

**Louisville Southern Indiana Ohio River Bridges Project
Kentucky Historic Preservation Advisory Team
Meeting – May 19, 2005
SUMMARY**

Opening Remarks: Jeff Vlach, CTS-GEC

Mr. Vlach opened the meeting by presenting a revised agenda and noting that there were a number of topics to be discussed at this meeting. He reminded everyone that their comments are important and that they are accepted equally, whether verbally during the meeting or in writing to the post office box or to Kentucky@hpat.net.

Ms. Janie–Rice Brother, Kentucky Heritage Council (KHC), was introduced as the KHC Co-chair representative. The meeting attendees introduced themselves.

Project Updates: William Gulick, Co-chair

Mr. Gulick noted that he would be available after the meeting for anyone that would like to have additional discussion, if topics were limited due to time constraints. He announced that contracts were in place for all of the Kentucky Section Design Consultants (SDC), including start-up contracts for the two Ohio River bridge sections (Sections 2 and 5). The Indiana SDCs are still in the process of developing their scopes of work. The Michael Baker group is currently executing the overall Financing Plan, which is necessary to be in place before the construction phase(s) can begin.

Summary/Discussion of Comments of the Immediate Needs Reports SDC 1: Tom Gallagher, CTS-GEC

Mr. Gallagher thanked everyone who submitted comments on the draft Immediate Needs Reports (INR). He stated that the goal of this presentation was to review the comments received and discuss the common issues. It was emphasized that the INR contains information that will be incorporated into the HPPs, and aid in providing timely recommendations for consideration by the SDCs for the preliminary line and grade. Mr. Gallagher led conversations while presenting the following information.

REVIEW

EARLY HPP WORK AND START OF INR [BEGAN OCTOBER 2004]

- Review of past Section 106 and EIS processes
- Review of previous studies and reports
- Site investigation and analysis
- Gathering historic narrative documentation

HPP KICK-OFF MEETINGS

- Butchertown: November 16, 2004
- Phoenix Hill: November 23, 2004

RESEARCH AND DEVELOPMENT

COLLABORATION WITH SDC-1

PRESENTATION OF DRAFT INR SDC-1

- March 24, 2005

REVIEW OF DRAFT WITH STAKEHOLDERS

- Phoenix Hill: April 11, 2005

Butchertown: April 21, 2005
Tasman Industries: April 25, 2005

RECEIPT OF COMMENTS

River Fields: April 29, 2005
Louisville Metro Government: May 2, 2005

GENERAL ISSUES

CLARIFYING PURPOSE OF THE INR

- Contributes to the HPP
- Recommendations to Bi-State Management Team (BSMT) & SDC-1
- Long-term viability of the historic districts:
 - Historic preservation
 - Urban design

TIMING CONCERNS

- HPP must be able to influence the roadwork
- The process must have public input
- Interim pause in speculative development in and around the historic districts

SUMMARY OF COMMENTS

CHAPTER 1 – INR Background

- Build on stakeholder comments and suggestions from Section 106 and EIS processes
- Include review of Cornerstone 2020 & Ohio River Corridor Master Plan

CHAPTER 2 – Area of Influence

- Verify all project boundaries
- Alternative Specific Area of Potential Affect (APE)
- Butchertown Neighborhood
- Butchertown Local Historic District

Clarify Local Context Zones (LCZs) and the conceptual diagram:



- New B1 zone to consider potential historic structures
- B3 – B6 should all be considered area for mixed use redevelopment
- P1 should be divided to address character on each side of the highway
- P3 should be divided to better address Muhammad Ali interchange and Medical Center as separate zones

CHAPTER 3 – Summary of Historic Context

Work with individual groups to refine histories

Specifics of note:

Natural history needs to be included

Include remnants of mill below I-64 Bridge

The important role of churches

Further develop historic and architectural significance to include industrial and commercial

Consider the formation of Butchertown as a separate village prior to its annexation

History of Clarksdale Housing

CHAPTER 4 – Specific Recommendations

WITHERSPOON ALIGNMENT

GENERAL CONCURRENCE

Resistance from immediate property owners

CLARIFY CROSS SECTION

Design and widths

Consider different “reaches”

CLARIFY TRAFFIC FUNCTION

FLOOD PROTECTION

Needs to be addressed in the future to see benefits

NEW ALIGNMENT SHOULD BE NAMED “GEIGER”

NORTH AND SOUTH CORRIDORS

GENERAL CONCENSUS FOR CLAY STREET

Clay Street is an important connection

MIXED PREFERENCES FOR:

Shelby St.

Campbell St.

Hancock St.

RESERVED CONCURRENCE:

Wenzel St./Buchanan St.

Cabel St.

Spring St.

ADDRESS FRANKFORT AVE.

DESCRIBE STREET TYPES

COORDINATE WITH URBAN DESIGN PLAN

MELLWOOD/STORY

GENERAL CONCURRENCE

Need to work on details of impacts to adjacent, potentially historic properties

WILLINGNESS TO RELOCATE HISTORIC STRUCTURES

RELATED ISSUES:

Intersection of Brownsboro Road and Mellwood

Other one-way streets becoming two-way

AREA BELOW NEW SPAGETTI JUNCTION

GENERAL CONCURRENCE

Particularly in Market St. and Main St. areas

CONSIDER MOVING EXTREME PARK

If there are opportunities to lower or otherwise limit effects on the historic districts

PROVIDE SUNLIGHT

To paths of any type below the Interstate

GREENWAY

Consider path from the Ohio River

Through Phoenix Hill and Irish Hill

To Cave Hill Cemetery and

Cherokee Park

COMPLETE STREETS

GENERAL CONCURRENCE

CONSIDER ACCESSIBILITY NEEDS

APPROPRIATE TRANSIT STOPS

In scale with the neighborhood

Accommodate the Trolley

"LOWER IS BETTER"

Use a structural type that will allow the Interstate to be as low as possible

Consideration for the Great Lawn

WETLANDS

PROVIDE PROTECTION FOR WETLANDS

Preserve Edith Ave. to Beargrass Creek as wetland area

CONSIDER WETLANDS AS BMPs

BRIDGES AND CROSSINGS

ACKNOWLEDGE HISTORIC BRIDGES

Interstate bridges in the area of Beargrass Creek should be compatible with the existing historic bridges

Consider restoration of iron Frankfort Ave. Bridge

NEIGHBORHOOD GATEWAYS

NORTH/SOUTH CONNECTORS ARE GATEWAYS

PROVIDE MORE DETAIL OF GATEWAY DESIGN POSSIBILITIES

USE A WELL DESIGNED STREET LIGHT AUTHENTIC TO LOUISVILLE

CONSIDER LOW MAINTENANCE LANDSCAPES

PROVIDE MORE DETAILS ABOUT ART OPPORTUNITIES

DISCUSSION

Concern was shown for the possibility of the Butchertown Historic District becoming a high traffic area. It was recommended that there be a separation of bike and pedestrian traffic from vehicular traffic. Specifically, preference was shown for providing more bike and pedestrian path access to the waterfront and limited vehicular access. There was general concurrence that the east and west streets south of Liberty Street be considered as gateways to the Central Business District (CBD). There were additional discussions on the possible effects to the historic districts (Butchertown and Phoenix Hill) resulting from the flow of industrial traffic. It was expressed that there needs to be an improvement over the current conditions.

The construction schedule, once developed, will be reviewed to better consider plans underway by Louisville Metro Government and how the through streets will connect to the proposed I-71 Interchange.

It was suggested that the relocation of utility facilities resulting from the shifting of the Kennedy Interchange to the south, would have implications on flood protection. It was emphasized that placement of new utility facilities in the 100 year floodplain may add fill to the floodplain possibly resulting in alterations to flood elevations. Additionally, concern was expressed toward the relocation of utilities into the 40 acres that will be available after relocation of the Kennedy Interchange.

There was a suggestion that a measure of mitigation be added to ensure that engineering solutions involving the proposed structures are carefully examined and improved upon from the existing. Mr. Gulick suggested that comments or recommendations on this topic be submitted to the Bi-State Historic Consultation Team (BSHCT). Concern was voiced by various KHPAT members that the line and grade for Section 1 incorporate the draft Urban Design Guidelines previously developed by SDC 1.

Realignment of the Witherspoon/Geiger alignment further to the south, as recommended in the draft SDC-1 INR, was indicated to be preferable. It was stressed that moving the alignment to the south would allow it to function as a neighborhood street rather than a major arterial. River Fields indicated that the relocation of Witherspoon to the south was a requirement identified in the Memorandum of Agreement (MOA). It was reiterated that the realignment of Witherspoon to the south was a recommendation to SDC 1 that will be considered by the BSMT for inclusion in the Project plans. KHPAT members requested the construction sequence for Witherspoon. It was indicated that development of Section 1 plans were not at a point where the phasing of construction is known.

Flood protection was expressed as a major issue related to the Kennedy Interchange. Butchertown, Phoenix Hill and River Fields requested that the Co-chairs consider flood protection in the development of the Project. Mr. Gulick indicated that KYTC Administration has determined that the Project is not a flood control project. It was emphasized that this issue was considered throughout the Environmental Impact Statement (EIS) process, which included detailed hydraulic studies. The results these studies determined the Project would not result in significant impacts to flood elevations. As such, the direction of KYTC is not to consider flood control measures as part of the design. It was noted that the Historic Preservation Plan (HPP) should make recommendations on flood protection; however, the recommendations will not be implemented as part of the Project. Mr. Gulick expressed a willingness to take the concerns of the KHPAT regarding this issue to the KYTC Administration again for consideration.

It was requested that the KHPAT be provided cross-sections of the north/south connector streets to review. There were opposing opinions on how to address pedestrian and vehicular traffic on the north/south streets in the historic districts and the larger neighborhood areas. Specifically opinions differed with respect to the Clay Street and Campbell Street connections to Waterfront Park. Butchertown noted objections to these "punch through" areas, while Louisville Metro Government and Phoenix Hill expressed a preference to provide waterfront access to several of the north/south streets.

There was support shown for a full interchange at Mellwood Avenue, but there was concern this would increase traffic through Butchertown Historic District, as well as potentially impact historic resources northeast of the interchange. It was suggested that the proposed design be configured to eliminate interstate access to Frankfort Avenue and Spring Street. It was added that there are five potentially historic residences in the northwest quadrant of the I-64 and Mellwood Avenue that will be affected by a full interchange. It was noted that the five residences are within the local district boundary of the Butchertown Historic District. There was support to move the residences to another location within the historic district, should a full interchange become viable.

Comments provided on the draft INR for SDC 1 will be considered and the report revised as appropriate. The revised draft INR for SDC 1 will be disseminated to the KHPAT prior to the July 21, 2005 meeting.

Summary of the Country Estates/River Road Corridor HPP Kick-Off Meeting: Pete Fritz, CTS-GEC

Mr. Fritz stated that the HPP kick-off meeting was held on April 14, 2005 at Harrods Creek Fire Department and that the intent of the meeting was to gather preliminary information for use in developing the INR. He noted that the summary of the HPP kick-off meeting had been completed and should have been received by the KHPAT members. He provided an overview of the themes and the general topics that arose for each theme.

Bridge and Roadway Design/Construction

- Aesthetics

- Low maintenance, four-lane design

- Concern for bridge construction priorities

- Blasting effects to homes

Land Use

- Secondary Development

- Development in Indiana and downtown Louisville

- Need for new zoning tools

- Limited road right-of-way uses

- Impacts to adjacent properties
- Traffic
 - Congestion on River Road and US 42
 - Increase wear on roads due to construction activities
 - Traffic projections
 - Impacts on Prospect roads and need for traffic calming measures
 - Alternative transit options
 - Truck accidents
 - Bike paths
 - Limited interchange configuration on US 42
- Noise/Light
 - Construction traffic noise
 - Bridge traffic noise
 - Light pollution
- Views
 - Need for buffering bridge with vegetation
 - Elimination of existing views in the area and of the floodway
- Water Quality
 - Increased runoff
 - Surface water quality
 - Ground water quality
 - Impacts to Ohio River
 - Surface water treatment
- Historic Preservation/Archaeology
 - Preservation Easements for additional properties
 - Historic Sites and landscapes as a public resource
 - Inclusion of landscapes and greenspace in the preservation easements
 - Protection of archaeological artifacts
 - Inclusion of cultural landscapes
 - National Scenic Byway designation for River Road and US 42
- Wildlife Habitat
 - Goose Creek and Little Goose Creek as possible habitat preservation areas
 - Keep right-of-way open for wildlife corridors
- Flooding/Ohio River
 - Increased River Road Flooding
 - Need to keep access to Ohio River
- Public Input/Review Process
 - Desire for Broader public input
 - Inclusion of EIS comments in the public input
 - Opposition of purpose and need for the eastern bridge

Mr. Fritz noted that the INR will begin in the near future. It is expected that a draft will be presented in August 2005 for discussion and comment. It is anticipated that the HPP will be completed in August, 2006.

Additional Comments:

Disappointment was expressed that all the stakeholders were not invited to the kick-off meeting and that the presented summary did not reflect all the conversations that took place. River Fields stated that they did not feel the kick-off meeting was productive and should be held again. Mr. Fritz replied that there was consensus at the meeting that the facilitator would provide the meeting summary, and that there was good discussion between the consultants and the stakeholders, which was captured in the summary. He indicated that there would be more opportunities for public input on the INR and HPP, for which the stakeholders will be invited. Ms. Weeter offered Metro Government services to help disseminate information to the public.

The time and type of public meetings was discussed. It was encouraged that noon and 7:00 pm meetings be considered as well as other types of public forums to improve attendance from community members.

East Louisville Downtown Access Planning Study: Mohammad Nouri, Louisville Metro Government

Mr. Nouri stated that an agreement has not been executed between Louisville Metro Government and KYTC on the scope of work for the study; therefore, no work has completed.

Additional Comments:

Mr. Segrest requested that the study Oversight Committee specifically identify Butchertown Neighborhood Association. Mr. Segrest also stated that Louisville Metro Government is proceeding out of scope of the Project with incompatible land use development.

It was noted that as this study is to plan for future uses of the area to be relinquished to the city upon the removal of the existing interchange, which is not expected until 2020, the study would require revision, if completed at this time. The priority of the plan was debated; however, it was indicated that the conceptual design of the 40 acres was a necessary step in the development process for SDC 1.

There was concern that the scope of work for the Access Study should more closely reflect the verbiage from the Record of Decision (ROD). Mr. Guilick noted that once the recommendations of the Access Study are made, additional Section 106 and NEPA reviews of the vacated parcel will be initiated.

It was encouraged by Ms. Brother that the KY SHPO be invited to join the Oversight Committee for the Access Study.

Written comments on the scope of work for the Access Study were encouraged.

Neighborhood Plans and HPPs: Joanne Weeter, Louisville Metro

The HPPs currently being developed by CTS-GEC will include components that should be incorporated into the Butchertown and Phoenix Hill Neighborhood Plans, which are to be prepared by Louisville Metro Government. Ms. Weeter indicated that Louisville Metro Government is in the process of procuring the services of Ratio Architects to assist in the development of the Butchertown and Phoenix Hill Neighborhood Plans. Presently, Louisville Metro Government and Ratio are developing a scope of work to complete the Neighborhood Plans.

There is concern that the HPPs should address a land use factor for the future development of the neighborhoods. It was voiced that the inclusion of such a factor would assist in the preservation of the historic context of the neighborhoods. It was emphasized that adoptable neighborhood plans should emerge from the planning process. It is expected, but not assured, that the Louisville Metro Council will adopt both the HPPs and Neighborhood Plans upon completion.

It was added that the Mayor has requested that the Downtown Development Corporation (DDC) develop a survey of the historic resources in the CBD. John Milner and Associates has been contracted to perform this survey. It is important that those findings meet the historic preservation standards.

There was discussion of the HPP serving as the Neighborhood Plan. Consensus was reached that a recommendation be made as a part of the HPP on how it will transition into a Neighborhood Plan. The members of the KHPAT suggested the following action items:

- Initiate a study to relocate Witherspoon
- Encourage two-way traffic at Story and Mellwood, with the inclusion of a Chestnut Street connector
- Recommendations for flood control enhancements

Section 4 Area Advisory Team (AAT) Overview: Jerry Leslie, SDC 4

Mr. Leslie disseminated, to the KHPAT members, handouts that were provided at the April 28, 2005 AAT meeting. The handouts were supplied for informational purposes in following the presentation on the results of the balloon testing. Mr. Leslie overviewed the balloon testing that occurred on March 9, 2005, through a picture presentation to allow better visualization of the potential visual impacts of the Project in the east end. The picture presentation is included as an attachment to this summary.

Additional Comments:

It was recommended that SDC 4 review the Ottawa River project in Canada as an example of steep slope reclamation. Ms. Cornelia Overlander completed this project.

Other Comments and Concerns:

Ms. Barras presented photographs of public murals that have been painted on the Ohio River flood protection walls in Paducah, Kentucky. These murals are examples of strategies that could be incorporated into the HPPs and employed in downtown Louisville to soften the impact of the construction on adjacent neighborhoods. There was discussion over the maintenance and durability of such paintings. Ms. Barras was unsure of these issues, but indicated she was attempting to contact the artist of the Paducah floodwall murals.

Mr. Gulick thanked everyone for their participation and closed the meeting.

Final Comments: Jeff Vlach, CTS-GEC

Any comments for consideration by the Co-chairs should be made in writing by the close of business on June 10, 2005. Mr. Vlach indicated that upcoming KHPAT meetings will be held at the Transit Authority of River City (TARC) Administration Building (1000 West Broadway Louisville, KY) and are scheduled at 10:00 AM EDT/EST, as follows:

July 21, 2005
September 22, 2005
December 8, 2005

**Louisville - Southern Indiana Ohio River Bridges Project
Kentucky Historic Preservation Advisory Team
Meeting – May 19, 2005
TEAM ATTENDEES**

Co-chairs: William Gulick – Kentucky Transportation Cabinet
Janie-Rice Brother (for David Morgan) – Kentucky Heritage Council

City of Prospect: Ann Simms

Butchertown Neighborhood Assoc., Inc.: Jim Segrest and Clinton Deckard
(Mr. Deckard was introduced as the replacement for Mr. William Friedlander.)

Louisville Metro Planning and Design: Mohammad Nouri

Louisville Metro Historic Preservation: Joanne Weeter

Phoenix Hill Association, Inc.: Steven Kersey and Doug Magee

River Fields, Inc.: Leslie Barras and Meme Sweets-Runyon

CTS – GEC:

Jeff Vlach
Chad Costa
Christa Turner
David Kroll
Pete Fritz
Tom Gallagher
Michael Matts
Kristen Jordan
Steve Roberts

SDCs: Jerry Leslie (SDC 4)