in the ordinance - as is done in Section 3 of this ordinance);

- It draws upon the 2001 Historic Survey which, for the first time, included “many revival style homes on Hunter, Jordan, Wylie and University ... (that were) at least 60 years old and illustrate a distinct era of construction with many Colonial, Spanish, Renaissance and Tudor Revival styles represented”;
- The boundaries were further refined during three required Public Information Sessions which were held on September 6th, 15th & 19th;
- The Commission imposed an Interim Protection Order which maintained the status quo regarding the physical condition of the district until the Council acts on the ordinance; and
- The Design Guidelines, (which are subject to approval by the Commission *and not the Council*) were developed after approximately 14 Design Guidelines Subcommittee meetings held over a period of seven months and four Design Guidelines Workshops conducted over the course of February and March;

Designation Criteria

The Commission prepared a map and Report as a result of receiving a petition signed by some (but not all) of the property owners within the proposed district. The Report sets forth the grounds for supporting this designation based upon historic and architectural criteria. The following paragraphs briefly summarize those grounds.

Background

The Report notes that the Elm Heights Neighborhood “has explored the potential of their historic resources for many years” which included listing of Vinegar Hill on the National Register of Historic Places (with the help of funds sought by the Commission), conducting research and oral histories with the help of IU Interior Design students, numerous walking tours, and some lectures.²

The Elm Heights Historic District will be the largest full historic district in the City containing:

- 263 contiguous properties with:
 - 10 classified as “outstanding”;
 - 35 classified as “notable”;
 - 190 classified as “contributing”; and

² Some of you recall the ongoing efforts of David Jacobs to build a large residential complex in this proposed district involving demolition and new construction. Those efforts continue, and while perhaps providing a catalyst for this petition, they were preceded by years of interest and work on this designation.

- 28 classified as “non-contributing” (which results in a lower percentage (11%) than found in any of City’s conservation districts and other multi-property districts).

The boundaries of the district began with the Historic Survey and were reduced after public input to remove properties with buildings that did not fit the same type or period of construction as the others or that had been significantly altered over the years. On the whole, the Report found that this district had “very good integrity” in that brick and stone were used to make and, when altered, alter more structure than anywhere else in the City except the downtown.

The district is considered residential with a grid of streets and alleys. All the structures were built as single-family homes which, however, in some cases, were “expanded or converted to other uses.” Except for a “strip along the south side of Atwater (with Residential Multi-Family [RM] or Institutional [IN] zoning) the entire district carries the Residential Core (RC) zoning designation.

Development History

The lots in the area were platted with streets and alleys between 1900-1910, but most of the structures were built after 1920.

Historic Criteria

The Report describes this area as the City’s “best example of an urban gridded business class neighborhood of the 1920s” and also reflects a socio- and economic diversity not often seen in our newer, suburban neighborhoods. In that regard, “smaller residences ...duplexes and several apartment buildings” are interspersed between “large and grand homes.”

The “burgeoning regional limestone industry as well as the expansion of the University facilities along West 3rd Street in the 1920s” drove the development of this area. As such, early residents included “limestone barons,” immigrant carvers, local business leaders as well as faculty (some famous) and employees of Indiana University.

The limestone industry also led to the unusual and “enthusiastic use of limestone carving throughout the district ... which is an exceptional resource ...recognized by the listing (of Vinegar Hill on) the National Register of Historic Places.”

The “graceful canopies of mature shade trees (that) characterize the streetscape” today, were not present when these homes were built, but yet were envisioned by street widths and front setbacks that allowed for “garden-like front yards” and the overarching canopies now seen throughout the district.

The use of cars during the development of this district grew, but unlike their prominent place along the streetscape of later neighborhoods, the garages were hidden away, typically facing an alley or side street.

For these reasons, the Commission found that the properties:

- have significant character, interest, value as part of the development, heritage or cultural characteristics of the City, or are associated with a person who played a significant role in local, state, and national history; and
- exemplify our cultural, political, economic and social heritage.

Architectural Criteria

According to the Report, this district provides “important contributions to (the City’s) array of architectural types” and displays “the pervasive use of limestone to interpret architectural styles that seldom saw limestone use as a building material in other locations.” Along with the custom-built homes, many of which were designed and built by well-known local architects, designers, and builders, there are examples of Lustron Homes³, Kit Homes, and other affordable homes that “represent (what were) new ways of marketing home construction.”

Due to “access to skilled carvers,” the district is a “veritable museum of (limestone) artifacts that range from elaborate bird bath sculptures to portraits of real children on the entrance portico of their home” which are now in danger of being “broken, vandalized or removed.”

Both the homes and the artifacts have been studied and celebrated over the years by members of the community.

The Report notes that the proposed district “is (the City’s) best example of the architecture of an early twentieth century... affluent business and academic class” neighborhood. Seen in this district, too, is the fascination with “romantic far away

³ Lustron Homes were manufactured from 1947 to 1950 and made of enameled steel, and are now rare (with only 2,000 registered nationwide).

places” that was embraced by American architecture throughout the twentieth century. In that regard, the styles in the district include:

- **Colonial Revival Style** – which is the most prevalent style in the district. It harkens back to our early national heritage, began with the Philadelphia Centennial of 1876, was revisited in the 1920s and continued into the 1950s and beyond;
- **Tudor Revival Style** (both English Domestic Revival and classic Tudor) – which is the second most prevalent style. It is seen in both grand scale and more humble cottages;
- **Spanish Colonial Style** – which is also common. These were mostly catalogue homes that “commonly feature a clay tile roof, and arched or arcaded porches and windows;”
- **Chateausque** – which combined “an academic attention to design” with a rising and prosperous middle class. The Vonderschmitt House at 501 South Hawthorne is the best example of this style here (and may be recalled by those who’ve visited George Vanderbilt’s Biltmore in North Carolina); and
- **Craftsman** – which is also known as the Arts and Crafts style. It is seen in bungalow and four square forms and, in this district, used limestone (rather than wood) porches which make them “exceptional.”

For these reasons, the Commission found that the properties in the proposed Elm Height Historic District:

- embody distinctive characteristics of architectural or engineering type;
- include the work of a designer whose individual work has significantly influenced the development of the community;
- include the work of a designer of such prominence that such work gains its value from the designer’s reputation;
- contain architectural features that are endanger of being lost;
- represent an established and familiar visual feature of the City owing to its unique location or physical characteristics; and
- exemplify the distinctive architectural style of the built environment of a particular era of the community’s history.

Recommendation of the Commission

After previous public input meetings, on October 13, 2011, the Commission voted 7-0-0 to:

- approve this designation and above-mentioned ratings; and

- impose interim protection which, as noted above, protects the property until action by the Council.

Guidelines

One of the reasons the legislation is coming forward well after the recommendation, was to allow for public involvement in the preparation of the Design Guidelines. A draft form of these Design Guidelines (which are not approved by the Council) is included in this packet.

They are worth reviewing because they explain to property owners how the regulations will be applied to their property and provide a “simple instruction (on how to) treat and “repair older materials in ways that will make them last.”

I’ve listed the table of contents below in order to give you an idea of what it contains:

1.0 Introduction

- 1.5 Overview
- 1.6 How to Use These Design Guidelines
- 1.7 Certificates of Appropriateness

2.0 Historic Preservation and Sustainability

3.0 Neighborhood Site and Setting

- 3.1 Trees and Landscaping
- 3.2 Trellises, Pergolas, Gazebos, and Similar Small Structures
- 3.3 Walls and Fences
- 3.4 Walkways and Automobile Areas
- 3.5 Lighting
- 3.6 Other Landscaping Features

4.0 Existing building Materials

- 4.1 Wood
- 4.2 Masonry
- 4.3 Architectural Metals
- 4.4 Roofs
- 4.5 Windows and Doors

5.0 Additions, Retrofits, and New Construction

- 5.1 Additions and New Construction
- 5.2 Patios, Terraces, and Decks
- 5.3 Garages and Service Buildings
- 5.4 Porches and Porticos

- 5.5 Sustainability and Energy Retrofits
- 5.6 Accessibility, Safety, and Aging in Place

6.0 Relocation and Demolition

7.0 Appendices

- 7.1 Glossary of Terms
- 7.2 Helpful Websites for Project Planning and Restoration Resources
- 7.3 Procedures for Guidelines Changes
- 7.4 Secretary of Interior's Standards for Rehabilitation



City of Bloomington
Office of the Common Council

To Council Members
From Council Office
Re Weekly Calendar – 2 - 7 July 2012

Monday, 2 July

12:00 am Staff/Council Internal Work Session, McCloskey
5:00 pm Redevelopment Commission, McCloskey
5:00 pm Utilities Service Board, Utilities Board Room, 600 E. Miller Dr.
5:30 pm Bike and Pedestrian Safety Commission Work Session, Hooker Room

Tuesday, 3 July

1:30 pm Development Review Committee, McCloskey
4:00 pm Bloomington Community Farmers' Market, Madison St. between 6th and 7th
5:30 pm Board of Public Works, Council Chambers
7:30 pm Common Council *Regular Session*, Council Chambers

Wednesday, 4 July

City Offices closed in recognition of Independence Day

Thursday, 5 July

4:00 pm Bloomington Digital Underground Advisory Council, McCloskey
5:30 pm Commission on the Status of Women, McCloskey

Friday, 6 July

There are no meetings scheduled for this date.

Saturday, 7 July

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

Posted and Distributed: Friday, 29 June 2012

**SCHEDULE
FOR BUDGET-RELATED HEARINGS AND
OTHER MEETINGS OF THE COMMON COUNCIL
TO BE HELD IN JULY, AUGUST & EARLY SEPTEMBER OF 2012
Departmental Budget Hearings (6:00 pm), Regular and Special Sessions (7:30 pm)
in the City Council Chambers (Room 115)
Showers Center - 401 North Morton Street**

July

Tuesday, July 3, 2012 Presiding: Mayer 7:30 pm

Regular Session

Wednesday, July 11, 2012 Presiding Sandberg 7:30 pm

Common Council Committee of the Whole

Wednesday, July 18, 2012 Chair: Mayer 7:30 pm

Common Council Regular Session

(Immediately followed by)

Chair: Spechler

Common Council Committee of the Whole

Monday, July 23, 2012 Chair: Sturbaum 6:00 pm

Departmental Hearings

Overview

Compensation and Health Insurance

Office of the Mayor

Human Resources *(Unless otherwise indicated by a parenthesis, the budget materials for the following departmental budgets pertain to appropriations from the General Fund.)*

Legal *(Also includes Risk Management, Human Rights, and Board of Public Safety as programs with the Risk Management program appropriated via the Risk Management Fund.)*

Information and Technology Services

Telecommunications *(Telecommunications Non-Reverting Fund)*

City Council

City Clerk

Controller *(also includes bond and lease funds)*

Tuesday, July 24, 2012 Chair: Volan 6:00 pm

Departmental Hearings

Police Department *(also includes Police Education, Dispatch Training, Wireless Emergency funds)*

Police Pension

Fire Department

Fire Pension

Public Transit *(funds are separate from City funds)*

Utilities *(includes the Water, Waste Water, and Stormwater funds)*

Wednesday, July 25, 2012 Chair: Granger 6:00 pm

Departmental Hearings

Planning

Housing and Neighborhood Development

Community and Family Resources

Parks and Recreation *(Parks General Fund)*

Economic and Sustainable Development

Thursday, July 26, 2012 Chair: Neher 6:00 pm

Departmental Hearings

Public Works

Public Works General *(also includes appropriations from the Alternative Transportation, Cumulative Capital Development and Cumulative Capital Improvement Rate funds)*

Sanitation *(also includes Sanitation Fund)*

Facilities

Fleet Maintenance *(Fleet Maintenance Fund)*

Traffic Control *(Local Road and Street and Motor Vehicle funds)*

Street *(Same as above)*

Parking Enforcement *(Alternative Transportation Fund)*

Engineering

Animal Control

August

Wednesday, August 1, 2012 Presiding: Mayer 7:30 pm

Common Council Regular Session

(Council August Recess Begins After August 1st Meeting and Ends September 5, 2012)

September

Wednesday, September 5, 2012 Presiding: Mayer 7:30 p.m.

Common Council Regular Session

Introduction of Budget and Non-Budget -Related Ordinances

(Immediately Followed By)

Chair: Rollo

Common Council Committee of the Whole

Discussion and Public Hearing on Budget-Related Legislation

Wednesday, September 12, 2012 Presiding: Mayer 7:30 p.m.

Common Council Special Session

Final Action on Budget-Related Ordinances

(Immediately Followed By)

Chair: Ruff

Common Council Committee of the Whole

(Council intends to meet on the remaining Wednesdays in September according to its posted annual schedule.)

These meetings are open for the public to attend, observe and record what transpires.

ORDINANCE 12-16

**TO AMEND TITLE 8 OF THE BLOOMINGTON MUNICIPAL CODE, ENTITLED
“HISTORIC PRESERVATION AND PROTECTION”
TO ESTABLISH A HISTORIC DISTRICT -
Re: Elm Heights Historic District
(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, the Historic Preservation Commission held a public hearing on October 13, 2011 for the purpose of allowing discussion and public comment on the proposed historic district designation of the Elm Heights Historic District, which is located roughly between Atwater and Wylie and Woodlawn and Jordan; and

WHEREAS, at the October 13, 2011 meeting, the Historic Preservation Commission found that the areas outlined on the map are related by history and development sufficiently to be considered as a district; and,

WHEREAS, at the October 13, 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 historic district; and

WHEREAS, at that same meeting the Historic Preservation Commission also placed the property under interim protection pending action by the Common Council under BMC 8.08.015; 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 recommend local historic designation of said properties;

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 by the Common Council, and said historic district is hereby established. The Interim Protection established for the Elm Heights Historic District by the Bloomington Historic Preservation Commission is hereby lifted. A copy of the map and report submitted by the Historic Preservation Commission are attached to this ordinance and incorporated herein by reference and two copies of them are on file in the Office of the Clerk for public inspection.

The Elm Heights Historic District shall consist of the following addresses:

East Atwater Avenue: 1000, 1002, 1006, 1100, 1110, 1112, 1130, 1200, 1212, 1220, 1308-10 & 1314;

East Hunter Avenue: 905, 919, 921-923, 925, 1003, 1005, 1101, 1109, 1115, 1125, 1209, 1215, 1317, 1321, 1325, 1216, 1220, 1302 & 1310;

East 2nd Street: 817, 1201, 1203, 1307, 1309, 1315, 832, 908-910, 912, 914, 1000, 1004, 1008, 1012, 1100, 1106, 1302 & 1304;

East University Street: 815, 909, 911, 915, 919, 923, 925, 1001, 824, 828, 904, 910, 912, 914, 916, 918, 920, 922, 1016, 1018, 1108 & 1210;

East 1st Street: 915, 1001, 1017, 1019, 1025, 1107, 1109, 1111, 1113, 1115, 1119, 1123, 1127, 1213, 1217, 1319, 1323, 1327, 912, 918, 1002, 1006, 1010, 1014, 1018, 1022, 1026, 1104, 1108, 1112, 1116, 1120, 1122, 1126, 1130, 1200, 1202, 1208, 1212, 1214, 1220, 1300, 1320 & 1330

East Wylie Street: 1005, 1011, 1015, 1019, 1111, 1113, 1115, 1207, 1002, 1004, 1014, 1018, 1022, 1024, 1026, 1028, 1038, 1202, 1204, 1206, 1208, 1210, 1212, 1232, 1240, 1244 & 1248
East Maxwell Lane: 1301
South Park Avenue: 601
South Woodlawn Avenue: 600, 616, 620, 624, 708, 714, 716, 730, 804, 806, 808, 828, 601, 623, 629, 635, 701-703, 713, 715-717, 731 & 811
South Hawthorne Drive: 422, 424-426, 500, 510, 512, 520, 600, 610, 804, 830, 501, 515, 529, 701 & 821
South Ballantine Road: 412-414, 500, 506, 522, 532, 600, 604, 618, 620, 702, 708, 714, 720, 405, 411, 415, 503, 505, 601, 619, 701, 707 & 721
South Highland Avenue: 400, 402, 410, 420, 504, 516, 520, 524, 528, 401, 405, 407-09, 413, 419, 421, 501, 505, 507, 509 ½, 527 & 725
South Jordan Avenue: 402, 406, 408, 410, 424, 502, 512, 516, 520, 524, 530, 700, 710, 403, 405, 409, 413, 417, 423, 503, 507, 511, 525, 603, 609, 611, 613, 701, 719 & 727
South Sheridan Drive: 800, 818, 824, 834, 836, 838-40 & 837

SECTION 2. The properties within the Elm Heights Historic District shall be classified as follows:

Outstanding:

1019, 1025, 1119, 1327, 1002, 1116 E 1st & 715-717 South Woodlawn Avenue;
501 South Hawthorne Drive; 600 South Ballantine Road; and,
725 South Highland Avenue,

Notable:

1006, 1112 & 1130 East Atwater Avenue; 921-923 & 1003 East Hunter Avenue;
817, 909, 914, 1100 & 1106 East Second; 923 East University;
915, 1001, 1107, 1111, 1123, 1213, 1319, 1323, 1014, 1320 & 1330 East 1st Street;
1021, 1028 & 1206 East Wylie; 601 South Park Avenue; 529 South Hawthorne Avenue;
620 South Ballantine Road; 400 & 402 South Highland Avenue;
424 & 503 South Jordan Avenue; and, 800, 824 & 836 Sheridan Drive

Contributing:

1000, 1100, 1110, 1200, 1212, 1220, 1308-1310 & 1314 East Atwater Avenue;
905, 919, 925, 1005, 1101, 1109, 1115, 1125, 1215, 1317, 1321, 1325, 1216, 1220, 1302
& 1310 East Hunter Avenue; 1201, 1203, 1309, 1315, 832, 908-910, 912, 1000, 1004,
1008, 1012, 1302 & 1304 East Second Street;
815, 909, 911, 915, 919, 1001, 824, 828, 904, 910, 914, 916, 918, 922, 1016, 1018, 1108
& 1210 East University Street;
1017, 1109, 1113, 1115, 1127, 912, 918, 1006, 1010, 1018, 1022, 1026, 1104, 1108,
1112, 1120, 1122, 1130, 1200, 1202, 1214, 1220 & 1300 East 1st Street;
1005, 1019, 1109, 1111, 1113, 1115, 1207, 1002, 1014, 1018, 1022, 1024, 1026, 1038,
1202, 1204, 1208, 1212, 1232, 1240, 1244 & 1248 East Wylie Street;
1301 East Maxwell Lane; 616, 620, 624, 708, 714, 716, 730, 804, 806, 808, 828, 601,
623, 629, 635, 701-03, 713 & 811 South Woodlawn Avenue;
422, 424-426, 500, 510, 512, 520, 600, 830 & 515 South Hawthorne Avenue;
412-414, 500, 506, 522, 532, 604, 618, 702, 708, 714, 720, 405, 411, 415, 503, 505, 601,
619, 701, 707 & 721 South Ballantine Road; 420, 504, 516, 520, 524, 528, 401, 405,
413, 421, 501, 505 & 507 South Highland Avenue;
402, 408, 410, 502, 512, 520, 524, 530, 700, 710, 403, 405, 409, 413, 417, 423, 507, 511,
525, 603, 609, 611, 613, 701, 719 & 727 South Jordan Avenue; and,
838-840 & 837 South Sheridan Drive

Non-contributing:

1002 East Atwater Avenue; 1209 East Hunter; 1307 East Second Street;
912 & 920 East University Street; 1217, 1126, 1208 & 1212 East 1st Street;
1011, 1015, 1004 & 1210 East Wylie Street; 600 & 731 South Woodlawn;
701, 821, 610 & 804 South Hawthorne Drive;
407-409, 419, 509 ½, 527 & 410 South Highland; 406 & 516, South Jordan; and,
818 & 834 South Sheridan

SECTION 3. Chapter 8.20 of the Bloomington Municipal Code, entitled “List of Designated Historic Districts,” is hereby amended to include the Elm Heights Historic District which shall read as follows: “Elm Heights Historic District”

SECTION 4. The Bloomington Historic Preservation Commission voted to exclude the review of color changes within the boundaries of the Elm Heights Historic District according to 8:08.010(f) of Title 8 of the Municipal Code.

SECTION 5. 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 6. 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 _____, 2012.

TIMOTHY MAYER, President
Bloomington Common Council

ATTEST:

REGINA MOORE, Clerk
City of Bloomington

PRESENTED by me to Mayor of the City of Bloomington, Monroe County, Indiana, upon this ____ day of _____, 2012.

REGINA MOORE, Clerk
City of Bloomington

SIGNED AND APPROVED by me upon this ____ day of _____, 2012.

MARK KRUZAN, Mayor
City of Bloomington

SYNOPSIS

This ordinance amends Chapter 8.20 of the Bloomington Municipal Code entitled “The List of Designated Historic Districts” in order to designate Elm Heights as a historic district. The Bloomington Historic Preservation Commission sought these actions and, after a public hearing on October 13, 2011, recommended them to the Common Council based upon certain historic and architectural criteria set forth in Title 8 (Historic Preservation and Protection). Local designation will provide the protection needed to ensure that these properties are preserved.

MEMO TO THE COMMON COUNCIL

Re: Elm Heights Historic District Memo

Date: May 31, 2012

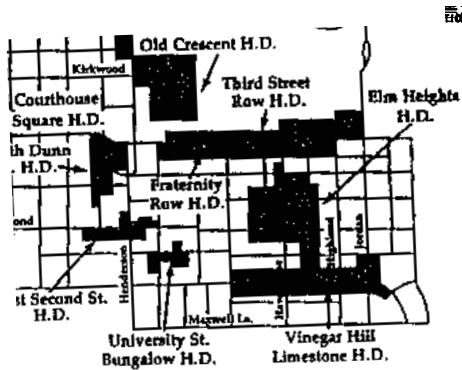
From: Nancy Hiestand

The Bloomington Historic Preservation Commission recommends full Historic District status to an area selected within the Elm Heights neighborhood. The public hearing, held on October 13, 2011, was duly noticed by individual letter to property owners within and adjacent to the district as well as a legal notice in the Herald Times that is required by ordinance. The vote to recommend designation was unanimous (7-0-0). Since the most recent request for consideration by a petition of neighbors in August of 2011, neighborhood leadership has held the required number of public information sessions (3), plus 4 additional workshops to discuss the now complete draft of the Elm Heights Design Guidelines.

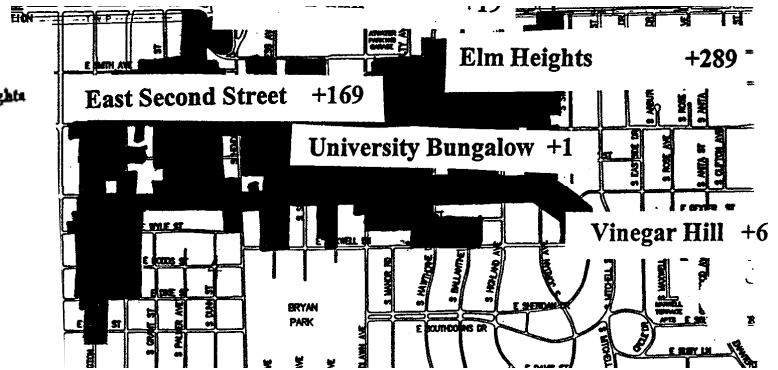
I have included a report documenting previous contact with the neighborhood since 2003 which was provided to the Commission in August of last year.

Local district status has been available to the Commission since 1974, when the Historic District ordinance was adopted by Common Council. Under this ordinance, now called Title 8, all exterior changes are reviewed by the Bloomington Historic Preservation Commission. These kinds of districts are distinct in that the architecture is considered significant enough that it should be preserved. The first such multi-resource district established within city limits was the Prospect Hill Historic District in 1990. Also locally designated in 1999 was the Fairview Historic District. Prior to that, in 1979, three houses were individually designated as a part of the "Victorian District." The update of the Bloomington Municipal Code in 1995 allowed the designation of phased historic districts called Conservation Districts and Bloomington currently has three: McDoel Gardens, Prospect Hill and Garden Hill. The 1995 update also gave the City interim protection, which provides protection for properties during the period between the recommendation of the Historic Commission to designate a neighborhood and the final decision of the Common Council to designate. Elm Heights is currently under interim protection.

The boundaries of the proposed Elm Heights district were established first by a historic survey and then refined with public comment during the three required public information sessions. Many of the properties have been represented on historic surveys since 1976, but the survey completed in 2001 enlarged the significant areas to include many revival style homes on Hunter, Jordan, Wylie and University that were not previously included. All are at least 60 years old and illustrate a distinct era of construction with many Colonial, Spanish, Renaissance and Tudor Revival styles represented.



1986



2001

In 2005 Vinegar Hill was placed on the National Register of Historic Places as a testament to its importance as a collection of historic resources. There are now 263 properties proposed for local designation, 190 of these are contributing, 10 outstanding and 35 are notable. In contrast with other recent districts 89% of the resources are considered contributing. This compares favorably to other full historic districts even though the district is significantly larger than any full historic district previously proposed.

Attached to this memo please find:
 the ordinance;
 the map of the district; and
 the report.

A Summary of the Public Discussion in Elm Heights

2003

May

Elm Heights National Register discussion Harmony School

September

Elm Heights National Register discussion

2004

May

Obtain Grant for Vinegar Hill nomination

December

Publication of the Vinegar Hill Historic District Walking tour brochure

2005

June

Vinegar Hill listed on the National Register

November

Public Library presentation of district Joanne Stuttgen

2006

April

Newsletter discussion of benefits of historic designation

2007

April

BRI Tour of Homes

June

Guest speaker at Neighborhood meeting: Chris Sturbaum and Nancy Hiestand

October

Vote to go forward with district request

Newsletter voted on historic district 10-21-2007

November

Library presentation National Register District

2011

Most recent request for consideration as a local historic district

August 5, 2011

Formal letter of request submitted with signatures.

August 20th

Public Library Neighborhood Meeting introducing application and potential district (70 People)

August 27th

Design Guidelines subcommittee meeting

August 31
Design Guidelines Subcommittee meeting
September 6th
ELm Heights First Public Information Session. Library
September 7th
Design Guidelines Subcommittee meeting
September 12th
Design Guidelines Subcommittee meeting
September 15th
Elm Heights Second Public Information Meeting Elm Heights School
September 19th
Design Guidelines Subcommittee meeting
Elm Heights Third Public Information Meeting Elm Heights School
September 26th
Design Guidelines Subcommittee Meeting
October 3, 10, 23 and 30, 2011
Design Guidelines Subcommittee Meeting
November 7, 14, 21, and 28, 2011
Open House 501 South Hawthorne December 4

2012

Design Guidelines Subcommittee Meeting
January 9, 16, 23, and 30, 2012
Design Guidelines Subcommittee
February 6, 13, 20, and 27, 2012

(4) Design Guidelines Workshops
February 18, 2012
February 25, 2012
March 4, 2012
March 24, 2012
April 15 Tour of Sustainable Practices

- (1) **Historic:**
 - 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 an historic event; or
 - c. **Exemplifies the cultural, political, economic, social, or historic 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 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
 - 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**

The Elm Heights Neighborhood has explored the potential of their historic resources for many years. This included the listing of a National Register District on January 26, 2005 that was funded by a grant application through the Bloomington Historic Preservation Commission. As early as 2003 staff was coordinating with Indiana University Interior Design students to do research and take oral histories in the Elm Heights area. In April 2003 a public information meeting was held about the National Register nomination and staff has attended at least three other meetings about historic districting and the meaning of the National Register over the last several years. Interest in Elm Heights was encouraged by several historic house tours sponsored by Bloomington Restorations, Inc., all well-attended in 1979, 1997 and again in 2004 and 2006. Several other events, including a televised lecture by historian Joanne Stuttgen and a televised interview with former residents of the area who attended the Elm Heights School were sponsored by the Commission in order to highlight the importance of the area to Bloomington history.

Case Background

A full historic district must meet significance criteria and will be subject to full review of external changes to the district. The district must show demonstrated quality of architecture and history. The required survey of the Elm Heights district based upon the attached map shows 263 properties of which 45 are classified as either outstanding or notable. Altogether 89% of the resources are considered contributing. The proportion of very significant properties is much higher than any Conservation District: Prospect Hill (17) Garden Hill (7) and this is the reason that exterior review is prioritized for this district, to ensure the preservation of significant details and materials

The boundaries of the Elm Heights Historic District were formed by fusing previous survey and district work in the area. The actual neighborhood covered by the association is significantly larger and has many diverse kinds of resources, including apartments, institutional uses and commercial areas. The proposed map was guided by the historic survey of the area and amended during the public information sessions. A zoning map is attached which shows that the majority of the area is zoned RC, but there is a strip along the south side of Atwater that is zoned RM and IN. These properties are without exception, built as single family structures, although some have been expanded or converted to other uses. The Historic Commission's purview does not extend to use, only review of exterior changes. 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 and alteration of buildings. The district is residential in nature.

There are 263 addresses within the boundaries of the district, 190 are contributing, 10, outstanding, 35 notable, and 28 non-contributing. The district as a whole has very good integrity. In this district, there is far more stone and brick construction than in any other neighborhood except the commercial district downtown. Where modifications and additions have occurred over time, they reflect the same or similar high quality materials. The basic grid of streets, alleys and the structures maintain their fundamental historic integrity. New and inappropriate construction has not occurred to a significant degree. There is a group of later housing along University, South Highland and Jordan Avenues that appear as a whole in the district. This area represents later development within the area and the structures are non-contributing.

Development History

Although subdivision information indicates that the area was platted in the first decade of the 20th century, many of the most significant houses in the district were built after 1920. Subdivisions including Parkview, Gentry Place, Sheridan





Place and Whitaker were subdivided for development in the first decade of the twentieth century. Photographs of the construction of the Franzmann House, considered to be around 1926-8, indicate that much of the housing in the district along East First Street was not built at the time.

This report addresses the criteria sequentially:

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.

Although Elm Heights is Bloomington's best example of an urban gridded business class neighborhood of the 1920s, it also reflects the substantially different ways that Americans lived together at that time. Interspersed among large and grand homes are smaller residences of less than a 1000 square feet, duplexes and several apartment buildings. There are ten duplexes within the boundaries of the proposed district. This neighborhood does not reflect the relative income segregation associated with the suburban development of the latter half of the twentieth century. Among the early residents of Elm Heights are the limestone barons Albert Hoadley (800 S Sheridan), Charles Woolery (500 S Hawthorne), Kenneth Cline (1323 E 1st), and Irvin Matthews (725 S Highland), as well as immigrant carvers, Joseph Anthony (1119 E 1st), Crecenzo Donato (1107 E 1st) and Domenick Mazullo (1002 E 1st). It was also the home of local business leaders Charles Waldron (1025 E 1st), Harry Vonderschmitt (501 S Hawthorne), Glen Woodward (1327 E 1st) and Hays Buskirk (529 S Hawthorne). It is just as significant to point out that the neighborhood along First Street was also the home of Helen Duncan, a single woman and an IU clerk (1113 E 1st), who resided in the small house on First Street for 40 years. Other homes along East University and the east-west streets are less grand in scale, have narrower side yards and shallower front set backs. Some properties along First Street were constructed as rentals. Chris Donato built several speculative houses within a few yards of his own home. Additionally, within the greater neighborhood, but not proposed at this time for designation, are period apartment buildings and commercial corners (2nd and Fess, Woodlawn and Atwater). The historic neighborhood illustrated by Elm Heights was diverse and relatively self-sufficient.

The name 'Elm Heights' was probably an aspiration rather than a reality during the time of the neighborhood's development. However, we know that orchards framed the area on

the south and northwest sides. Vinegar Hill was named for the smell of fallen apples when the first home owners began to move in. Some early photographs show the streets as largely treeless. However, the ideal of this era, was expressed through landscape architecture as well. The neighborhood grew up with large overhanging elms (like Kirkwood) which were replaced by silver maple oaks after the decimation of Dutch Elm disease in the 1950s. Today the graceful canopies of mature shade trees characterize the streetscapes and are a major component of the historic setting. Although Elm Heights is a gridded urban neighborhood the ideal was formulated by the romantic or picturesque school of landscape design established in the 19th century by Calvert Vaux and others that continued into the 20th with designs by Frederick Olmsted Jr., that is probably why the streets were called “Avenues, Drives and Roads” with average street widths but the front



setbacks were usually deeper measuring 49’ along Ballantine Road in the 600 block. This allowed for garden-like front yards, tree plots, and the characteristic overarching canopy along the street. There are also many terraced yards and formal gardens, making use of available limestone.

The advent of the automobile did direct changes in the Elm Heights development that are distinct from earlier neighborhoods. For the first time, separate accessory buildings for

auto storage were built in conjunction with the homes and there were attached garage designs as well, several built into the foundation. Uniformly, however, these structures faced alleys or secondary streets away from the main facade.

c. Exemplifies the cultural, political, economic, social or historic heritage of the community or

As North Washington Street reflects residential development associated with the influence of the Showers family and their business associates, the Elm Heights neighborhood illustrates development catalyzed by the burgeoning regional limestone industry as well as the expansion of University facilities along East Third Street during the 1920’s. Key to the residential expansion in this area was the construction of the Elm Heights School in 1926 (which still stands) between Second and Hunter. Although the neighborhood was subdivided in the early twentieth century (subdivision plats range from 1901-1917). its peak development took place in the 1920s. During this time campus was evolving away from the Old Crescent with the construction of Swain Hall (1910), Rawles Hall (1923), and Memorial Hall (1925) along East Third Street. The influence of the University expansion brought a demand for housing for professors and their families. Herman J. Muller (1001 E 1st), Alfred Kinsey (1320 E 1st), B. Winfred Merrill (824 S. Sheridan), Victor Cabot (505 S. Ballantine) among others raised their families here. It was the home of William Moenkus (1300 E 1st), the close and influential friend of Hoagy Carmichael during the era of the ‘Collegians’ at Indiana University, and who grew up as the son of an academic family.

The architectural quality of the Elm Heights neighborhood is an expression of the strength of the local limestone industry. It was built during and after the national boom in limestone as a construction material, and became the durable substrate for carving the classical designs preferred by government and institutions in the early 20th century. In one decade, Bloomington replaced its Post Office (1911), Courthouse (1908), and City Hall (1915) with Beaux Arts style buildings, all of which contained a considerable amount of limestone materials and skilled craft. At the same time, ecumenical architecture across the country was being influenced by the Gothic style, and many limestone churches appeared, including locally First Methodist Church (1909) First



Christian Church (1919), Fairview Methodist Church (1914 destroyed by fire). The enthusiastic use of limestone carving throughout the district, both surface and sculptural is an exceptional resource that has been recognized by listing in the National Register of Historic Places [1-26-2005] . The smaller resources, carved benches, bird baths and sculpture were catalogued at this time and they are associated with specific houses. For instance the Fred Bruner House (1123 E 1st) has seven historic elements other than the house itself – a retaining wall, garden wall with lychgate, sidewalk, planter, post, base for a missing post, and carved pedestal.

Architecture

a. Embodies the distinguishing characteristics of an architectural or engineering type: or

In this large district there are multiple resources that represent important contributions to Bloomington's array of architectural types. The most evident is the pervasive use of limestone to interpret architectural styles that seldom saw limestone use as a building material in other locations: such as Colonial Revival houses with carved limestone columns or Craftsman style four square homes entirely made of limestone veneer. Four homes on East First Street were simple four square forms embellished with unique carved details on the entries and spandrels. They are Bloomington's only examples of limestone deco houses.

More importantly, access to skilled carvers provided a unique inventory of carved objects found in yards and directly associated with artisans living in the neighborhood. This makes the Vinegar Hill area a veritable museum of artifacts that range from elaborate bird bath sculpture to portraits of real children on the entrance portico of their home. These are exceptional and endangered resources. Work by Harry Donato (116 E 1st) was found on the Tribune Building, Chicago Museum of Art and the Elks Club. Work by Domenick Mazullo is on St. Charles Borromeo Church. Unfortunately many of the limestone features in Vinegar Hill are unattributed although they are found on the carver's own homes.



Elm Heights also has examples of Lustron Homes (400, 402 S Highland), Kit Homes (1014, 1016 East 1st), a 1929 Indianapolis show home built indoors and then replicated at several other locations. These diverse homes represent new ways of marketing home construction. Lustron homes were built in repurposed aircraft factories designed with Reconstruction Finance Loans for the benefit of returning GI's. These enameled steel prefabricated homes were only manufactured from January of 1947 to 1950, when the company declared bankruptcy. There are about 2000 registered Lustron homes left in the United States. The house at 1014 East 1st Street, known as the Franzmann House is a kit Home from the Lewis Manufacturing Company, The house likely was designed with wooden columns in front, but in Bloomington the columns were formed of carved limestone. This was one of the first houses on 1st Street. At 1116 East First a house



belonging to Harry Donato, an influential Italian carver was built from a kit called Bungalow Craft Model #860. It was embellished with dressed stone. The house at 837 South Sheridan Drive is the previously described copy of the featured home in the 1929 Indianapolis Home Show, a photograph of which shows the building under roof at the Fairgrounds. Another unique building designed by Ernest Flagg for the Merrill family that was built according to plans for affordable small construction published in Collier's magazine "Build a House and Save a Third" then developed around a central courtyard to defray the summer heat in Indiana. Flagg was more widely recognized for his work on the Singer Building in New York and the Corcoran Gallery in Washington D.C.

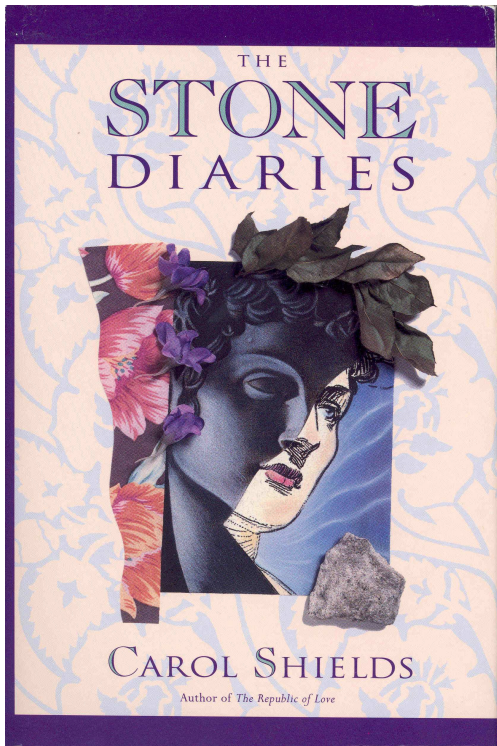
b. Is the work of a designer whose individual work has significantly influenced the development of the community; or

c. Is the work of a designer of such prominence that such work gains its value from the designer's reputation; or

No other residential community better illustrates the diverse number of professional designers and architects working in Bloomington. Professional architects represented in Elm Heights working regionally and nationally include Alfred Grindle trained in England, H. B. Roach, Herbert Folz, and Hiram Callendar, Burns and James, Ernest Flagg of New York, James Foley and Ralph Miller. This can be contrasted with Prospect Hill and North Washington Street, earlier districts where only one or two practicing architects other than Bloomington native, John Nichols worked. Additionally, by the mid 20th century many homes were being built by designers and builders, who in themselves became well known and prolific throughout the local community. These included Charles Pike, Landis & Young, Hughes Brothers, and Cecil Harlos. Many owners in the area were skilled enough to have attributed their house design to themselves: Joseph Anthony, Domenick Mazullo, Chris and Harry Donato and Alfred and Clara Kinsey and Edith Temple.

e. Contains any architectural style, detail, or other element in danger of being lost; or

Other than the courthouse square, this is the highest concentration of significant resources in the City. The resources in Elm Heights are irreplaceable. Since the first comprehensive survey in 2005, it has been recognized that limestone artifacts are being lost, either by breakage or by being removed from the neighborhood. As an example, in 2009, Eva Schwartz, the proprietor of a New York City garden store, contacted the HAND department. She had acquired a limestone statue and had traced it to Bloomington. It had been attributed to Fred Bruner owner of 1123 East 1st Street. Another party was able to provide photographs of it when it was still in Bruner's own garden. Countless other objects have either been broken, vandalized or removed.



f. Owing to its unique location or physical characteristics, represents an established and familiar visual feature of a neighborhood of the city; or

Bloomington Restorations, Inc. was a sponsor of house tours in this neighborhood beginning in 1979. Vinegar Hill homes have been featured in local tours entitled “A Walking Tour of First Street Limestone Houses of the 20’s & 30’s Architecture” (1979), “Education and Industry : A Day in Elm Heights” (2004), “An Eclectic Mix” (1998), and “The Throttle of Triumphant Bliss, Early Architect –Designed Homes” (1999). Citizens have long recognized and attempted to catalogue the unusual and unique limestone artifacts that are found in yards throughout Elm Heights. “Bloomington Discovered” a book published in 1980, and written by Diana Hawes and Karen Craig, went a long way to increase appreciation of the neighborhood and its resources

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

Elm Heights is Bloomington’s best example of the architecture of early twentieth century neighborhood reflecting the more affluent business and academic classes. Throughout the twentieth century Americans embraced exotic references to romantic far away places in their architecture. The World’s Columbian Exposition in Chicago introduced an academic interest in correctly recording and developing accurate historic styles. The advent of popular cinema influenced even more exotic design. Both of these influences are reflected in this local neighborhood. Here are the primary styles represented:

Colonial Revival Style

As early as the Philadelphia Centennial of 1876, interest in the national heritage was reinvigorated. The architectural firm of McKim Mead and White completed the Appleton House in 1877. That house set the precedent for a national interest in colonial domestic architecture. This is clearly displayed in the number of Colonial Revival homes in Elm

Heights the interest for which is revisited in the 1920s. Enthusiasm for this one style continued into the 1950s and beyond. Elm Heights’ inventory of Colonial Revival buildings include Dutch style (424 South Highland) with a gambrel roof, a post medieval style or a Garrison Colonial (515 South Hawthorne), many later Cape Cods and traditional 2 story colonials with central symmetry. This is the most representative style among Elm Heights buildings.



Tudor Revival Style

In Elm Heights the Tudor Revival style is the second most prevalent style, and within this category there are both English Domestic Revival (1319 East 1st) or classic Tudor (1323



East 1st) styles on a grand scale and less imposing Tudor cottages, many of which were available in kit form. The smaller folk houses usually have a dominant front chimney and secondary roof gables enclosing the entrances (411 South Ballantine Road) . The roofs are generally steeply pitched and in many communities have cross-timbering and stucco. Tudor cottages in Elm Heights are frequently all brick or all limestone.

Spanish Colonial Style

Spanish Colonial style homes are also common in the district. The style became so common that versions could be found in the Sears *Modern Homes* catalogue.



Several Elm Heights homes are traceable to catalogues. They commonly feature a clay tile roof, and arched or arcaded porches and windows.

Chateausque

This academic attention to design, in the early part of the twentieth century, was coupled with a massive creation of wealth for the middle classes. Exotic styles that were preferred advertised the attainment of the new business classes. In Bloomington, the Vonderschmitt House at 501 South Hawthorne best illustrates the interest in the exotic spurred by the advent of cinema. The house was built by Nona and Harry



Vonderschmitt and is unique in its interpretation of the Chateausque style by a nationally known architect. Not unsurprisingly this was the style selected by George W. Vanderbilt in 1895 for the Biltmore in North Carolina. The Vonderschmitt's were cinema impresarios and owners of the Indiana Theatre and later of the Von Lee.

Craftsman

Another early twentieth century style is the Craftsman or Arts and Crafts style. This



design influenced the bungalow and four square forms. In Elm Heights these generic and vernacular houses were reinterpreted with limestone porches (1014 East 1st Street) or elaborate carvings (731 South Woodlawn) (1019 East 1st) (1111 East 1st) that make them exceptional.

Lustron

Post World War II housing by Vitrolite Corporation that was prefabricated in porcelain clad steel panels and erected on site. Only 2500 were made between 1947-1951, about 1250 remain. Two are located in Elm Heights.

Staff recommends approval of the Elm Heights Historic District with the following classification of properties:

Outstanding:

1019, 1025, 1119, 1327, 1002, 1116 E 1st; 715-717 South Woodlawn Avenue; 501 South Hawthorne Drive; 600 South Ballantine Road, 725 South Highland Avenue,

Notable:

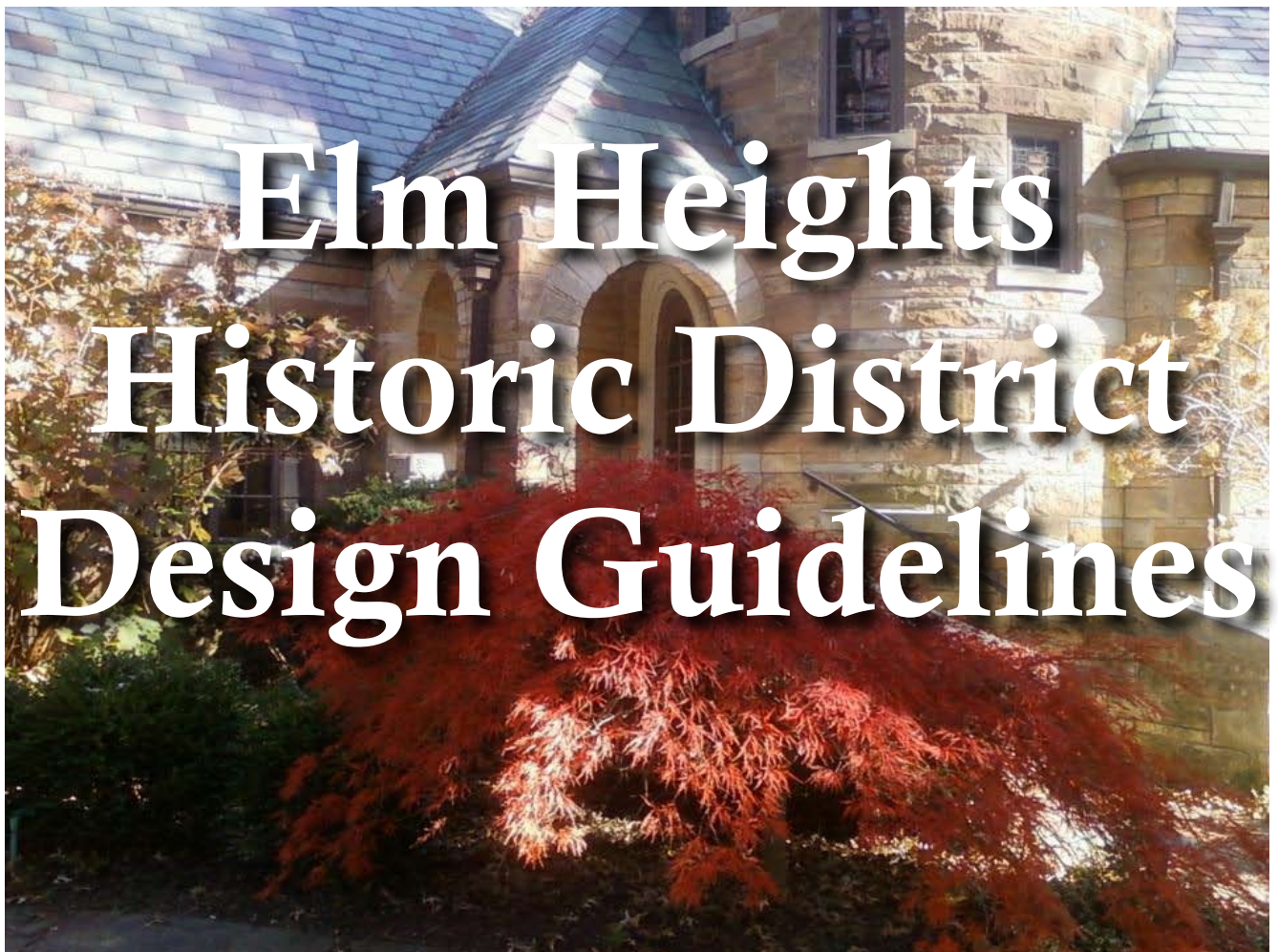
1006, 1112, 1130 East Atwater Avenue; 921-923, 1003 East Hunter Avenue; 817, 909, 914, 1100, 1106 East Second; 923 East University; 915, 1001, 1107, 1111, 1123, 1213, 1319, 1323, 1014, 1320, 1330 East 1st Street; 1021, 1028, 1206 East Wylie; 601 South Park Avenue; 529 South Hawthorne Avenue; 620 South Ballantine Road; 400, 402, South Highland Avenue; 424, 503 South Jordan Avenue; 800, 824, 836 Sheridan Drive

Contributing: 1000, 1100, 1110, 1200, 1212, 1220, 1308-1310, 1314 East Atwater Avenue; 905, 919, 925, 1005, 1101, 1109, 1115, 1125, 1215, 1317, 1321, 1325, 1216, 1220, 1302, 1310 East Hunter Avenue; 1201, 1203, 1309, 1315, 832, 908-910, 912, 1000, 1004, 1008, 1012, 1302, 1304 East Second Street; 815, 909, 911, 915, 919, 1001, 824, 828, 904, 910, 914, 916, 918, 922, 1016, 1018, 1108, 1210 East University Street; 1017, 1109, 1113, 1115, 1127, 912, 918, 1006, 1010, 1018, 1022, 1026, 1104, 1108, 1112, 1120, 1122, 1130, 1200, 1202, 1214, 1220, 1300 East 1st Street; 1005, 1019, 1109, 1111, 1113, 1115, 1207, 1002, 1014, 1018, 1022, 1024, 1026, 1038, 1202, 1204, 1208, 1212, 1232, 1240, 1244, 1248 East Wylie Street; 1301 East Maxwell Lane; 616, 620, 624, 708, 714, 716, 730, 804, 806, 808, 828, 601, 623, 629, 635, 701-03, 713, 811 South Woodlawn Avenue; 422, 424-426, 500, 510, 512, 520, 600, 830 515 South Hawthorne Avenue; 412-414, 500, 506, 522, 532, 604, 618, 702, 708, 714, 720, 405, 411, 415, 503, 505, 601, 619, 701, 707, 721 South Ballantine Road; 420, 504, 516, 520, 524, 528, 401, 405, 413, 421, 501, 505, 507 South Highland Avenue; 402, 408, 410, 502, 512, 520, 524, 530, 700, 710, 403, 405, 409, 413, 417, 423, 507, 511, 525, 603, 609, 611, 613, 701, 719, 727 South Jordan Avenue; 838-840, 837 South Sheridan Drive

Non-contributing: 1002 East Atwater Avenue; 1209 East Hunter; 1307 East Second Street; 912, 920 East University Street; 1217, 1126, 1208, 1212 East 1st Street; 1011, 1015, 1004, 1210 East Wylie Street; 600, 731 South Woodlawn; 701, 821, 610, 804 South Hawthorne Drive, 407-409, 419, 509 ½, 527, 410 South Highland, 406, 516, South Jordan; 818, 834 South Sheridan

Staff also recommends interim protection be placed upon the properties until the final action of Common Council and the Mayor.

Staff recommends removal of paint color review from this district at the request of the Subcommittee.



The Elm Heights Historic District is established to promote a sense of community among a diverse population by working toward a set of flexible goals that include preservation and protection of our neighborhood's diverse architectural significance and retention of its historical integrity and fabric. To encourage a balanced approach, the district adopts a set of flexible guidelines that focuses on the conservation of green spaces, the ability to age gracefully in place, and ecologically sound energy practices including alternative energy sources, as well as a working relationship with the city.

The Elm Heights Subcommittee

Beth Baxter, Olga Diamondis, Richard Durisen, Jaden Falcone, Carolyn Geduld,
Kathie Holland, Virginia Metzger, Jenny Southern, Jody Wintsch,
Commissioners Danielle Bachant-Bell, Sandra Clothier
Photographs Jenny Southern
Editing Susan Armeny

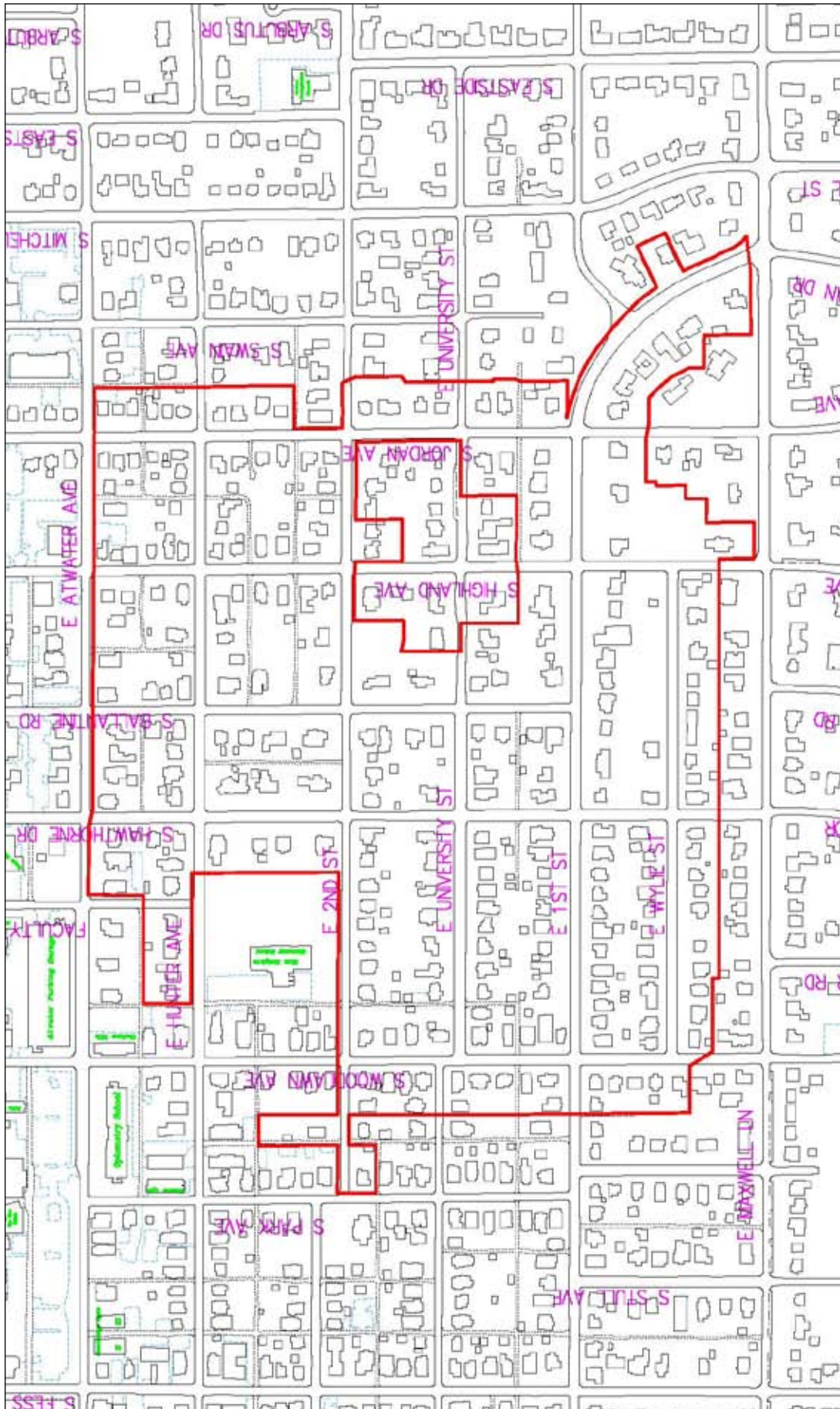
These Design Guidelines were developed by residents of the Elm Heights Historic District. They are intended to assist property owners in making informed decisions about their historic homes and properties. Much of the information provided here contains simple instructions concerning the treatment and repair of older materials in ways that will make them last. The underlying goal is to preserve the elements of the district that create its historic atmosphere but also to acknowledge the advantages of reuse, renovation, and repair. New with these guidelines is a section on sustainability and the use of new technologies. We hope to encourage their use by integrating them into our guidelines in clear and actionable ways.



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1.3 Map of Elm Heights Historic District



1.4 History of Elm Heights

The Elm Heights Historic District is located within a neighborhood of family residences built primarily after the turn of the century. Many of the platted subdivisions, including Elm Heights, Merker, Parkview, and Whittaker, were subdivided for development in the first decade of the twentieth century. Actual construction began gradually and reached a peak in the 1920s. The neighborhood building boom coincided with construction of the Elm Heights School and the expansion of Indiana University buildings east along Third Street. The subdivision from which the neighborhood draws its name was developed by one of Bloomington's most prominent citizens, P.K. Buskirk, a banker who was mayor from 1891 to 1897.

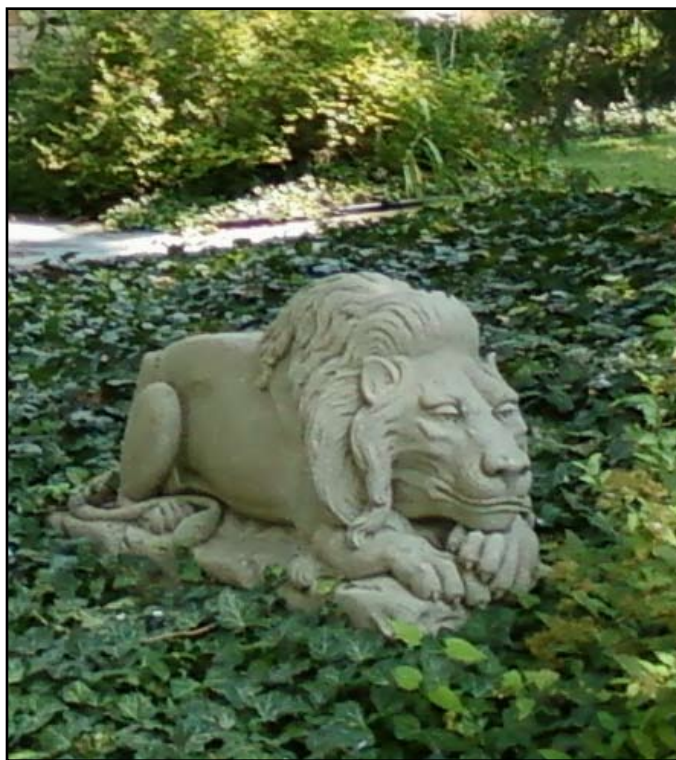
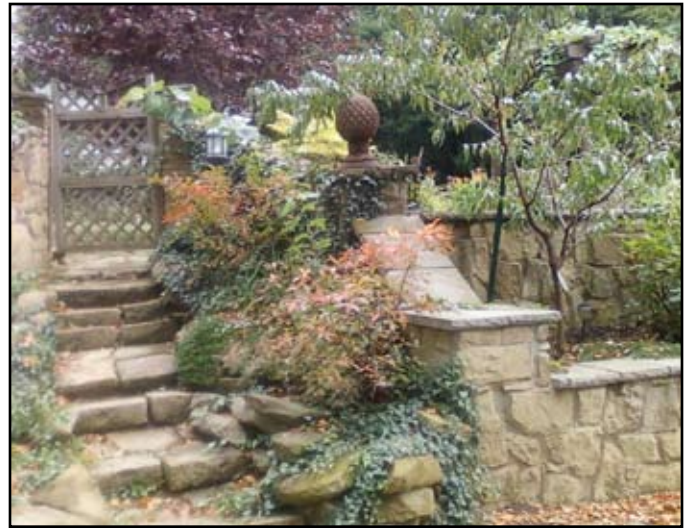
Considered an exclusive residential community, Elm Heights contains residences comparable in scale and prestige only to those developed by the Showers family on North Washington Street. Its period of construction, however, is significantly later. Prior to its development with housing, the area of Bloomington just south of Indiana University consisted of spreading fields, orchards, and pastures, rising southward to the crest of Vinegar Hill, where East First Street now stretches. This c. 1926 photograph shows an open landscape along East First Street before major housing construction took place.



Although Elm Heights is Bloomington's best example of an urban gridded business-class neighborhood of the 1920s, it also reflects the substantially different ways that Americans lived together at that time. Interspersed among grand single family homes are smaller residences of less than 1200 square feet, duplexes, rooming houses, and several apartment buildings in the areas beyond the district boundaries. There are ten duplexes and a fourplex within the proposed district. This neighborhood does not reflect the relative income segregation associated with suburban development occurring in the latter half of the twentieth century. Among the early residents of Elm Heights, there were immigrant stone carvers and Indiana University assistants, as well as mill and quarry owners and Nobel laureates. The community was notable enough to be the subject of a major American novel by Carol Shields.

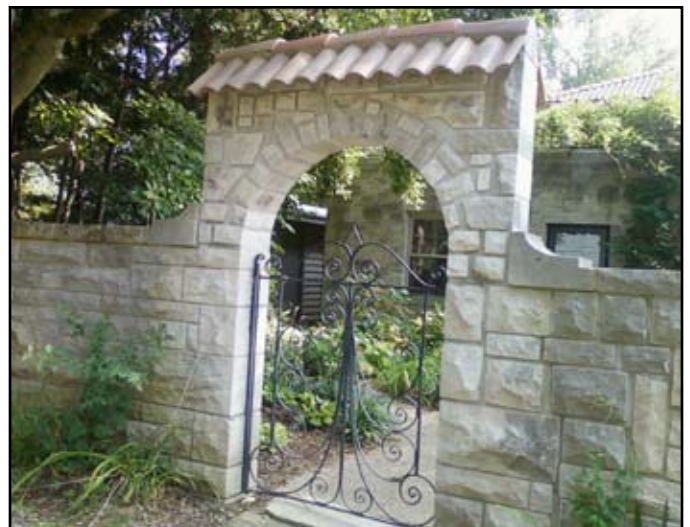


Elm Heights Historic District also represents the greatest concentration of architect-designed homes in the city. Other core areas provide illustrations of one or two known designers. Elm Heights portrays an era when wealth and sophistication expressed itself through the employment of design professionals and during which even local contracting companies had obtained the expertise to imitate nationally popular styles. Professional architects represented in Elm Heights include Alfred Grindle, who was trained in England, H. B. Roach, Herbert Folz, Hiram Callendar, Burns and James, Ernest Flagg of New York, James Foley, and Ralph Miller. Contractors working in the area include Charles Pike, Landis & Young, Hughes Brothers, and Cecil Harlos. Many owners in the area were skilled enough to contribute to the design of their own homes: Joseph Anthony, Domenick Mazullo, Chris and Harry Donato, Alfred and Clara Kinsey, and Edith Temple.



Houses in the district feature quality building materials such as limestone, brick, tile, and slate. The environment itself is heavily designed with large overarching shade trees in front yards, unique steps, porches, and yard furnishings. The north-south streets contain larger homes with deeper setbacks than the more modest east-west streets, but both include houses that are studies in matchless craft and imagination. The early street lamps along Hawthorne Street are protected by local ordinance.

All of this results in an eclectic mix of international architecture locally reinterpreted in limestone with consummate skill. It was an era when revival styles were popular across the country; features like windows, doors, and entryways have more diverse forms and ornament than in other neighborhoods. But in Elm Heights, and particularly Vinegar Hill, the details are intimate, humorous, or transcendent. Downspouts are interpreted with delicately carved gargoyles; portraits of actual children, now grown and absent, bracket a front entrance. In short, there is no place that better conveys the spectacle of Bloomington's history in the limestone industry and trades. All of this irreplaceable detail and diverse architecture creates an energetic and compelling sense of place that has been honored by inclusion of the area in the National Register of Historic Places.



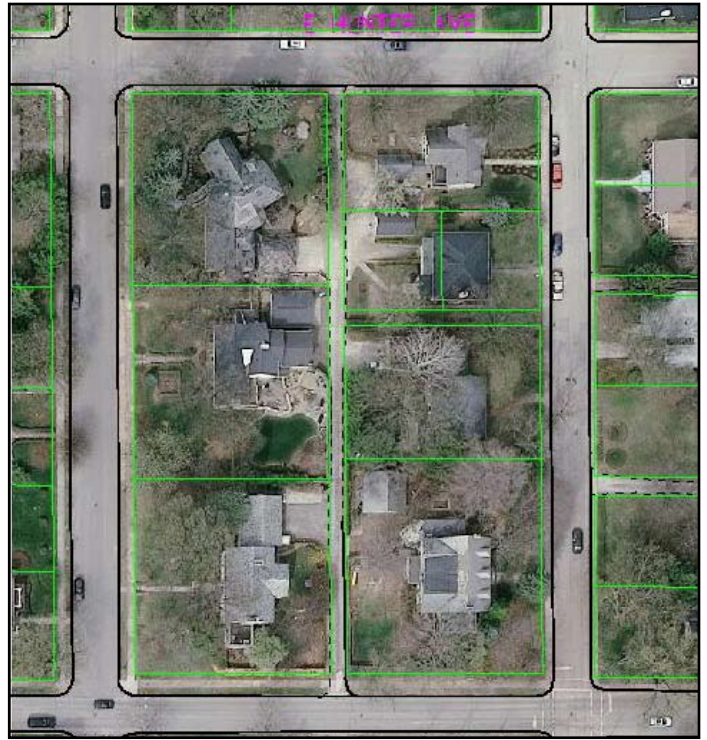
Site plans in the Traditional Neighborhood

Although the neighborhood contains diverse housing styles and sizes within its boundaries, there are really two identifiable templates that define the placement of houses in the Elm Heights District. The large-scale template, which is defined by a block face for our purposes, includes up to four houses on four lots or up to two large homes on four platted lots. These homes are usually on north-south directional streets, but also occur along the iconic corridor on East First Street.



Sample small lots contain:

50'x112.3', 50'x132'
9.03 buildings per acre
Footprint 1214 –2424 square feet
Average first floor coverage 22%
Front setbacks 20 to 40 feet



Samplings of large lots contain:

124'x75', 124'x137.5', 124'x 68.75'
4.99 buildings per acre
Footprint average 2488 square feet
Lot coverage 16-28%
Front setbacks of up to 40 feet



The other familiar template in the area is formed by standard lots of record based upon the historic plat.

For the purposes of the following design guidelines, each block face is analyzed for its particular site characteristics, and from that information a range of appropriate lot coverage and placement is determined.

1.5 Design Guidelines Overview

Classification

Following historic preservation laws and ordinances, all homes within a district are classified in one of four categories:

Outstanding - an outstanding resource so significant that it is individually eligible for the National Register of Historic Places.

Notable - a building that, upon further research, may be eligible to be listed in the National Register of Historic Places.

Contributing - a building that meets the basic criterion of being at least 40 years old but is not sufficiently significant to stand on its own.

Non-contributing - a building either too recently built or so severely altered that it is no longer contributing to the historic fabric of the district. Non-contributing properties will be subject to less restrictive review of existing exterior building changes, but additions and setting elements will require review (see the discussion on this page).

It is customary to refer to outstanding, notable, and contributing resources as “contributing” because they all have historic value. The architectural and historic significance of the property is always considered first. Changes to the exterior of an outstanding home will be more strictly examined than those to a non-contributing or contributing home.

Unique Materials

Historic resources illustrate the past and instruct us about the different ways that we have lived as a society. Durable and natural materials like wood, limestone, and slate were the original building materials and have the added advantage of being able to endure much longer than modern petroleum-based replacement products. It is important to prioritize repair and replacement in kind rather than wholesale replacement with inferior materials.

Visibility

The presentation of the house or property to the street, its public interface, is its most important asset. When possible, major changes should be placed on secondary elevations away from a public street, taking care not to damage existing historic materials. Throughout the guidelines, we use the term “visible from the public right-of-way” to highlight this emphasis. This can mean a major street or a public alley. Temporary visibility obstructions like fences and landscaping do not remove a property or its features from the review process. This document and the Bloomington Historic Preservation Commission (BHPC) are dedicated to finding the least obtrusive design solution while implementing suggested changes.

New Construction

Additions and new accessory structures should be consistent in style and scale with the main structure. New residences should be compatible with surrounding contributing properties in placement, proportion, scale, materials, features, and setting.

Non-Contributing Buildings

These buildings are not held to the same standards as buildings of historic value. They do require a Certificate of Appropriateness (COA) for additions, new construction, and the removal of trees, in other words, major changes that may affect the general setting and historic value of the district. Minor changes to the exterior of the house are not reviewed. If you have a question, please contact staff. You may determine the classification of your property by going on the BHPC website, <http://bloomington.in.gov/bhpc> and looking up your property by address.



1.6 How to Use These Design Guidelines

The Bloomington Municipal Code requires that a Certificate of Appropriateness be issued for certain changes in historic districts. The following guidelines aid members of the Historic Preservation Commission when they consider whether to grant a Certificate of Appropriateness. The guidelines are not inflexible rules, regulations, or laws. The guidelines serve to guide--not to govern. The Historic Commission will use them as a path, in conjunction with city, state, and federal statutes as well as community input and their own best judgement, in making determinations on a case-by-case basis. The guidelines reflect a value of preserving the features, architecture, and ambiance that define the Elm Heights neighborhood. While the Historic Commission may be expected to adhere to this value, other factors--such as sustainability or accessibility issues--may result in exceptions to these guidelines on occasion.

Start with the Table of Contents on page 3 and find the topic appropriate to your project.

- Is it repairing an existing building?
- Is it new construction?
- What materials are affected?

Each topic in this booklet is divided into four sections:

1. Description

Defines the subject and its importance and describes how it relates to the Elm Heights neighborhood.

2. Preservation Goals

Clearly explains the neighborhood's as well as the Bloomington Historic Preservation Commission's approach to the feature or action and the goals we hope to achieve by means of the guidelines.

3. Guidelines

Lists the items that must be reviewed by the Commission and that require a Certificate of Appropriateness. This section outlines desired treatments and things to avoid and is always set aside in a graphic box.

4. Things to Consider as You Plan

Provides additional helpful information about the care and maintenance of historic homes and property in Elm Heights.

1.7 Certificates of Appropriateness

A Certificate of Appropriateness (COA) is issued by the Bloomington Historic Preservation Commission (BHPC) after reviewing plans for proposed work on a designated historic property. The BHPC reviews these applications or proposals for work based on the guidelines in this book. Guidelines do not dictate; they provide a range of ways to approach specific design issues. If the proposed changes are generally in conformance with the information in this document, then a COA is issued.

In the Elm Heights neighborhood, plans are also presented to a neighborhood design subcommittee for its comment before the public hearing at which a decision is to be made. The BHPC will consider these comments along with the regular staff report in their deliberations.

During the hearing where the application is considered, BHPC members may suggest changes to bring the application into conformance. An application for a COA must have an official response from the Commission within 30 days of the filing of a complete application. The application for a COA should be presented with the building permit application. A COA is much like a building permit, which the property owner must display in a prominent location at the site where the work is taking place.

These guidelines for preservation, rehabilitation, restoration, and new construction in Elm Heights ensure that everyone's investment in the neighborhood is protected. Some minor reviews can be done at the staff level. These activities include tree removal, installation of storm windows, and placement of new mechanicals except for certain energy retrofits. In some cases, staff may refer the change to the full commission, depending on its impact. Please call Commission staff for more information (349-3507) and help with your application.

Projects That Do Not Require a COA

You do not need to apply for a Certificate of Appropriateness (COA) for the following:

- Anything not visible from a public right-of-way. (See "Visibility" on page 8 for more information.)
- Re-roofing if using the same type of roofing materials, for example, asphalt to asphalt of the same style. This would be considered an "in-kind" exchange.
- Repair of concrete walkways if not changing design. Changes from limestone or brick or other original materials to concrete would require a COA.
- Routine maintenance, for example, the re-glazing of a broken window pane or minor repairs done in-kind (of the same or similar materials).
- Removal of dead, dying, or invasive trees.
- Changing paint color where paint is the existing application.
- Any change to the interior of your home.
- Temporary seasonal fences for gardening.
- Flower and vegetable gardens and tree pruning.
- Installation of rain barrels if copper gutters are not involved.

2.0 Historic Preservation and Sustainability

Sustainability, in all its aspects, is a critical issue for our community, and the residents of Elm Heights Historic District recognize the intimate connection between sustainability and historic preservation. The guidelines set forth in this document support the goals of sustainability, and a flexible, solution-oriented approach should be used to balance cost-effective implementation of sustainability initiatives with preservation of the historic character of Elm Heights. As laid out in the City of Bloomington's Sustainability Initiative, there are three components to sustainability that fall under the broad categories of environmental health, social well-being, and economic prosperity. Through the following discussion of the connection between historic preservation and sustainability in these three areas, we clarify how sustainability principles motivate many of the preservation guidelines in this document and explain why those interested in developing a sustainable future for our community support the creation of the Elm Heights Historic District.

Environmental Health

The environmental component of sustainability is often the primary focus when discussing historic buildings. However, sustainable development and conservation of resources share a common goal: a building that uses less energy and creates lower carbon emissions. When an existing building is demolished, the embodied energy that went into its creation is lost. More energy is expended to demolish and haul away the building materials, while the debris further burdens landfills. Although some may think that new construction will be more efficient, it can take decades of utility savings in a new building, even a "green" one, to equal the loss of energy represented by the demolition. An additional carbon debt is incurred in building the new structure, and this can require additional decades of energy savings to offset.

Resource conservation and preservation are sustainability in its most basic manifestation. Historic properties are often the best candidates for energy upgrades and reuse because many older buildings already incorporated natural ventilation and lighting features. Moreover, they were constructed for longevity with durable materials that embody sustainability. A good illustration of this is existing windows, which can usually be repaired and upgraded. When old windows are replaced, it can take many more years of energy savings to recoup the cost of the new windows when compared with the lower cost to repair the old ones and add storm windows. Replacement windows are often not very durable compared with the originals, and their manufacture typically involves use of fossil fuels and the creation of toxic byproducts. Similarly, preservation of mature tree canopy and green space, in addition to creating a pleasant atmosphere, contributes to sustainability in several ways, including energy conservation and water management.

Social Well-Being

Neighborhoods like Elm Heights encourage sustainable life styles. There is demonstrated value to living on small urban lots, flanked by alleys, with ready access to downtown by foot and bicycle. In contrast to more modern housing developments, the Elm Heights neighborhood, with its small bungalows, duplexes, rooming houses, and elegant larger homes, provides a wide variety of housing options, all within easy access to public transportation, downtown resources, and education opportunities from kindergarten through college. Preservation of older neighborhoods, with their compact form, walkability, and green space, helps retain the social fabric of the city by encouraging neighbor interaction and outdoor activities. The values supported are inherent: thrift, energy conservation, and personal health. Historic landscapes, sites, structures, buildings, and features form a neighborhood's unique identity, and preservation of these resources maintains a connection to the community's heritage. Intact historic neighborhoods engender a sense of place and anchor a resident's identity with the community.

Economic Prosperity

The economic benefit of historic preservation and historic districts is well documented, including increased property values, owner-occupancy, and local job creation in rehabilitation industries. As quality of life improves and investments are made, similar positive effects are experienced by surrounding areas. Rehabilitation projects generate both direct and indirect economic benefits. The local purchase of labor and materials is the direct benefit, while the manufacture and transport of materials are indirect benefits. With the increasing cost of energy, conservation through rehabilitation is also a measurable economic benefit.

The City of Bloomington has developed the "Sustainable City Initiative," to reduce waste, support alternative transportation, and enhance green space preservation, energy conservation, and alternative energy development. As part of this initiative, the City has established ambitious energy targets for 2014, including:

- Reduce city-wide electricity and natural gas consumption by 10%
- Retrofit 365 houses per year (~5% of housing stock)
- Increase the amount of energy created from renewable sources by 20%

This document represents an innovative effort to support these shared values and seeks ways that both the historic values of our community and future stewardship of resources are mutually enhanced.

Alternative Energy and Other Sustainability Practices

As laid out in the discussions above, historic preservation and the pursuit of sustainability are mutually reinforcing activities. However, some sustainability practices are not directly related to historic preservation and have, in other communities, been treated as potentially undesirable because of the alterations they might require in a historic property. There is, however, a growing national recognition that alternative energy and ecologically sound practices should be an integral part of historic preservation in any viable future for a community. This requires use of a flexible and balanced approach that acknowledges the importance of adapting new technologies and ecological practices, such as rainwater collection and solar energy collectors, in efficient and affordable ways, while, at the same time, remaining sensitive to preservation of historic features and the overall character and appearance of the neighborhood.

The guidelines for Sustainability and Energy Retrofits in Section 5.5 are written with the combined goals of preservation and sustainability in mind. Property owners, the Elm Heights Neighborhood Association, and the Historic Preservation Commission will collaborate as partners in finding workable and cost-effective solutions to preserve our homes while improving the environment. In this way, the Elm Heights Historic District is at the forefront of a national movement to combine historic preservation and sustainability efforts in a mutually supportive way.

3.0 Neighborhood Site and Setting

Elm Heights is Bloomington's largest historic district and one of its most historic, architecturally diverse, and significant neighborhoods. Building setbacks, trees and landscaping, fencing and walls, alleys, parking areas and walkways, garages, and accessory buildings are all elements of a neighborhood setting. How these elements relate to each other and to a primary building create the individual site setting. How the individual sites and settings relate to each other along the streetscape creates an integrated neighborhood. Unguided alterations to, or outright losses of, any one of these characteristics may damage the fragile overall cohesiveness of a historic neighborhood.

Constructed on a traditional grid pattern, the connections of streets and alleyways in Elm Heights provide both direct and indirect links throughout the neighborhood. Streets provide the formality of public access links, while the alleys link to back yards and places of more private access. Many of these alleys remain gravel, a valued neighborhood feature that lends a sense of history and a less-urban feel to the neighborhood. Alleys encourage safe strolling for pedestrians who wish to explore the less well known corners of the neighborhood.

Unique to Elm Heights are limestone sculptures, urns, steps, and benches, all monuments to our region's limestone history. Many limestone artifacts are unique to their sites, and we feel strongly that they should remain in their original historic settings. Likewise, walls and fences were designed and construct-

ed as integral elements to the buildings they surround. Existing stone walls, both built by the Works Progress Administration and dry laid, are treasured neighborhood features. Preserving and maintaining them ensures retention of another character-defining element of Elm Heights.

Our neighborhood is also known for its mature, established landscaping and tree canopy. Although its trees, plantings, and landscaping vary, they create an overall neighborhood ambience. Steps and walkways invite visitors in from the sidewalks, and the availability of off-street parking and side or rear garages allows houses to remain the primary focus of the neighborhood.

Locally designated in 1979, some of the few original street lamps in the city still grace Hawthorne Drive.

Preservation Goals for the Neighborhood Setting

To retain, preserve, maintain, and respect distinctive, character-defining features of the neighborhood or building sites such as tree plots, mature trees, landscaping, fences and walls, limestone objects and elements, walkways and steps, lighting, alleyways, and building setbacks.

To avoid changes in paving, lighting, fencing, and pedestrian or vehicular traffic flow that disrupt the relationship between buildings and their environment.



3.1 Trees and Landscaping

Preservation Goals for Trees and Landscaping

To maintain the mature canopy that is associated with the historic Elm Heights neighborhood by the care and planting of appropriate trees and gradual removal of invasive trees.

Guidelines for Trees and Landscaping

A Certificate of Appropriateness (COA) is required for the following bolded, numbered item. The bullet points that follow the numbered item further assist applicants with the COA process.

I. Removal of a mature tree that is visible from the public right-of-way.

A mature tree is:

- a) a shade tree whose trunk is twelve inches in diameter or larger,
 - b) an ornamental tree whose trunk is four inches in diameter or fifteen feet high, or
 - c) an evergreen tree whose trunk is eight inches in diameter or fifteen feet high.
- A COA is not required to remove a dead tree. Consult with the City staff person to the Historic Preservation Commission regarding diseased, dying, or infested trees.
 - A COA is not required to remove an invasive tree as defined in the City of Bloomington Tree Care Manual.
 - When replanting, refer to the City of Bloomington Tree Care Manual for recommendations.
 - Retain historic landscape edging; do not introduce historically inappropriate edging materials and colors.
 - Selective removal of mature trees to allow solar installations may be considered on a case-by-case basis.

For additional information see the City Tree Care Manual:

http://issuu.com/bloomingtonparks/docs/tree_care_manual_2nd_edition_feb_2012



Things to Consider as You Plan

Periodic pruning of a mature tree by a certified arborist can help ensure the tree's health and the safety of pedestrians or site features below it. However, the complete removal of mature, healthy trees should be considered only for compelling reasons because the loss of such trees diminishes the neighborhood and site setting. Assistance with all aspects of tree care, including the selection of appropriate tree species for planting, can be found in the City of Bloomington Tree Care Manual. Within the list of undesirable trees (see Section 7.2). It is important to note, that list applies only to tree plot and does not refer to private yards. However, those listed as invasive should never be planted. Remember that the underground structure of a tree is as large as the aboveground portion that we can see.

Placing trees in close proximity to retaining walls and basements may cause their eventual erosion and collapse. Make sure to consider how large your new tree will be at maturity when choosing a species and variety.



3.2 Trellises, Pergolas, Gazebos, and Similar Small Structures

Preservation Goals for Trellises, Pergolas, Gazebos, and Similar Small Structures

To maintain and construct secondary yard structures that are compatible with historic materials and templates.

Guidelines for Trellises, Pergolas, Gazebos, and Similar Small Structures

A Certificate of Appropriateness (COA) is required for the following bolded, numbered item. The bullet point that follows the numbered item further assists applicants with the COA process.

- I. Construction or removal of trellises, pergolas, and similar structures that are visible from the public right-of-way.**
 - Construct trellises, pergolas, gazebos, and similar small structures according to designs in keeping with the architecture of the house, and of period-appropriate materials such as wood or metal.

Things to Consider as You Plan

It is preferable to identify, preserve, and maintain existing trellises, pergolas, and similar structures that may have historic value. Some may be integral to the original design or style of the house. For information on preservation methods, refer to Section 4, Existing Buildings and Materials, for guidance.

Mature plantings require sensitive treatment, particularly during construction. The roots of established trees should be protected from soil compaction and ground disturbance with temporary fencing, preferably located at the outer drip line. When new trees are planted, careful consideration with regard to placement will avoid potential threat to historic structures as the trees mature. Refer to the City of Bloomington Tree Care Manual for guidance. Choose locations that will not damage buildings through moisture retention, root invasion, and limb movement.

Often, small landscape elements like edging can introduce incompatible colors and materials into a historic environment. The building's architecture and historic features, as well as those of the neighborhood, should be considered when determining the design and materials. Brightly colored materials, plastic, tires, logs, or railroad ties introduce historically inappropriate materials into the neighborhood and gradually erode its integrity of setting.

Planting a large deciduous shade tree on the south side of your home to shade your roof and windows can greatly reduce cooling costs in the summer. Asphalt stays 25 degrees cooler when shaded, resulting in reduced heat island effects and increased moisture retention in surrounding soil.



3.3 Walls and Fences

Due to rolling topography, this neighborhood has many retaining walls along alleys and streets. Most of them are of split-face limestone, but sandstone and other masonry are also represented. Traditional fencing includes wrought iron, picket, and woven wire.

Preservation Goals for Walls and Fences

To maintain, repair, and restore existing historic walls and fences that are significant to the neighborhood.

To insure that new construction is compatible with historic walls and fences in materials, form, and scale.



Guidelines for Walls and Fences

A Certificate of Appropriateness (COA) is required for the following bolded, numbered items. The bullet points that follow each numbered item further assist applicants with the COA process.

- I. Installation or removal of walls or fences visible from the public right-of-way.**
 - For new fences, use historically appropriate materials for Elm Heights, which, depending on the type and style of architecture, may include iron, stone, brick, or wood.
 - New retaining walls should be appropriate in height to the grade of the yard. Rear yard concrete block retaining walls may be considered depending on position, visibility, and design.
 - Install new walls or fences so the total height does not obscure the primary facade of the building.
 - Installation of rear yard fences should begin no farther forward than a point midway between the front and rear facades of the house.
 - Consideration is given for fences that pertain to special needs, children, and dogs. Temporary seasonal fences for gardening are permitted and do not require a COA.
- II. Reconstruction or repair of historic walls and fences.**
 - Consult with staff for proper materials and methods.



Things to Consider as You Plan

Historic walls and fences should be restored and maintained using the appropriate methods for the materials. Refer to Section 4, Existing Buildings and Materials, for helpful information on maintenance and reconstruction of historic stone or metal fences and walls. Make sure that your new fence also complies with the setback and height restrictions stipulated by the City of Bloomington. Hedges and other plant barriers are encouraged as long as they do not obscure the primary facade of the building.



3.4 Walkways and Automobile Areas

Automobiles were just coming into their own during the time of Elm Heights' development. Although they were prized possessions, they were nevertheless placed out of view. Where alleys were available, garages and parking areas were placed at the rear of the lot or sometimes beneath the grade of the house, away from the primary facade. If an alley was not available, a narrow inconspicuous drive was used to access a garage in the rear yard or under the house, or a small attached garage. Attached garages were invariably set back from the front facade with a second floor and usually an outdoor terrace above.

Preservation Goals for Walkways and Automobile Areas

To maintain the traditional patterns established within the neighborhood for driveways, walkways, and alleys.

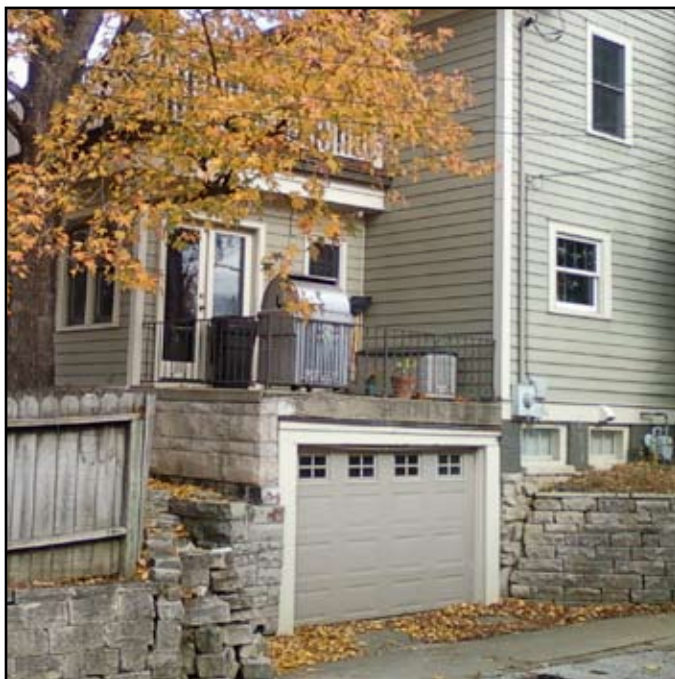
To avoid open areas for car storage visible from primary streets.



Guidelines for Walkways and Automobile Areas

A Certificate of Appropriateness (COA) is required for the following bolded, numbered item. The bullet points that follow the numbered item further assist applicants with the COA process.

- I. Installation, removal, or expansion of all driveways and parking areas, as well as walkways visible from the public right-of-way.**
- Design walkways, driveways, and parking areas in keeping with the neighborhood setting.
 - Locate parking at the rear of the property and screen appropriately.
 - Protect and maintain mature trees, plantings, and green space as much as possible when planning parking areas.
 - Refer to the guidelines for Accessibility, Safety, and Aging in Place, Section 5.6, when planning disability access.
 - Pervious pavers or pavements cannot to be used in exchange for open space requirements.



Things to Consider as You Plan

When available, use the traditional alley network for access to garages or parking areas. To help preserve green space, city code prohibits parking areas larger than 20 by 20 ft. unless the property is zoned multifamily. Other restrictions may apply; please contact City Planning for more information.



3.5 Lighting

Iron street lamps on Hawthorne Drive were purchased by the original homeowners and installed in tree plots to be maintained by the City. Smaller homes often had fixtures on porches and a lamp post at the beginning of the sidewalk or stair for ambiance and safety.

Preservation Goals for Lighting

To maintain and preserve the historic lighting standards and fixtures in Elm Heights.

To maintain and restore the ambient low-intensity lighting that is traditional in the neighborhood.

Guidelines for Lighting

A Certificate of Appropriateness (COA) is required for the following bolded, numbered item. The bullet points that follow the numbered item further assist applicants with the COA process.

- I. Installation or removal of exterior lighting visible from the public right-of-way.**
- Install historically appropriate exterior lighting that is low-intensity.
 - Locate lights to minimize light pollution and other adverse impacts to surrounding properties, streets, and alleyways.
 - Install light fixtures so as to minimize damage to historic building materials. Avoid removal of character-defining building features when installing light fixtures.



Things to Consider as You Plan

Identify and then repair, restore, and maintain historic exterior light fixtures when feasible. Lighting fixtures of this era were made from high-quality materials that are easily repairable and are difficult and expensive to replace. If replacements are necessary, choose reproduction light fixtures that are appropriate to the architectural style or time period of the house. Shining light upward is historically inappropriate and should be avoided.

When choosing outdoor light fixtures, minimizing light pollution is an important consideration. Light pollution is the result of inefficient outdoor lighting that shines light upward or in other directions where the light is neither needed nor wanted. This not only wastes energy and irritates neighbors but can also affect wildlife and is actually counterproductive to the purposes for which outdoor lighting is usually intended. Unshielded lights do not direct as much light downward where it is useful, and the associated glare of unshielded or overly bright outdoor lighting can actually make it more difficult to see steps, sidewalks, and people in the shadows outside the lighted area because your vision becomes less dark-adapted. The increase of upward shining light over recent decades has blotted out the natural beauty of the night sky near concentrations of population, because upwardly directed light, when scattered by particles in the atmosphere, produces a bright background sky through which stars, planets, and nebulae become more difficult to see.

Reducing light pollution is one of many ways in which we can sustain our natural as well as historic environment, and it is not hard to do. First, be sure that the outdoor lighting you plan is really necessary. If so, then make sure that the fixtures you choose are properly shielded and shine all their light downward on your own property. Choose lights that are no brighter than required for your purpose, and use energy-efficient light emitters. More information on security and accessibility lighting can be found in Section 5.6.

Consider using properly shielded exterior light fixtures that carry the seal of approval of the International Dark-Sky Association (www.darksky.org).

3.6 Other Landscape Features

Elm Heights has many features designed and installed with the development of the area that make it unique. Included in the original sale of the lots were a locally crafted limestone birdbath and bench. There were also a significant number of residents involved in the limestone industry who lived in the neighborhood and exhibited their craft and livelihood on their homes and in their yards. Limestone sculptures still dot the area and add to its visual interest and charm.

Goals for Other Landscape Features

To retain distinctive and historic features that make the neighborhood unique.

To encourage unobtrusive placement or appropriate screening of modern updates or mechanical service equipment.

Guidelines for Other Landscape Features

A Certificate of Appropriateness (COA) is required for the following bolded, numbered items. The bullet points that follow each numbered item further assist applicants with the COA process.

- I. Moving or removing historic decorative yard features and artifacts visible from a public right-of-way.**
 - Retain contributing limestone, wooden, or metal features; their removal requires either a COA or staff approval.
 - Addition of decorative features such as sculptures and benches does not require a COA.
 - Shifting a decorative yard feature for its maintenance or safety does not require a COA, but the feature should not be removed from the property.
- II. Installation of service and technical equipment visible from the public right-of-way.**
 - Locate service, mechanical, electrical, or technical equipment such as satellite dishes, substations, central air conditioning equipment, or heat exchangers so it is not visible from the street. Refer to the guidelines for Sustainability and Energy Retrofits, Section 5.5, when installing energy-generating technologies.
 - Screen equipment so it does not disrupt the integrity of the site or of the building's architecture.
 - Whenever feasible historic materials should not be damaged or removed when installing equipment.
- III. Installation of swimming pools and permanently installed yard equipment visible from the public right-of-way such as playgrounds, barbecue pits, greenhouses, and pet enclosures.**
 - Locate equipment in the rear yard, and site, landscape, and/or screen it so it is not within public view.
 - In-ground pools are preferable to above-ground pools. Take into consideration the possibility of damage to surrounding historic vegetation, outbuildings, and other features when determining the location.
 - Locate historically inappropriate items to be as inconspicuous as possible.

Things to Consider as You Plan

Great caution should be used if you move limestone objects; they are very heavy but brittle and can shatter or chip easily. See Section 4.2 for care and maintenance of limestone. If you must move limestone artifacts, it is recommended that you pad them carefully and make sure their new location has a stable base that will not shift during freeze-and-thaw cycles. Limestone planters and birdbaths should be carefully emptied and covered for the winter to prevent cracking and spalling.

Use of service equipment is an inevitable part of homeownership; staff-level approvals are available for small-scale installations. Swimming pools can be very obtrusive and space-consuming and can involve new screening, impervious surface, and landscape considerations. Because of their potential impact on the historic neighborhood, they require a full review by the Commission. Creative ways of screening and buffering are encouraged.

Some yard features that do not require review are rain barrels and clotheslines. These traditional items should be placed at the rear or side of a home or be screened from public view in some way. Consider painting additions such as these in a complementary or corresponding color scheme. If adding a rain barrel, please note that changes to copper gutters or downspouts require a COA or staff approval.



4.0. Existing Buildings and Materials

4.1 Wood

Although wood is not the most commonly used building material in Elm Heights, there are still many clapboard and a few shingle houses. Masonry homes and other structures have decorative embellishments and functional wooden features that play an important role in the character of the buildings. Other uses include fences, gates, and garden features around the neighborhood.

Preservation Goals for Wood

To retain, preserve, and restore original exterior wood siding materials, decorative embellishments, and functional wooden features through repair, cleaning, painting, and routine maintenance.



Guidelines for Wood

A Certificate of Appropriateness (COA) is required for the following bolded, numbered items. The bullet points that follow each numbered item further assist applicants with the COA process.

- I. Reconstruction of missing or installation of new functional or decorative wooden elements visible from the public right-of-way, such as doors, windows, siding, shingles, cornices, architraves, brackets, pediments, columns, balustrades, shutters, decorative panels, pergolas, trellises, fences, gates, and architectural trim.**
 - Replace missing elements based on accurate documentation of the original or use a compatible new design.
 - Consider substitute materials only if using the original material is inadvisable or unfeasible.
- II. Removal or covering of functional or decorative wooden elements as outlined above and facing or visible from the public right-of-way.**
 - Structurally sound, painted historic wood siding should not be replaced with new siding. Every effort should be made to retain and restore the original.
 - Historic wood siding, trim, or window sashes should not be replaced or covered with contemporary substitute materials.
 - Although paint color is not reviewed in the Elm Heights Historic District, graphics and lettering are not appropriate.



Things to Consider as You Plan

Wooden features and surfaces on a building should be maintained and repaired in a manner that enhances their inherent qualities and maintains their original character. A regular maintenance program can extend the life of wood for 200 years and more. Yearly inspection of surfaces and trim with prompt application of caulk and paint will keep repairs to a minimum. Do not attempt caulking, sealing, or carpentry repairs unless the area is clean, dry, and free of all loose material. Surface preparation is key to long-term success. Painting over dirt or chalking and scaling surfaces will cause adhesion problems, and any untreated mold or mildew will continue to grow and discolor new paint. Flexible sealants and paintable waterproof caulking protect wooden joinery from moisture penetration as the wood shrinks and swells. A sound paint film protects wooden surfaces from deterioration due to ultraviolet light and moisture.

Repair or replacement of deteriorated wooden elements or surfaces may involve selective replacement of portions in kind through splicing or piecing. Although wood is a renewable resource, new wood is less resistant to decay than the denser old-growth wood it is replacing. Specifying decay-resistant wood species and priming the back and ends with a quality primer prior to installation can extend the lifespan of replacement wood. Borates and other pathogen-killing agents can be used to treat rot and insect damage, and the application of a penetrating epoxy may help stabilize and replace the deteriorated portion of historic wood features or details in place. For wood elements particularly vulnerable to ongoing damage, such as window sills, column bases, and capitals, replacement with painted synthetic elements that replicate the original shape, texture, dimensions, and details may be a viable and cost-effective solution.

Many substitute siding materials are not as durable or environmentally friendly as wood. In evaluating a possible substitute material, careful consideration should be given to the sustainability of its manufacturing process and its lifespan as well as its physical characteristics. Resurfacing a wooden building with synthetic siding materials, such as aluminum, vinyl, asbestos, and asphalt, changes the shadow lines of the historic structure. Although we are led to believe these replacement products have a permanent maintenance-free finish, they eventually require repainting or replacement. Using impervious sheathing materials can endanger the historic structure by concealing maintenance issues such as insect infestations, water infiltration, and mold growth. At their best, synthetic sidings conceal the historic fabric of a building, and, at their worst, they remove or destroy the historic materials and craftsmanship so beautifully displayed in our area.



Lumber from trees that grew very slowly in a natural forest has narrow growth rings and a tight grain. It is stronger, harder, and more dimensionally stable than modern tree farm products and possesses superior rot and insect resistance.

4.2 Masonry

Limestone and brick are the most prominent and pervasive building materials in Elm Heights. The most historically notable examples of masonry are limestone homes and features as well as building elements, surfaces, and details executed in carved, cut, and split stone. Many limestone sculptors, cutters, and quarry owners built houses in the neighborhood during the peak of quarry production in the 20s and 30s. They proudly displayed their art and livelihood in the design and building of their homes and gardens. Even small bungalows and cottages have sturdy retaining and garden walls, foundations, steps, and benches made of this locally available resource. Although other masonry materials such as brick, sandstone, geodes, terra cotta, and stucco were used, limestone was queen.

Stately brick homes with limestone or wood embellishments are well represented in the neighborhood along with a 1926 school building. Examples of homes using sandstone, and tapestry, rusticated, or colored brick are scattered throughout the area. A few homes with striking clay and slate tile roofs, sometimes incorporating colors or patterns, also remain.

One of the key goals of the Elm Heights district is to preserve the local limestone heritage through careful stewardship of irreplaceable historic features.



Preservation Goals for Masonry

To retain and restore original exterior masonry surfaces, decorative embellishments, statuary, and functional features through repair, cleaning, tuck pointing, and routine maintenance.



Guidelines for Masonry

A Certificate of Appropriateness (COA) is required for the following bolded, numbered items. The bullet points that follow a numbered item further assist applicants with the COA process.

- I. Removal of masonry or stone features or structures that contribute to the historic character of the property.**
 - Retain masonry features and statuary that contribute to the historic character of a site. These include but are not restricted to structures, foundations, columns, arches, porches, decorative panels, patios, fenestration, balustrades, lintels, sills, key stones, spouts, brackets, flower boxes, steps, railings, copings, walks, walls, retaining walls, birdbaths, benches, urns, pots, sculptures, fountains, ponds, landscape edging, and barbeque grills.
- II. Reconstruction of, or change to, a historic masonry or stone feature, structure, or surface.**
 - Match mortar composition to historic construction and materials to prevent future damage to masonry or stone.
 - Retain and duplicate distinctive construction features and finish including bond and mortar patterns, width, profile, texture, and color.
 - Provide adequate drainage to prevent water from collecting around, behind, or under structures or features.
 - It is not appropriate to apply a waterproof coating to, or to paint, exposed masonry or stone.
- III. Addition of a permanent masonry or brick feature to a historic property.**

Things to Consider as You Plan

Masonry surfaces develop beautiful patina over time and should be cleaned only when heavy soiling or stains occur. Usually, gentle cleaning using a low-pressure water wash with detergent and the scrubbing action of a natural bristle brush will accomplish the task. Sandstone and limestone are very soft, absorbent materials and should not be treated or cleaned in the same manner as brick or concrete. Their porosity and easily sculpted nature make them vulnerable to etching, staining, and holding chemicals that can continue to act on the stone after it is rinsed.

Water infiltration, with subsequent damage to a masonry wall, is often the result of open or deteriorated mortar joints. Inspect and repair damaged areas promptly to prevent costly future rebuilding and replacements. If repointing or rebuilding of masonry is required, it is extremely important to match the original color, strength, and hardness of the historic mortar. Incorrect mortar composition that is too strong will damage surrounding stone and brick when natural expansion and contraction of the surface occurs. Mortar that is too soft will not give needed structural support, causing the joints to collapse and the repair to be repeated.

Water trapped behind or pooling around foundations, walls, and features causes damage when capillary action sucks water into the stone. This results in fracturing and dissolution of stone during the next freeze cycle. To prevent damage, dry and cover all concave limestone features like birdbaths and planters before freezing winter weather. Masonry sealers interfere with the natural ability of stone to evaporate moisture from its surface and can aggravate this problem. Trapped moisture will cause spalling (front of the masonry pops off), splitting, and delamination when winter temperatures return.

Painting masonry and stone surfaces is not a cost-effective or sustainable practice; it reduces breathability of the material and initiates a frustrating cycle of maintenance involving scraping, sandblasting, sealing, and repainting.

For more information on the care, upkeep, and restoration of limestone, see Section 7.2, Helpful Websites for Project Planning and Restoration Resources, among the Appendices.



There are several companies that can analyze mortar at an affordable price when you send them a sample.

4.3 Architectural Metals

Architectural metals hold a significant place in the history of Elm Heights. Metals have been an integral part of the detailing and the surfacing of homes, street elements, and site features since the original development of the neighborhood. The shapes, textures, and detailing of these metals reflect the nature of their manufacture, whether wrought, cast, pressed, rolled, or extruded. Traditional architectural metals, as well as more contemporary metals, are found throughout Elm Heights. These include copper, tin, terneplate, cast iron, wrought iron, lead, brass, and aluminum.

Metals are commonly used for roofing and guttering applications, such as standing-seam roofs, flashing, gutters, downspouts, finials, cornices, copings, and crestings. Original copper guttering and steel windows retain the charm and maintain the historical character of our area. Other architectural elements, including storm doors, vents and grates, casement windows and industrial sash, railings, hardware, decorative features, and trim work, are often crafted or detailed in metal. These details make Elm Heights not only spectacular to look at but also unique in appearance. Architectural metals also appear throughout Elm Heights in the form of fences, gates, streetlights, signs, site lighting, statuary, fountains, and grates.

Our neighborhood is also home to three Lustron houses. These prefabricated, enameled steel homes were produced following World War II in an effort to reduce housing shortages due to the return of service personnel.

Preservation Goals for Architectural Metals

To retain and restore the original architectural metals of buildings and sites through repair, coating, and routine maintenance.

Things to Consider as You Plan

Preserving architectural metal surfaces and details requires routine maintenance and regular inspection to prevent their deterioration due to the elements or structural fatigue. Early detection of corrosion in metal surfaces is therefore essential to reduce costs. Maintaining a watertight paint film is critical to the life of metal details. The removal of all rust, followed by priming with a zinc-based primer or other rust inhibitor is an important first step. Copper and bronze surfaces should never be painted as they develop a characteristic patina over time. When corroded metals become fragile, coating with a rust converter may be the best solution to halting further damage. Unpainted soft metal elements like brass or bronze hardware may be protected from corrosion with a clear lacquer following a proper cleaning.

If a feature of a painted metal element, such as a decorative cornice, is missing or deteriorated, replacement in kind may not be feasible. In such a case, the replication of the detail in fiberglass, wood, or aluminum may be appropriate.

Asphalt products such as roofing tar can corrode metals and should never be used to patch flashing or other metal surfaces.

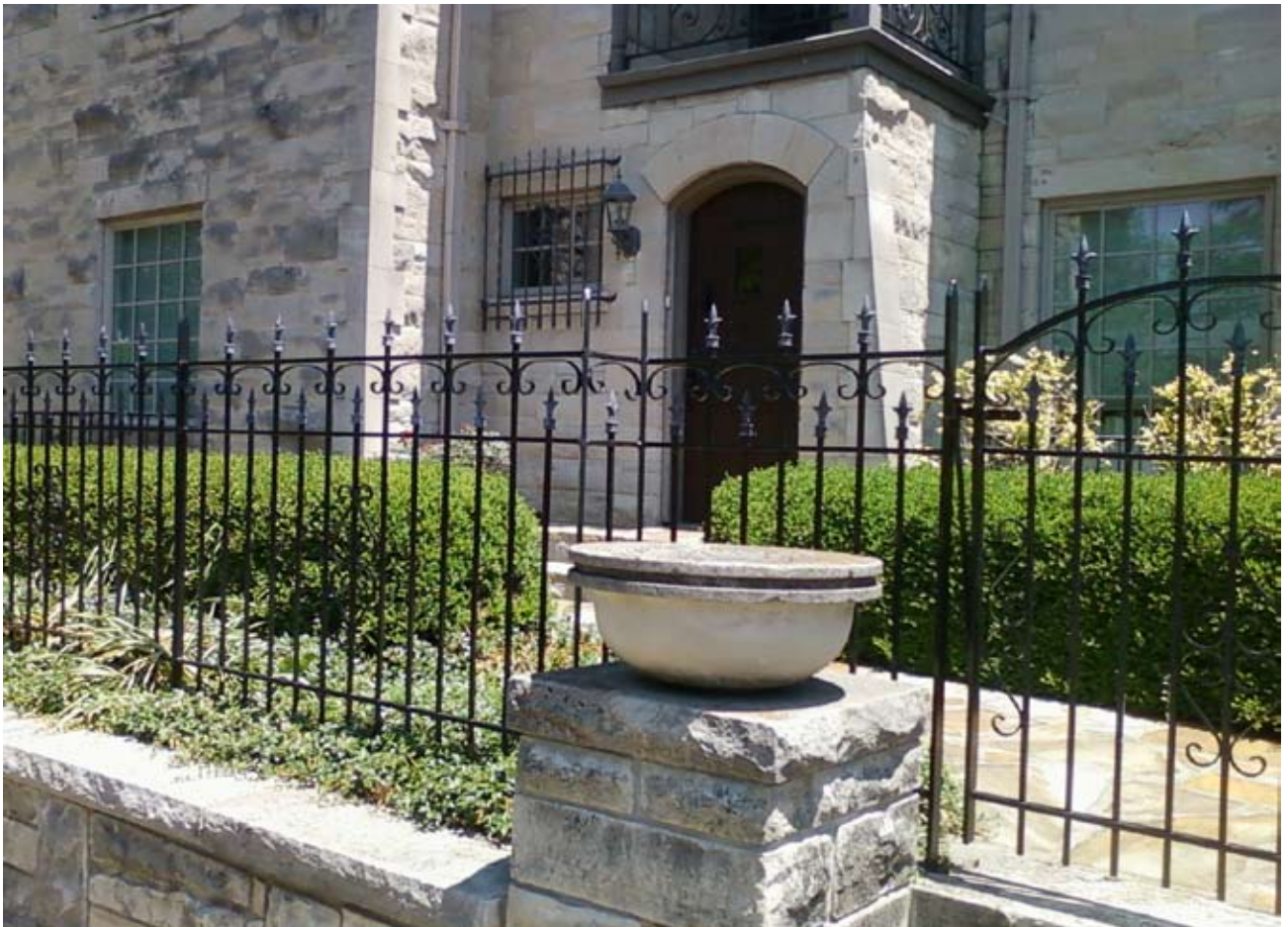
The care of metals can be a complicated and complex task. Consult with a specialist or the Historic Preservation Commission to best restore or maintain all metal features.



Guidelines for Architectural Metals

A Certificate of Appropriateness (COA) is required for the following bolded, numbered items. The bullet points that follow each numbered item assist applicants with the COA process.

- I. Removal, replacement, or restoration of existing architectural metal elements including roofing and gutter applications, steel windows, casement windows and industrial sash, storm doors, vents, grates, railings, fencing, and all decorative features of architectural metal elements that are integral components of the building or site and visible from the right-of-way.**
 - Replace missing elements based on accurate documentation of the original or use a compatible new design. Consider compatible substitute materials only if using the original material is not technically feasible.
- II. Addition of permanent metal features including but not restricted to: buildings, roofs, doors, windows, trim, fencing, and other architectural elements.**
 - The installation of new metal garden artwork or decorative item(s) does not require a COA.



4.4 Roofs

The Elm Heights Historic District is exceptional in the use of fine roofing materials that are increasingly rare in modern construction. Be aware that the salvage value of these materials alone may entice some contractors to suggest replacement. Any change in materials requires a COA. Some of these materials are associated with a specific style of architecture, for example, tile roofs on Spanish Colonial homes. Others are associated with higher-quality construction: slate is a more lasting investment than asphalt shingling. Roof shapes may also illustrate styles of architecture. In Elm Heights, the most common style of house is Colonial Revival. Colonial-style roof shapes are often an assemblage of simple rectangular forms and are usually side-gabled. In this style, additions on either side of the principal roof of the house may have flat roofs with balustrades, a popular sunroom type. This is a typical form that may be appropriate for new additions on existing colonial homes. Roofs are a key element expressing the quality, level of detail, and substance of the historic district as a whole.



Preservation Goals for Roofs

To ensure the structural soundness of the building by preventing moisture damage.

To retain and restore original roofs and special features, such as unique materials, cresting, box gutters, dormers, cornices, cupolas, and chimneys where they are significant to the design of the building, through routine maintenance and repairs.

To minimize impacts to historic roofs and street views through appropriate design when adding new features, room additions, or energy retrofits.



Guidelines for Roofs

A Certificate of Appropriateness (COA) is required for the following bolded, numbered item. The bullet points that follow the numbered item further assist applicants with the COA process.

- I. A change in the appearance, either shape or materials, of a roof or roof feature, including guttering.**
 - Replace only the deteriorated portion of a historic roof and use substitute materials only if using the original material is not technically feasible. If full replacement is necessary, replace it “in kind,” matching the original in materials, scale, detail, pattern, and design.
 - If a historic roof feature is completely missing, replace it with a new feature based on accurate documentation of the original feature or a new design compatible in scale, size, material, and color with the historic building and district.
 - If new gutters and downspouts are needed, install them so that no architectural features are lost or damaged. For modest postwar roofs, galvanized metal may be an appropriate choice. Retain the shape of traditional half-round gutters and downspouts. Historically, copper guttering is not painted.
 - When attempting to introduce new roof features such as skylights, dormers, or vents, locate them so as to minimize damage to the historic roof design, character-defining roof materials, or the character of the historic district.
 - Install equipment such as solar collectors or antennae in locations that do not compromise roofs of significant durability (clay or slate) and on roof slopes less visible from the street.

Things to Consider as You Plan

Historic roofs should be preserved using methods for resetting or reinforcing rather than replacement. See Preservation Briefs in Section 7.2 #4 General Information about Roofs, #19 Wood Shingles, #29 Slate Shingles, and #30 Tile Shingles (website <http://www.nps.gov/tps/how-to-preserve/briefs.htm>). Do not walk on roofs made of clay tile or slate. Use scaffolding to distribute weight and prevent damage.

The best way to preserve is always to provide timely maintenance of historic materials. A routine maintenance of regular roof inspections, gutter cleaning, and flashing replacement is advisable. When wind damage occurs, the anchors for shingling should be checked. Adequate ventilation of roof sheathing can prevent premature curling and rippling. The distinctive shape of half-round gutters is typical for exposed gutters and preserves cornice crown molding, although some K-style gutters are original to later homes in the neighborhood.

Although most homes today use asphalt or fiberglass tab shingles, roofs made of historic durable and natural materials can last far longer. The life span for slate or tile roofs, if well maintained, can easily reach 200 years, and they are frequently repairable without wholesale replacement.

Historic roofs create distinctive effects through shapes, materials, or color. Because they usually define an architectural style, the view from the front facade is the most important. This view provides the most public benefit. If existing roofing material must be replaced, and it is a rare or unique type that is not readily available, then a compatible substitute material should be selected that closely resembles the original. Retaining or replacing in kind is important if a roofing material obviously reflects a particular architectural style. Several Elm Heights bungalows illustrate the deep overhanging eaves that were designed to shade the house from direct sunlight and to naturally cool the air. This was a trait of the Craftsman style and it provides real practical utility. The owner of a Craftsman home may be able to manage warmer temperatures just by using the double-hung window system and taking advantage of the shade provided by the deeper eaves.

The vast majority of roofs in Elm Heights are fiberglass or asphalt shingle, and their historic significance is slight so they do not require a COA for replacement. Even the best quality fiberglass shingle roofs will last only 20 to 30 years before going to the landfill. Metal roofs, with proper maintenance, can also last 100 years. The paint coating on metal roofs should be maintained in good condition.

Adding solar collectors that optimize panel efficiency yet are sensitively placed on historic roofs can be a challenge. It is best to first look for roof planes not visible from the street and in areas where historic roof features will not be damaged. See Section 5.5, Sustainability and Energy Retrofits, for more in-depth guidelines on new technology.



4.5 Windows and Doors

Windows and doors are important character-defining features of a building. They present the public “face” of the building and lend texture, movement, and color changes that create interest. Those windows and doors with unusual shapes, colors, or glazing patterns or which are of an unusual material are particularly important character-defining features that generally cannot be replicated.

Although many types of windows are found in Elm Heights’ homes, a majority of those found in early houses are wooden double-hung windows and metal casement windows. Each sash, depending on the style and the age of the house, may be divided, usually by muntins that hold individual lights (panes) in place. Large multi-paneled, metal frame windows are common in the larger limestone and brick homes. The introduction of mass-produced metal windows and doors contributed to the variety of configurations (like picture windows and clerestories) found in postwar architecture, such as the Lustron houses in Elm Heights.

Doors with various panel configurations as well as a combination of solid panels and glazing are found throughout the neighborhood. Of special note are the round-topped entrance doors, many with distinctive glass inserts and detailing. Decorative stained, beveled, and etched glass is sometimes found, often in entry sidelights and transoms or individual fixed sash.



Preservation Goals for Windows and Doors

To retain and restore the character-defining windows and doors with their original materials and features through cleaning, repair, painting, and routine maintenance.

Guidelines for Windows and Doors

A Certificate of Appropriateness (COA) is required for the following bolded, numbered items. The bullet points that follow each numbered item further assist applicants with the COA process.

- I. Removal of any window or door or its unique features outlined above and visible from the public right-of-way.**
 - If original windows, doors, and hardware can be restored and reused, they should not be replaced.
- II. Restoration, replacement, or installation of new windows or doors and their character-defining features that are visible from the public right-of-way, including sashes, lintels, sills, shutters, awnings, transoms, pediments, molding, hardware, muntins, or decorative glass.**
 - Replace missing elements based on accurate documentation of the original.
 - Consider salvage or custom-made windows or doors to ensure compatibility with original openings and style.
 - New units or materials will be considered for non-character-defining features and when the use of the original units or materials has been determined to be inadvisable or unfeasible.
 - Inappropriate treatments of windows and doors, particularly in the primary facades, include:
 - a) creation of new window or door openings
 - b) changes in the scale or proportion of existing openings
 - c) introduction of inappropriate styles or materials such as vinyl or aluminum or steel replacement doors
 - d) addition of cosmetic detailing that creates a style or appearance that the original building never exhibited.
 - Install shutters only when they are appropriate to the building style and are supported by evidence of previous existence. Proportion the shutters so they give the appearance of being able to cover the window openings, even though they may be fixed in place.
 - Install awnings of canvas or another compatible material. Fiberglass or plastic should generally be avoided; however, metal may be appropriate on some later-era homes.
- III. Installation of new storm windows or doors visible from the public right-of-way.**
 - Wood-frame storm windows and doors are the most historically preferred option. However, metal blind-stop storm windows or full-light storm doors are acceptable. All should be finished to match the trim or be as complementary in color to the building as possible.

Things to Consider as You Plan

Because rehabilitation projects frequently include proposals to replace doors, window sashes, or even entire windows in the name of improved security, thermal efficiency, or new appearance, it is essential that the contribution of the windows and doors to the overall historic character of the building be assessed together with the physical condition before specific repair or replacement work is undertaken. Improper or insensitive treatment of the windows and doors of a historic building can seriously detract from its architectural character.

Repairing the original windows in an older home is more appropriate, sustainable, and cost-effective than replacing them with new ones. Life-cycle cost analyses indicate replacement windows do not pay for themselves with energy savings. Replacement windows have a finite life, and once historic windows are replaced, the owner will need to replace them cyclically. Wood windows also have a lower carbon footprint than their vinyl counterparts. Please refer to the R-Factor computations included in the Appendices.

Routine maintenance and repair of historic wood windows is essential to keep them weathertight and operable. See also Section 7.2. Peeling paint, high air infiltration, sticking sash, or broken panes are all repairable conditions and do not necessitate replacement. Wood windows are generally easy and inexpensive to repair. For example, changing a sash cord is relatively simple, and lightly coating a window track with paste wax may allow the sash to slide smoothly. The inherent imperfections in historic glass give it a visual quality not replicated by contemporary glass manufacturing and such glazing should be retained.

Refer to the sections on Wood Section 4.1, or Architectural Metals Section 4.3, for further assistance with repairs and maintenance.



5.0 Additions, Retrofits, and New Construction

Elm Heights is known for its eclectic interpretation of traditional styles such as Art Deco, Spanish, Tudor, and Colonial Revival. Decorative influences from around the world can be seen throughout the district. The historic district encompasses buildings dating from the 1850s up through the 1950 Lustron houses. While the neighborhood includes a wide spectrum of styles, the predominant historic style era remains that of 1920-1930.

There is also great variation in the size of homes in Elm Heights; many are very modest when compared to new subdivision houses. Traditionally, it has been popular to expand the living-space envelope of these houses by adding rooms at the back or side and by developing outdoor living spaces with patios, terraces, and decks. Larger homes are placed on double lots and set well back from the street, giving them a gracious front yard and a smaller private area in the back.

It is our goal to preserve the historic integrity of the district while allowing for changes that enhance its livability for the residents. Sometimes, change is necessary or desirable for older homes to fulfill their function as the needs of the owner change. Most or all of these changes should be made in a manner that can be reversed and should not damage or remove irreplaceable historic materials or elements.



5.1 Additions and New Construction

Many types of additions can be appropriate as long as they do not damage the home's historic features, materials, and style, or the spatial relationships that characterize the original building and site. Although additions and new construction must be compatible with surrounding historic properties, it should be noted that no two houses in the district are alike and therefore creativity and individuality in interpreting a historic design will be considered. Changes to non-contributing houses are held to less restrictive standards than those to contributing properties, but additions and setting elements will still require review.

Preservation Goals for Additions and New Construction

To harmonize with adjacent and neighborhood buildings in terms of height, scale, mass, materials, spatial rhythm, and proportion when designing additions and buildings.

To preserve the historic character and elements of contributing properties and their surroundings during new construction of compatible buildings and additions.



Guidelines for Additions and New Construction

A Certificate of Appropriateness (COA) is required for the following bolded, numbered items. The bullet points that follow each numbered item further assist applicants with the COA process.

I. Construction of new buildings and structures.

- Design new houses and other structures to be compatible with, but distinguishable from, surrounding historic buildings.
- New buildings should be compatible with surrounding contributing properties in massing, proportion, height, scale, placement, and spacing.
- New construction should echo setback, orientation, and spatial rhythms of surrounding properties.
- Roof shape, size of window and door openings, and building materials should be primarily compatible with any structure already on the property and secondarily with surrounding contributing properties.
- Design new buildings so that the overall character of the site is retained, including its topography, any desirable historic features, and mature trees.

II. Construction of additions.

- Locate additions so as not to obscure the primary facade of the historic building.
- Retain significant building elements and site features, and minimize the loss of historic materials and details.
- Size and scale of additions should not visually overpower the historic building or significantly change the proportion of the original built mass to open space.
- Select exterior surface materials and architectural details for additions that are complementary to the existing building in terms of composition, module, texture, pattern, and detail.
- Additions should be self-supporting, distinguishable from the original historic building, and constructed so that they can be removed without harming the building's original structure.
- Protect historic features and large trees from immediate and delayed damage due to construction activities.
- Sensitive areas around historic features and mature trees should be roped off before demolition or construction begins.

Things to Consider as You Plan

For both additions and new construction, retaining a specific site's topography and character-defining site features assures compatibility. This is especially critical during new site development. The descriptions and guidelines included in Neighborhood Site and Setting, Section 3, will be useful for ensuring the compatibility of proposed site development within the historic district. The guidelines for various site features, including driveways, fences, lighting, garages, mature trees, and plantings, apply to both existing site features and proposed development. Consistency in setback, orientation, spacing, and distance between adjacent buildings creates compatibility within the district. The proportion of built mass to open space should remain consistent with that in surrounding areas to ensure the compatibility of both additions and new construction.

The principal visual elements that distinguish additions and new buildings are their height, form, massing, proportion, size, scale, and roof shape. Additions should be compatible with but discernible from the original historic building and should not diminish it in size and scale. Careful analysis of the adjacent historic buildings is valuable for determining how consistent and, consequently, how significant each of these criteria is in judging how compatible your new construction is with regard to its surroundings. It is especially important to consider the overall proportion of the building's front elevation because it will have the most impact on the streetscape. Similar study of materials, building features, and details typical of existing buildings along the street will provide a vocabulary to draw upon when designing a compatible building. Consideration should be given to the spacing, placement, scale, orientation, and size of window and door openings as well as the design of the doors and the windows themselves. In additions, exterior surface materials, architectural details, and window and door openings should reflect those of the original house.

Elm Heights encourages the implementation of sustainability in all new construction, including LEED principles, solar options, and low-carbon-footprint building materials and methods. Landscaping in a sustainable manner is highly desirable within the historic district, including retaining large trees and minimizing ground disturbance to protect critical root zones.

5.2 Patios, Terraces, and Decks

Lovely historic terraces and patios of both brick and limestone can be seen throughout Elm Heights. Outdoor entertainment and relaxation areas were commonly built into the design of many of the homes in the neighborhood; they included porches, patios, and both at-grade and rooftop terraces. Their appropriate placement is dependent on the house's style.

Preservation Goals for Patios, Terraces, and Decks

To preserve original patios and terraces and encourage historically correct addition of new ones.



Guidelines for Patios, Terraces, and Decks

A Certificate of Appropriateness (COA) is required for the following bolded, numbered items. The bullet points that follow each numbered item further assist applicants with the COA process

- I. The removal or reconstruction of patios, terraces, or decks.**
- II. The addition of new patios, terraces, or decks.**
 - New patios or terraces should avoid disturbance of a property's character-defining features and be subordinate to the scale and mass of the home.
 - Appropriately scaled, landscaped, and constructed patio seating areas may be permitted in front of the primary facade of the house with permission of the BHPC.
 - Employ materials appropriate to the neighborhood, such as stone, brick, or materials suggested by the style of the house, when constructing any additions.
 - Decks should be constructed well behind the primary facade. Although wood is the preferred building material, some composite decking materials may be considered.
 - All new construction should be self-supporting, not anchored into masonry foundations, and be removable without destroying historic materials.

Things to Consider as You Plan

If a deck is being planned as an addition, consult with the BHPC for compatible materials. Wood decks must be sealed and require regular maintenance, so you may wish to consider a terrace or patio instead for a more maintenance-free structure. While decks are often added to the rear or side elevations of the house to lessen their street visibility, roof terraces on the side of the house are always visible from the street.



Rubber membranes are often used to give old rooftop terraces new life; consider painting the top of your new black membrane with an elastomeric reflective coating to make it more comfortable to walk on and to save on air conditioning.

5.3 Garages and Service Buildings

Most of the Elm Heights district was built with both the car and the pedestrian in mind. Most of the area is platted with alleys to give access to both attached and detached garages. The attached garage at that time was a novelty and its design was executed in various ways around the neighborhood. There are many instances of garages directly under the house, which made them extremely inconspicuous from the street. Others were quite small and set back from the front facade with 2nd floor living spaces or a terrace above. The car of this time was very narrow. As cars outgrew the attached garages, many were repurposed as living space. The most common type of garage was detached, matched the house in both building material and style, and was accessed from an alley.

Service buildings were less common than in the surrounding countryside and mostly used for storing gardening supplies or relaxing and entertaining. Occasionally these small buildings were designed with a fireplace or grill and seating.



Preservation Goals for Garages and Service Buildings

To retain and restore original garages and service buildings along with their inherent materials and features through cleaning, repair, and routine maintenance.

Guidelines for Garages and Service Buildings

A Certificate of Appropriateness (COA) is required for the following bolded, numbered items. The bullet points that follow a numbered item further assist applicants with the COA process.

- I. Removal of a historic garage or service building.**
- II. Changes to, or construction of, garages or service buildings.**
 - New construction and additions should follow Section 5.1, Additions and New Construction
 - Avoid the choice of pre-manufactured sheds or service buildings that are uncharacteristic of the surrounding neighborhood. They may be considered if sufficiently screened from view.
 - New structures should be sited with regard for the historic orientation of the house and with care for their impact on the site.
 - New garages and garage additions should be accessed by alleyways when available and appropriate and away from the primary facade whenever possible.



5.4 Porches and Porticos

Front porches and entrance porticos are often the focus of historic homes as they distinguish the street facade. Together with their functional and decorative features such as doors, steps, balustrades, pilasters, entablatures, and trim work, porches and porticos can be extremely important in defining the overall historic character and style of a building. In Elm Heights, porches and porticos vary in size, height, material, and covering. The materials used are either the same as the primary structure or are a complementary material, such as a wood porch on a brick or limestone house. Overall, porches and porticos draw attention to the entrance and its features, such as transoms, sidelights, architraves, and pediments. Likewise, some entrances have only an uncovered stoop, drawing further attention to the doorway features. Additional information concerning new construction of rear porches and decks can be found in Section 5.1, Additions and New Construction, and Section 5.2, Patios, Terraces, and Decks.

Preservation Goals for Porches and Porticos

To retain and restore original porches and porticos and their inherent materials and features through cleaning, repair, and routine maintenance.

Things to Consider As You Plan

Front porches are not just design features; traditionally, they served many different functions including as entertainment and relaxation areas. They also provide places for interaction between the community and the home owner, connecting the residents with both neighbors and passersby. When designing your front porch, consider not only its appearance but also how you and your family will use it in the future.

Historically open porches and porticos should be maintained in their open state. If original porch or portico materials or features are deteriorated beyond repair, when feasible they should be replaced with components of the same material and design.



Guidelines for Porches and Porticos

A Certificate of Appropriateness (COA) is required for the following bolded, numbered items. The bullet points that follow each numbered item further assist applicants with the COA process. Also refer to Section 7.2 Web Sites for Project Planning and Restoration Resources for additional guidance.

- I. Removal of any porch, portico, or its materials or features outlined above and visible from the public right-of-way.**
 - The retention of all architectural metal elements is encouraged. If replacement is necessary, consider in kind replacement over substitute materials if feasible.
 - The enclosure of historically open front porches and porticos is discouraged. Increased flexibility is given for porch and portico enclosures along secondary facades. However, all proposals for enclosure require a COA.
- II. Reconstruction of missing, or the installation of new, functional or decorative porch or portico elements that are integral components of the building or site and visible from the public right-of-way, such as doors, steps, balustrades, pilasters, entablatures, and trim work.**
 - Replace missing elements based on accurate documentation of the original or use a compatible new design.
 - Consider compatible new materials only if using original materials is inadvisable or unfeasible.
 - Porches or porticos that are not original but have gained historical or architectural significance in their own right should be retained. However, new porch or portico elements should not be introduced that create a false historical appearance.
 - Refer to the guidelines for Additions and New Construction, Section 5.1, for design assistance when constructing new porches or porticos.



5.5 Sustainability and Energy Retrofits

As discussed in Section 2, sustainability efforts and historic preservation are mutually reinforcing activities. This section addresses two specific aspects of the synergy – the preservation of historic features that support sustainability and the implementation of new technologies to enhance it.

Many pre-1950 buildings were built with resource and energy efficiency in mind. Construction methods focused on durability and maintenance, resulting in individual building features that can be repaired if damaged. Buildings were also built to respond to local climate conditions and often integrate passive and active strategies for year-round interior climate control, thereby increasing energy efficiency. Passive strategies typically include building orientation and features such as roof overhangs and windows to provide both natural daylight and management of solar heat gain. Active strategies typically include operable building features such as awnings and double-hung and transom windows. Landscape features, such as mature shade trees and other plantings, can also play important roles in energy conservation. Guidelines elsewhere in this document are designed in part to preserve these historic sustainability features.

Sustainability involves more than just preservation of historic features. Modern historic district design guidelines need to address retrofits for resource conservation and clean energy production that employ new methodologies. Guidelines must also accommodate rapid changes in both attitudes toward sustainability and the supporting technologies. The guidelines in this section are meant to encourage a flexible approach to the implementation of energy-producing or -conserving retrofits. The goal is to achieve solutions that are workable and cost effective but also preserve the historic character of the district. The guidelines are written with the intent that they can be readily adapted as the science and technology of sustainability evolve.

Preservation Goals for Sustainability and Energy Retrofits

To maintain, repair, restore, and enhance a building's historic sustainability features that promote production or conservation of energy and other resources.

To preserve the historic character of the building and its surroundings by balancing sensitive installation and efficient placement.



Guidelines for Sustainability and Energy Retrofits

A Certificate of Appropriateness (COA) is required for the following bolded, numbered items. The bullet points that follow each numbered item further assist applicants with the COA process.

- I. Installation of exterior mechanical systems, such as attic vents, heating systems, air conditioners, geothermal systems, or other utilities.**
 - Install and locate new systems to minimize alteration of the building's exterior facades, historic building fabric, and site features. Damaging, obscuring, or causing the removal of significant features, materials, or objects should be avoided.
 - When feasible, installations should be reversible so that they can be removed and the original character of the building and/or site restored.
 - New systems may be screened from view with plantings or low fencing.
- II. Construction of a passive solar energy collection system.**
 - Due to the likelihood of significant alteration of a historic building with construction, locate a passive system in a secondary location such as a new wing or addition. Refer to the guidelines in Section 5.1, Additions and New Construction, for assistance.
- III. Installation of solar attic fans, solar collectors, solar hot water systems, and other similar energy-generating technology.**
 - Install systems to avoid obscuring significant building or site features or adversely affecting the perception of the overall character of the property.
 - Installations visible from the street can be considered when placement elsewhere is not feasible. Consider installing retrofits on an addition, on a secondary structure (e.g., a garage or garden shed), in a side or rear yard, or on yard features (e.g., a pergola or arbor).
 - Minimize damage to or removal of significant features. Use the least invasive practical method to attach systems to a historic roof.
 - When mounting energy generation systems, consider threats to the structural integrity of the building, including load-bearing capacities, such as excessive weights, water infiltration, and forces generated by windstorms.
 - To minimize visibility, mount collectors below the ridgeline of a sloping roof and parallel to the roof slope. Reflective exposed hardware, frames, and piping should be consistent with the color scheme of the roof and/or primary structure; matte finishes of black, brown, or gray are suggested.

Things to Consider as You Plan

Identifying a building's inherent sustainable features and operating systems and maintaining them in good operating condition are important early steps toward energy conservation. In some cases, these features may be covered, damaged, or missing, so it is ideal to repair or restore them. This helps retain the building's historic integrity. Additionally, typical retrofit measures include introducing storm windows and doors and adding weather stripping, caulk, and insulation. Installing more efficient mechanical systems also saves energy. Although window replacement is thought to provide substantial improvements in energy efficiency, this is often not the case, as discussed in Section 4.5, Windows and Doors. The most substantial areas of energy loss often result from insufficiently insulated attics and walls, the chimney-effect caused by holes and gaps in the wall, floor, and ceiling systems, and windows and doors with insufficient weather stripping. All of these issues can be corrected through standard and economical retrofit procedures.

A historic building's inherent energy efficiency can be augmented by integrating newer energy technologies. With thoughtful planning, it is possible to install these technologies while maintaining the historic integrity of the building and its setting. In some cases, trees may be removed to allow for effective PV installations. The installation of solar collectors is becoming more widespread as advances in technology improve their feasibility for homeowners. When planning any alternative energy installation, thoughtful and balanced

consideration should be given to the various factors involved, including operational efficiency, cost effectiveness, and impacts to the building and setting. However, as technology and society's understanding of sustainability continue to develop, so too will the methods for integrating these technologies with a historic building.

Shade trees, mature plantings, guttering systems, porches, awnings, and operable windows, transoms, shutters, and blinds are traditional ways to mitigate climate that still work if used judiciously. The installation of rain barrels does not require a COA but, where possible, rain barrels should be located away from the front facade and screened with plantings. Consider using materials that are either complementary or subordinate to the building's materials. For additional energy retrofit assistance, refer to the websites listed under Things to Consider as You Plan in Section 4.5, Windows and Doors.

Solar photovoltaic (PV) systems are dropping in cost as demand for them increases. During daylight hours, if a solar PV installation produces more power than you can use, it will run a Duke Energy electrical meter backwards. More information about solar PV systems can be obtained through the Southern Indiana Renewal Energy Network (sirensolar.org).

5.6 Accessibility, Safety, and Aging in Place

Many people who grew up in this neighborhood have chosen to remain and grow old here or have returned in order to retire, rendering it essential for us to ensure that they can comfortably age in place. Their presence contributes to the stability of the neighborhood as they invest time, money, and affection in keeping their houses in excellent condition while continuing to improve them. Elm Heights is a great place to raise children, have fun, work, retire, and age gracefully. The neighborhood's beauty encourages pedestrian and bicycle traffic, and its proximity to entertainment, parks, and shopping make it very livable for people of all ages and physical abilities. Accessibility, however, most often requires adjustments to accommodate people with restricted or limited mobility. The guidelines in this section, therefore, aim at improving safety and accessibility to a residence while preserving its exterior historic facades. Simply put, this means allowing for external changes that do not harm the original edifice and are ultimately reversible, such as level entry to the home through ramps, technological additions such as lifts or electric garage door openers, and enhanced security measures such as motion-detector lights and alarms.

Preservation Goals for Accessibility, Safety, and Aging in Place

To preserve and protect the historic and character-defining features of a building while temporarily altering it for accessibility and safety.

Guidelines for Accessibility, Safety, and Aging in Place

A Certificate of Appropriateness (COA) is required for the following bolded item. The bullet points that follow it further assist applicants with the COA process. Also refer to Section 7.2 Helpful Websites for Project Planning and Restoration Resources, for additional guidance.

- I. Exterior accessibility modifications visible from the public right-of-way.**
- Designs should be consistent with the prominent features of the house such as scale, proportion, and materials and be installed in a reversible manner.
 - When developing a project for special needs access, consult the specific sections of these guidelines for the areas that will be affected.
 - Develop a plan and consult with the BHPC before submitting a formal application for the Commission's consideration.
 - All new construction should be self-supporting, not anchored into masonry foundations, and be removable without destroying historic materials.
 - If a historic feature must be removed for an accessibility issue, then it must be safely stored and reinstalled when accessibility is no longer an issue.

Things to Consider as You Plan

Elm Heights was built in an era when full basements with raised foundations were a popular design feature. This is a major accessibility concern, and we feel it is imperative that our guidelines provide ways for people to safely negotiate stairs, grades, and entryways in our historic homes, sidewalks, and yards. Since few historic houses in our neighborhood were built employing the principles of Universal Design, i.e., houses and features that are accessible for all and easy to use, temporary changes must be considered that will make houses more user-friendly for all, but especially for those who are elderly or have difficulty managing certain features of the residence, such as lighting, heavy original garage doors, fencing, and entry mechanisms.

While these guidelines do not cover internal changes, there are many websites and organizations that can offer suggestions about making your house more user-friendly (or accessible), such as placement of electrical sockets, positioning of storage, reduced height of bathroom and kitchen features, etc. With regard to external features, a major concern is to provide ways of avoiding stairs by building temporary ramps or lifts.

Historic steps, foundations, and features should not be damaged or endangered by construction of a ramp or lift. Ideally, ramps or lifts should be screened from public view, perhaps by tasteful plantings, and located on the side and rear facades of the house when feasible.

Another concern is ensuring the safe use of stairs by the addition of railings. When adding railings to already-existing stone stairs, anchor the railing in the ground or on the porch without drilling holes in the stone. Any damage to stone steps, such as drilled holes, could cause water infiltration and cracking and thus should be avoided.

Likewise, the replacement of an original garage door with an electric one should be accomplished with the idea that the original should be reinstalled when the electric door is no longer needed. Improving accessibility may include the use of keypads or levers on doors; this may necessitate substitution of the historic hardware on the door but should be done in such a way that the original could be reinstalled subsequently.

All modifications for the purposes of accessibility and safety should comply with the requirements set out by the various city, county, and federal building codes that govern safety and accessibility, including the requirements of the Americans with Disabilities Act.



6.0 Relocation and Demolition

The purpose of a local historic district is to preserve and protect the buildings, settings, and places of architectural and historical significance to a neighborhood or community. This makes it inappropriate to remove structures that have been listed as contributing to a district.

Most construction within the Elm Heights Historic District took place between 1920 and the 1940s. The houses that had already been built in the area were carefully worked into the fabric of the new community. Along with their more modern brethren, these older homes create a district rich in architectural diversity.

Preservation Goals for Relocation and Demolition

To protect the contributing homes and structures that together constitute the historic district.

To preserve the historic context and value of the district by discouraging the relocation of its contributing structures.

Things to Consider as You Plan

The replacement of demolished or relocated structures should follow the guidelines provided in Section 5.1, Additions and New Construction, except for the situation presented below in the fourth bullet of the second guideline.

Preservation in the Elm Heights Historic District extends to architectural features other than just the principal structure. Since demolition and relocation can affect all aspects of a property and the surrounding area, a COA to remove a structure or feature does not apply to the entire property. When planning your project, make sure to include mature trees and other features, like historic garages, walls, fences, sculptures, and cisterns, when presenting your plan to the BHPC. See Sections 3.1 through 3.6 in Neighborhood Site and Setting for more information.

Refer to Section 2.0, Historic Preservation and Sustainability, under Environmental Health to find more information on the topic of sustainability and demolition.

Guidelines for Relocation and Demolition

A Certificate of Appropriateness (COA) is required for the following bolded, numbered items. The bullet points that follow each numbered item give some examples the BHPC may consider valid reasons to grant a demolition or relocation. The condition of a building or structure resulting from neglect shall not be considered grounds for demolition.

I. Relocation, either within or outside the district, of primary, secondary, and accessory structures, including contributing walls and fences.

- Relocation is necessary to allow development that, in the Commission's opinion, is of greater significance to the preservation of the district than is retention of the structure in its original location.
- Any relocated structure should be compatible with the contributing architecture surrounding its new site relative to style, setting, scale, and era.
- Upon further consideration by the Commission, the historic or architectural significance of the structure is such that it does not contribute to the historic character of the district.

II. Demolition of all primary, secondary, and accessory structures, including contributing walls and fences.

- The structure poses an immediate and substantial threat to public safety as interpreted from the state of deterioration, disrepair, or structural instability.
- Upon further consideration by the Commission, the historic or architectural significance of the structure is such that it does not contribute to the historic character of the district.
- The demolition is necessary to allow development that, in the Commission's opinion, is of greater significance to the preservation of the district than is retention of the structure, or portion thereof, for which demolition is sought.
- The structure is accidentally damaged by storm, tornado, fire, flood, or other natural disaster. In this case, it may be rebuilt to its former configuration and materials without regard to these guidelines if work is commenced within 6 months.
- The structure or property cannot be put to any reasonable economically beneficial use without the approval of the demolition.

7.0 Appendices

7.1 Glossary of Terms

Alley - A public right-of-way owned by the city, usually providing rear access to parking or utility easements.
Improved alley: A secondary public thoroughfare either paved or graveled.
Unimproved alley: An alley that appears on plat maps but is unimproved and is still owned by the city.
Vacated alley: An alley that is no longer owned by the city and that has been sold or given to private owners.

Bloomington Historic Preservation Commission- This statutory commission is charged with the preservation of historic buildings, structures, sites, and objects within the city limits.

Certificate of Appropriateness (COA)- An authorization by the Historic Preservation Commission to be attached to the building permit when work occurs in historic and conservation districts.

Building Classification-
Outstanding: The “O” rating means that the property has sufficient historic or architectural significance that it is already listed, or is eligible for individual listing, in the National Register of Historic Places. Outstanding resources can be of local, state, or national importance.
Notable: A rating of “N” means that the property does not merit the outstanding rating, but it is still above average in its importance. A notable structure may be eligible for the National Register.
Contributing: A “C” rating means the property is at least forty years old, but does not meet the criteria for an “O” or “N” rating. Such resources are important to the density or continuity of the area’s historic fabric. Contributing structures can be listed on the National Register only as part of a historic district.
Non-contributing: Property rated “NC” is not included in an inventory unless it is located within the boundaries of a historic district. Such properties may be less than fifty years old, or they may be older structures that have been altered in such a way that they have lost their historic character, or they may be otherwise incompatible with their historic surroundings. These properties are not eligible for the National Register.

Element and Feature- These two words are often used interchangeably in this document but usually a feature (porch) is made up of several elements (rails, materials, brackets, pillars, etc.).

Facade - The exterior wall of a building.
Primary facade: An exterior wall facing a primary street, frequently including the main entrance to a building and its most elaborate structural features.
Secondary facade: is a building side of lesser importance that can face either a secondary street or an alley.

Historic Districts-
Local Historic District: A single site or group of resources that requires design review and approval for all exterior

changes including demolition.

Conservation District: Resources that require review for new construction, demolition, or relocation. A conservation district may elevate to a full historic district by the vote of its owners after three years.

National Register of Historic Places-A compilation of buildings with historic and/or architectural value sufficient to be recognized on a national list. It does not provide protection against demolition or design changes, unless the changes are funded with federal money.

State Register of Historic Places- A compilation of historic buildings recognized by the state of Indiana. It does not provide protection against changes or demolition unless accomplished with state funds.

Indiana Historic Sites and Structures Inventory- A continually updated list of properties that are deemed architecturally or historically significant to the community.

In-Kind- Using exactly matching materials in the repair of a feature.

Invasive Species- Non-native plants or animals that proliferate and overwhelm a local ecology.

Muntins- Wood or metal elements that separate and hold panes of glass in a window.

Replacement inkind- Repairs that do not visibly change the materials or appearance of a historic building or site.

Repair- Bringing a feature or an object back to its original character using like or visually similar materials.

Setback- Distance from an adjacent lot line.

Spalling- Flaking stone or masonry caused by the freezing and thawing of moisture in the surface of the stone.

Terneplate or Terne-coated steel- Metal that is also referred to as “tin” and can still be purchased at most roofing supply stores.

Visible from the public right-of-way- Visible from either streets or alleys. Fences and greenery can change and are therefore not considered an impediment to architectural review.

7.2 Helpful Web Sites for Project Planning and Restoration Resources

Windows and Energy Efficiency: <http://chicagoconservationcorps.org/blog/weatherization/education/windows-and-heat-loss/>

Secretary of the Interior’s Standards for Rehabilitation: <http://www.nps.gov/hps/tps/standguide/>

Technical Information on Indiana Limestone: <http://www.indianalimestonecompany.com/technical-data/>

Preservation Briefs: Technical Information on Materials, Construction and Repair from the National Park Service (by topic)

<http://www.nps.gov/tps/how-to-preserve/briefs.htm>

Bloomington Tree Care Manual: http://issuu.com/bloomingtonparks/docs/tree_care_manual_2nd_edition_feb_2012

Secretary of the Interior’s Guidelines for Sustainability: <http://www.nps.gov/tps/standards/rehabilitation/sustainability-guidelines.pdf>

7.3 Procedures for Guidelines Changes

Modifications to the Elm Heights Historic District (EHHD) guidelines are likely to become necessary over time for a wide variety of reasons, such as changes to state and federal statutes, development of new technologies, and flaws in the current guidelines that only become apparent over years of implementation. This section presents procedures for reviewing the guidelines and adopting changes.

Mandatory Ten-Year Review

Every ten years from the date of legal adoption of the guidelines, the Elm Heights Neighborhood Association (EHNA) will initiate a review of the entire set of guidelines. If the EHNA is not active at that time or otherwise fails to initiate the process, the responsibility for starting the review will fall to the Bloomington Historic Preservation Commission (BHPC). The following steps will then occur:

- 1.) A Ten Year Review Committee (TYRC) will be established that consists of at least five, but preferably more, voting members who are property owners in the district plus additional nonvoting members from the BHPC, city government offices, or others with specific useful expertise. The TYRC is formed by the EHNA if active at the time; otherwise, it is formed by the BHPC. A public information meeting will be held to announce the review and to solicit TYRC members.
- 2.) The TYRC will produce a revised draft of the guidelines document plus a report explaining the rationales for any substantive changes. The report may conclude that no substantive revisions are in fact necessary.
- 3.) The revised draft guidelines and report will be made available to all property owners in the EHHD and at least one public meeting announced to all owners in the district will be held to solicit feedback. This meeting will be held even if the TYRC concludes that no changes are necessary. An effort will also be made to solicit comments by means other than the public meeting.
- 4.) After making any adjustments deemed appropriate based on the feedback, the TYRC will present the revised draft guidelines document and report to the BHPC for adoption. If the BHPC does not approve the revised guidelines, an explanation must be given to the TYRC. The TYRC and the BHPC will then attempt to iterate the guideline revisions and report until they reach a compromise result acceptable to both. An effort will be made to notify the property owners of any changes adopted.

Ideally, steps #1 to 4 should extend over no more than a six-month period, unless the guideline changes are substantial.

Ad Hoc Review

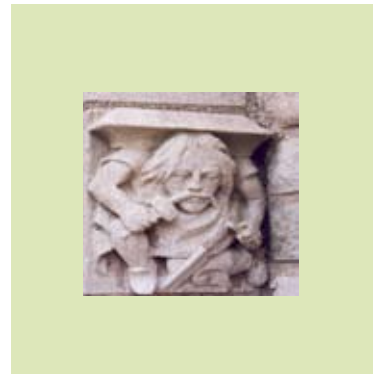
An ad hoc review can be initiated at any time between mandatory reviews either by the EHNA or by the BHPC provided that cogent reasons are given for launching a review. The committee will have the same composition and formation process as in step #1 above and will be referred to as the Ad Hoc Review Committee (AHRC). The AHRC will follow the same procedures as the TYRC, as described in steps #2 to 4.

7.4 Secretary of the Interior's Standards for Rehabilitation

1. A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.
2. The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.
3. Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.
4. Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.
5. Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a property shall be preserved.
6. Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.
7. Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.
8. Significant archeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.
9. New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.
10. New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

For more information and assistance with this process call the Housing and Neighborhood Development office of the City of Bloomington at 349-3507

A Certificate of Appropriateness application form is available at Bloomington.in.gov/certificate_of_appropriateness



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