

**Louisville Southern Indiana Ohio River Bridges Project
Indiana Historic Preservation Advisory Team
Meeting – July 14, 2004
SUMMARY**

Opening Remarks: Co-chair John Carr, IN State Historic Preservation Office (SHPO) Staff

Mr. Carr welcomed everyone to the meeting and thanked them for attending. He stated that he hoped more of the IHPAT members would be able to join in later in the day. Mr. Carr then turned it over to Ms. Crowe for the Project Updates.

Project Updates: Co-chair Mary Crowe, Indiana Department of Transportation (INDOT)

James A. Smith Rural Historic Farmstead

MOA Stipulation III.I.9.

INDOT will accept by donation and preserve that portion of the James Smith Farm (#45024) that was determined eligible for the National Register as a rural historic farmstead for this donation.

Ms. Crowe discussed the above stipulation and reported that Ms. Woolls, one of the owners of the Smith Farm, was contacted by phone by CTS-GEC on June 10, 2004. During this conversation, Ms. Woolls was provided a Project update and was informed that the contract to begin work is in place and that we are beginning the preservation planning phase. Ms. Woolls was asked if she is still interested in donating the property to INDOT. She indicated that she needed to confer with her brother before making this decision. Ms. Woolls will be out of the country until mid-July. Ms. Woolls and her brother were each sent a copy of the MOA and Project mapping to look over while discussing the donation. Ms. Woolls has not yet contacted INDOT with a decision, so she will be contacted again soon.

Mr. Sekula noted that Ms. Woolls' son visited the Smith Farm on July 1, 2004 to take a look at the property, since all of the family lives out of state and none of them had yet seen the fire damage in person. Mr. Sekula had a conversation with the son and indicated HLF's desire for the property to be donated into public ownership.

HPP Scopes of Work (Final Revision): Dawn Hein, Historic Preservation Specialist

Mrs. Hein disseminated the final scopes of work for the Historic Preservation Plans (HPPs), for discussion of the final revisions. The changes are as follows:

General Changes

- MOA stipulation indicators were added within the document per plan for reference. These are the only items that are funded or required by the MOA. EX: (MOA Stipulation III.H.4)
- Funding Opportunities: Section included under chapter ten, Implementation Procedures.

Old Jeffersonville Historic District

Changes under *Objectives/Goals*:

- Coordinate with other project efforts underway in Jeffersonville including: The Greenway project, Big Four Railroad Bridge, and Jeffersonville Comprehensive Plan.

Changes under *Recommendations*:

- Zoning & Design Guidelines – ADDED (3) review of the Hyatt-Palma Study and the local business economic analysis.
- Preservation Easements – Recommendations for easements AS REQUIRED under MOA stipulations III.E.7.b, c.
- Noise and Light Mitigation – Added light consideration.
- Architectural and Historical Significance – Will include a discussion concerning the cultural and diversity in the district's history.

Lime Kilns, within the Utica Industry Multiple Property Listing

Changes under *Recommendations*:

- National Register Nomination – Assess eligibility of the roadside kiln and the impact of the road.
- Noise and Light Mitigation – Added: Make recommendations concerning lighting in the area of the lime kilns to prevent light pollution.
- Blasting/Vibration Plan – Recommendations to avoid damage to structures, include provisions for construction monitoring.

Swartz Farm Rural Historic District

Changes under *Recommendations*:

- The Swartz-Voight-Marble House and the Central Passage House will be considered throughout the HPP. Included under the Physical Description and Recommendations.
- (Added) Central Passage House – Prepare archival documentation for the Central Passage House before demolition. (MOA stipulation III.I.7) Make recommendations for possible solutions to demolition.
- Noise and Light Mitigation – Consultants report including suggested policy and procedures to achieve noise and light mitigation where it affects historic properties, specifically to identify significant architectural features.
- Preservation Easements – Recommendations for easements on the Swartz Farm property as designated by the MOA (III.I.2) to be held by a local government or preservation organization. (MOA stipulation III.I.6)
- Vicinity Development Guidelines – (Under Architectural & Design Standards) Future development in the vicinity of the Swartz Farm will influence its value as historic resources. General design guidelines for new development in the area should suggest best practices for maintaining a context that preserves the historic value of the property.

Smith Farm, within the Swartz Farm Rural Historic District

Changes under *Recommendations*:

- Building Conditions – Make recommendations for repair/stabilization and context sensitive design according to the *Secretary of the Interior's Standards with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings* and archaeological guidelines. (MOA stipulation III.I.9.a, c)
- Adaptive Reuse Proposal – Provide recommendations for reuse of the property for public use and maintenance by a local or regional preservation organization.

Mr. Skeula asked how the current property owner of the Central Passage house will be involved in this process and will they be able to have the house moved as a part of mitigation. It was determined that there has not been

any communication with the owners, as of yet. The MOA provides for the house to be documented prior to demolition in accordance with stipulation III.I.7.

In consultation with the INSHPO, INDOT shall prepare archival documentation of the Central Passage House prior to its demolition.

It is estimated that the land will not have to be cleared for construction until 2008 and that there is plenty of time to explore the options further. However, as previously discussed, the MOA does not provide funding for moving the central passage house.

Indiana HPP Consultant Selection: Mary Crowe and John Carr, Co-chairs

MOA Stipulation I.A.9.

The respective co-chairs will convene additional meetings at the following times to review plans, comment, and make specific recommendations regarding Project design scopes of work and details for consideration by the Bi-State Historic Consultation Team;

c. Prior to the development of the scope of work for design consultant services on individual Project sections;

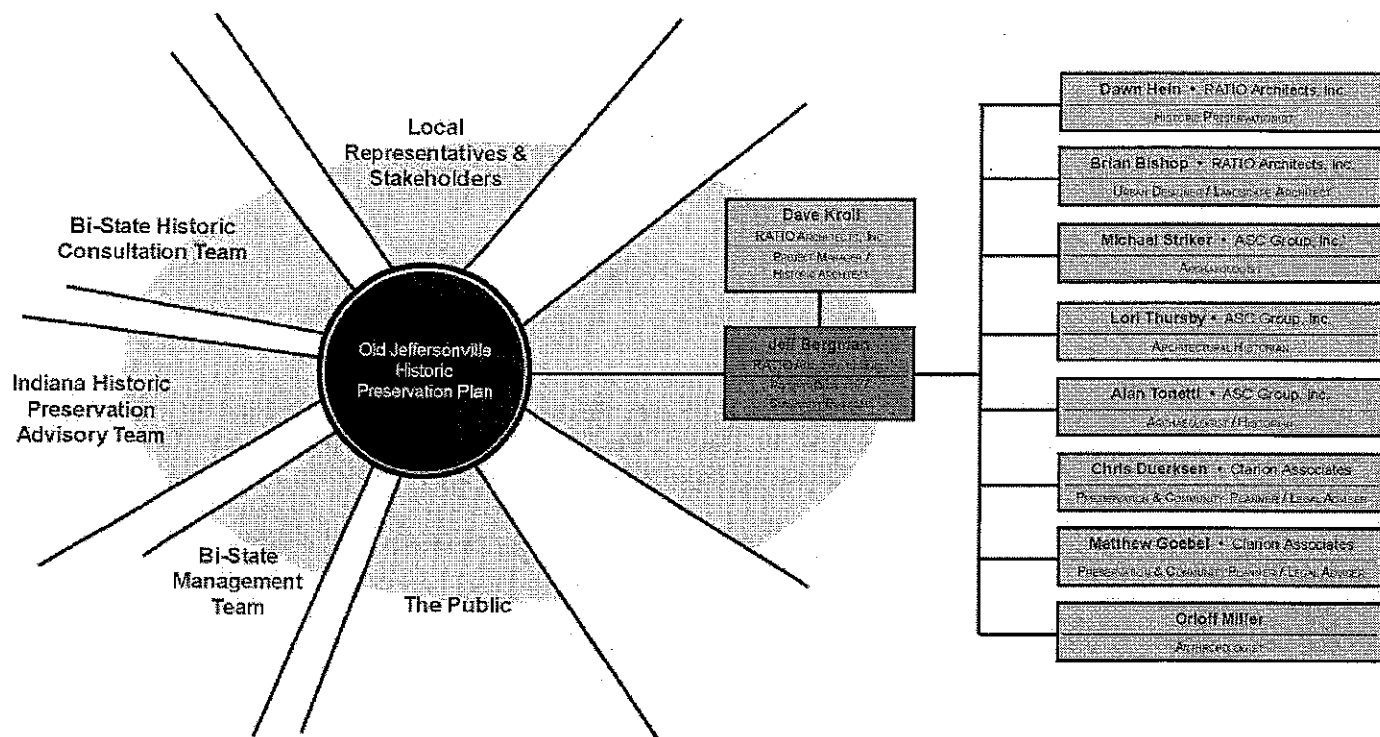
Ms. Crowe went over the above stipulation and announced that based on input on the qualifications and disciplines from the last meeting, the Co-chairs have selected the team of Ratio Architects and ASC Group as an extension to CTS-GEC team, to produce the HPPs. Additional supplemental consultants will fill the particular expertises that were designated as necessary to complete the plans. She introduced Mr. Kroll to go over the Project team, process, and schedules.

HPP Project Teams, Process, and Schedules: David Kroll, Director of Preservation

Mr. Kroll, along with Jeff Bergman, distributed the *Historic Preservation Plan Statement of Qualifications* packets for each of the four historic districts and overviewed the following HPP Team Charts, HPP Development and Implementation Process, and time schedules (which were disseminated to IHPAT representatives, therefore not included in this summary).

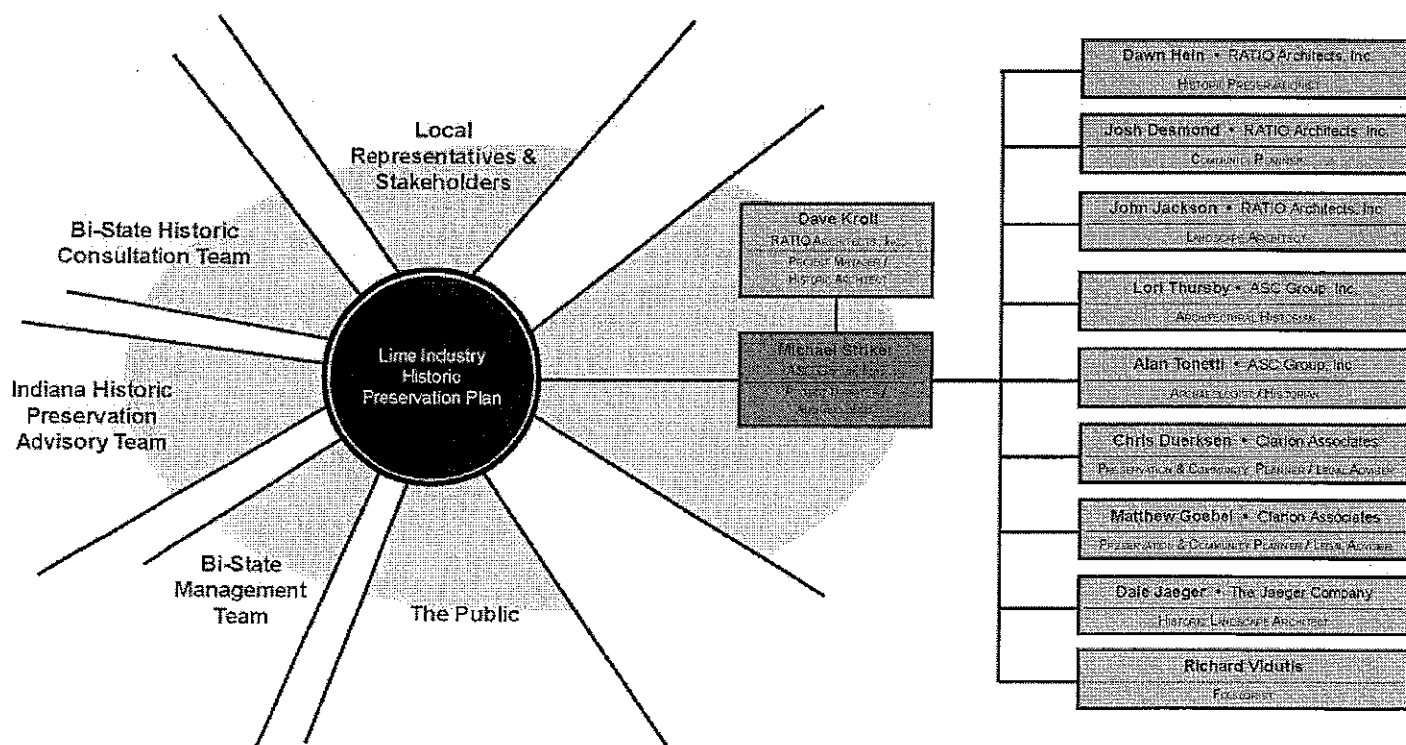
Old Jeffersonville Historic District

Historic Preservation Plan Project Team



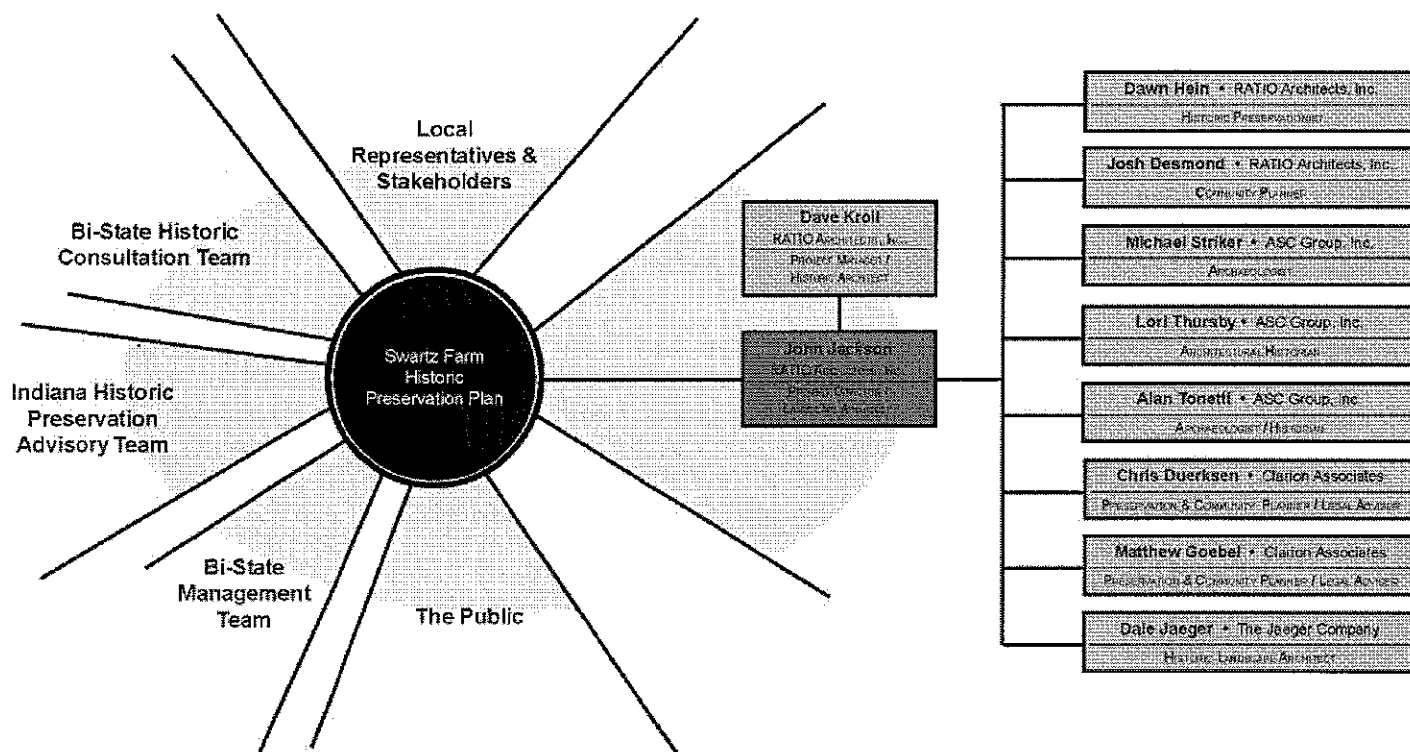
Township of Utica Historic Lime Industry

Historic Preservation Plan Project Team



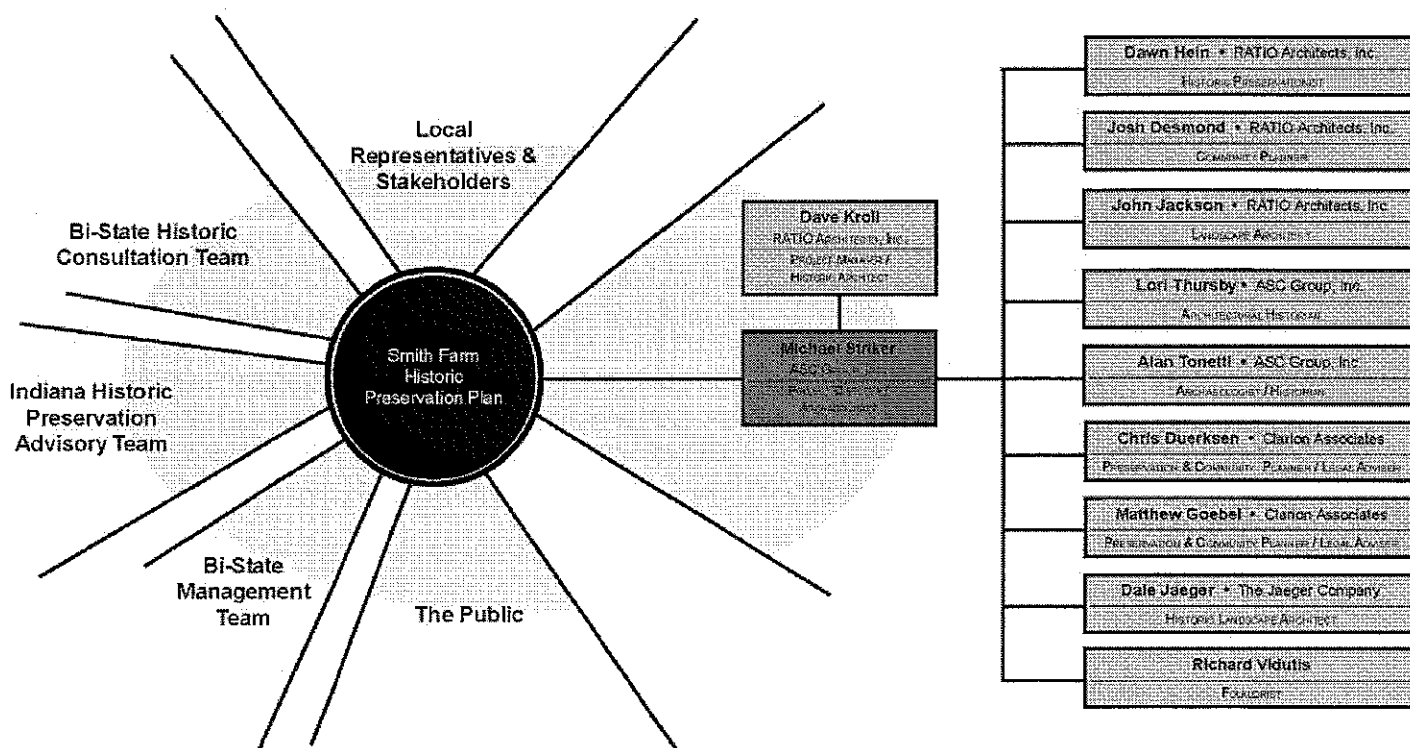
Swartz Farm Rural Historic District

Historic Preservation Plan Project Team



James Smith Rural Historic Farmstead

Historic Preservation Plan Project Team



Historic Preservation Plan Development and Implementation Process

General Notes:

Information Useful for Specific Mitigation Measures: Based on the projected schedule to complete work on the HPPs and the likely date that plans for the preliminary field plan check inspection are to be submitted, it may be necessary to advance work on those elements of the HPP that provide information useful for the Section Design Consultants (SDC) on specific mitigation measures to be funded by the Project. A proposal for this advancement of work will be prepared and presented to the Bi-State Historic Consultation Team (BSHCT) for their consideration. With their concurrence, the proposal will be submitted to the Bi-State Management Team (BSMT) for their approval.

Additional Mitigation Measures: Consistent with MOA Stipulation II.F, the HPP process will provide a complete evaluation of the historic significance of each HPP area and will seek out and identify any additional avoidance, minimization, or mitigation measures. The discussion of these additional measures will be brought to the attention of the HPAT as needed throughout the process. Periodic reports on HPP progress, in addition to the review of the HPP pre-draft outline and HPP pre-draft, will provide the vehicle for the HPATs to recommend additional measures to the BSMT.

Phase 1 - Development of Draft Historic Preservation Plan

Task 1(a): Project Start-Up & Organization

Coordinate Content & Schedule with Local Representatives: The project team will coordinate the HPP content requirements and work schedule with the local representatives of the HPP area. This will include the following:

- a review of applicable portions of the MOA,
- a continued discussion of local historic significance,
- a review of Project mitigation topic areas relevant to the HPP area, and
- a review of intended long-term HPP recommendations and implementation.

Establish a Public Input Strategy: The project team will work with the local representatives to establish a clear strategy for informing and involving the public in the HPP area.

- The public input strategy will be coordinated with other Project events to ensure clarity of purpose.
- The public input strategy will include methods for involving key stakeholders, the general public, property owners, and local government in the HPP process.
- The strategy will identify the best methods for advertising meetings and sharing information in the HPP area.
- The public input strategy will also consider the establishment of a local “working group” or “steering committee” composed of the HPAT area representatives, local government officials, local property owners, local residents, etc. This group may meet regularly throughout the process to provide guidance, and their roles should be coordinated with those of the HPAT.

Collect Data: The project team will collect and review data for the HPP area. Data collection will include, but not be limited to, materials assembled to date through the Section 106 process, the MOA, and other applicable documentation. It will focus on (1) a review and documentation of historic significance appropriate to each HPP area and (2) the clarification of project mitigation needs. It will also include topics related to long-term HPP recommendations and implementation, such as infrastructure, land use, urban design, growth management, contextual design, and regulatory tools.

Conduct an HPP Kick-Off Meeting: The project team will conduct a meeting in the HPP area, open to the public, to discuss the purpose of the HPP process, review the role of the HPP in the context of the

Project as a whole, and introduce project team members and local representatives involved in the HPP process. This meeting may be conducted in combination with other Project public events in the HPP area. It is intended to assist the public in recognizing the most appropriate venues for different types of comments and understanding the organizational structure of the Project. This meeting may include a discussion of Project mitigation tasks and construction related concerns.

Profile Historic Significance: The project team will profile the historic significance of the HPP area as a whole and of individual resources found in the HPP area. This profile will include, but not be limited to, architectural, archeological, cultural, historical, and contextual significance. The research will focus on (1) completely documenting the historic contexts and resources identified by the MOA and (2) identifying and documenting other instances of historic significance that require mitigation, provide key resources, and/or contribute to long-term area vitality.

- This task is intended to (1) reveal possible additional or alternate Project mitigation needs consistent with MOA Stipulation II.F. (2) provide information and guidance to the SDC regarding key MOA considerations, and (3) facilitate a consideration of construction-related Project impacts.
- This task is further intended to provide the necessary information for the review of historic district boundaries, the thorough identification of historic resources, and the eventual updating of the Indiana Historic Sites & Structures Inventory: Clark County Interim Report and the Jefferson County Inventory and Survey of Historic Sites per MOA Stipulation II.G.
- This task is also intended to provide the necessary context information and documentation of historic resources for the eventual completion of National Register Nominations as specified by MOA Stipulation II.I.

Task 1(b): “Immediate Need” Project Mitigation Research & Reporting

Identify & Profile Short-Term Project-related Considerations: The project team will identify and profile key features of the HPP area that require immediate action to ensure that design-influencing information is provided to the SDC in a timely manner.

Define “Immediate Need” Mitigation Issues: The project team will define Project mitigation issues that require immediate clarification for each HPP area, focusing on immediate design concerns and construction-related mitigation. These issues will include those specified in the MOA and others identified through the Profile of Historic Significance that directly relate negative impacts on individual historic resources, overall historic significance, or historic context to the Project. The project team will ensure that information influencing specific mitigation measures is provided to the Section Design Consultants on appropriate timeframes. In some instances, this component of the HPP process may need to be advanced to ensure adequate mitigation and the overall timeliness of the Project.

Prepare HPP Draft “Immediate Need” Mitigation Report: The project team will prepare a HPP draft “Immediate Need” Mitigation Report that addresses specific Project-related mitigation measures for the area. The report may also provide initial recommendations for protecting historic resources during the construction process.

Facilitate BSHCT Review & Revise HPP Draft “Immediate Need” Mitigation Report: The project team will submit the HPP draft “Immediate Need” Mitigation Report for the review and comment of the BSHCT and will make any required revisions to result in a revised HPP draft “Immediate Need” Mitigation Report.

Facilitate HPAT Review & Prepare HPP “Immediate Need” Mitigation Report: The project team will submit the revised HPP draft “Immediate Need” Mitigation Report to the HPAT for review and comment. The project team will prepare a summary of the discussion, recommendations, and comments appropriate for the HPAT Co-Chairs to obtain concurrence and/or approvals by the BSHCT of the recommendations. The project team will also prepare a response for the HPAT Co-Chairs to the HPAT

comments. The project team will make any necessary revisions and produce an HPP Final "Immediate Need" Mitigation Report meeting the needs of the SDC while the HPP is completed.

Task 1(c): Documentation & Analysis

Profile Area Conditions & Trends: The project team will profile the conditions and trends that are affecting the historic resources and their context for the HPP area. This will include land use, infrastructure, the natural environment, public facilities and services, urban design, character, patterns of investment, growth and development, local organizations and resources, and general local approaches to historic significance. The profile will identify the short and long-term impact of the Project, further clarify required mitigation, and inform long-term goals for each area.

Profile Future Opportunities & Limits: The project team will analyze local historic significance and conditions & trends to identify both short and long-term opportunities and limits in each area. This profile will include limits to the historically significant resources and each area as a whole that are currently present, are anticipated in the future, and are anticipated to result from the Project. It will also include a discussion of opportunities for specific historic resources, their context, and the area as a whole created by local conditions and trends, the Project, and identified mitigation measures. This profile will present a discussion of both (1) short-term, Project-related opportunities and limits and (2) long-term opportunities and limits that extend beyond the mitigation, financing, and other direct impacts of the Project.

Define Mitigation Issues: The project team will clarify and define Project mitigation issues for each HPP area. These issues will include those specified in the MOA and others identified through the HPP process that directly relate negative impacts on individual historic resources, overall historic significance, or historic context to the Project. The project team will ensure that information influencing specific mitigation measures is provided to the Section Design Consultants on appropriate timeframes.

Define Long-Term Preservation Planning Issues: The project team will identify, analyze, and define issues related to the long-term vitality of the historic resources and their context. This will include a review and assessment of the planning documents and tools used in each HPP area. These issues will mostly likely be beyond the specific mitigation measures required by the Project, and will establish a long-term plan for each HPP area. The long-term preservation planning issues will include specific documentation of particular properties, the HPP area, and its context. The issues will address the function and quality of the historic resources and the land use, transportation, design & character, public facility, and other features that compose their context.

Task 1(d): Public Input

Meet with Key Stakeholders: The project team will meet with key stakeholders in the HPP area. These stakeholders likely include property owners, resident groups, civic groups, merchant groups, development groups, utility providers, historic preservation groups, etc. The project team will seek to collect information from these groups, inform them of project events, and secure their participation in the HPP process and implementation.

Coordinate with Local Government: The project team will meet with elected and appointed officials from the local government(s) having jurisdiction in the HPP area. These coordination meetings are intended to seek input and participation, understand local government processes and concerns, and identify the best methods for including long-term HPP recommendations in local planning documents, processes, and funding cycles. Local government coordination may include elected officials, transportation officials, plan commission officials, preservation commission officials, public works officials, etc.

Facilitate Public Input: The project team will facilitate a series of public workshops in the HPP area to inform, educate, and collect input from the public. The project team will assist with notification, provide educational materials, and design and facilitate public meetings. The project team will document the results of each public meeting for use throughout the HPP process.

Provide Public Educational Material: The project team will, as a follow-up to issues raised through public input, provide educational materials to the public promoting a fact-based understanding of issues raised, the HPP process, the Project, etc. The project team will distribute these materials through the Project web-site, the local representatives, the media, local government offices, the local library, and other appropriate mass-information outlets.

Task 1(e): HPP Draft Outline

Finalize Mitigation Issues / Identify Goals & Objectives: The project team will consider the results of the Documentation & Analysis (Task 5a(3)) with the results of the Public Input (Task 5a(4)) to create a comprehensive profile of the historic significance, issues, needs, and opportunities present in the HPP area.

- This task will compare public perceptions with factual information; will combine public opinion with physical, social, and economic realities; and will recognize public priorities.
- This task will result in a finalized, detailed context to inform the implementation of specific mitigation measures, as well as an account of Project mitigation issues suitable for use by the section design consultants.
- This task will also establish long-term goals and objectives for inclusion in the HPP.

Prepare HPP pre-Draft Outline: The project team will prepare a HPP pre-draft outline for the area. The pre-draft outline will provide a basis for the HPP document. It will also represent the ways in which both Project-specific mitigation measures and long-term goals and objectives will be presented in the HPP.

Facilitate BSHCT Review & Revise HPP pre-Draft Outline: The project team will submit the HPP pre-draft outline for the review and comment of the BSHCT and will make any required revisions to result in a revised HPP pre-draft outline.

Facilitate HPAT Review & Prepare HPP Draft Outline: The project team will submit the revised HPP pre-draft outline to the HPAT for review and comment. The project team will prepare a summary of the discussion, recommendations, and comments appropriate for the HPAT Co-Chairs to obtain concurrence and/or approvals by the BSHCT of the recommendations. The project team will also prepare a response for the HPAT Co-Chairs to the HPAT comments. The project team will make any necessary revisions and produce an HPP draft outline for each area.

Task 1(f): HPP Draft Document

Apply "Best Practices": The project team will apply national best practices; precedent research; and other applicable information, concepts, and ideas to the specific mitigation measures and long-term goals and objectives identified in the HPP draft outline.

The type and application of best practice information will vary for each HPP area, but will consistently include the Secretary of the Interior's Standards and those of the Kentucky Heritage Council (for the 3 Kentucky HPPs). In every case, best practice information will be used to provide information and as a basis for crafting unique, appropriate solutions for each HPP.

Develop and Evaluate Options: Where appropriate, the project team will identify multiple options for the each specific Project mitigation measure and the realization of long-terms goals and objectives. The HPAT, BSHCT, and BSMT will evaluate options as necessary during the HPP process.

Identify Required Project Mitigation: The project team will provide detailed guidance for specific Project mitigation measures, including those identified by the MOA and recognized during the HPP process.

Identify Long-Term Recommendations & Action Steps: The project team will create an overall strategy for achieving the long-term goals and objectives described by the HPP draft outline for each HPP. The strategy will include recommended policies, action steps, design guidelines, and other measures.

Identify Long-Term Funding & Implementation Options: The project team will identify funding and implementation options for achieving the long-term goals and objectives described by the HPP draft outline. These provisions will focus on historic preservation measures, but will also include land use, transportation, infrastructure, and other topic areas related to the vitality of each HPP area. The implementation options will include a discussion of the critical path of necessary tasks, required coordination, and involved entities.

Prepare HPP pre-Draft Document: The project team will prepare an HPP pre-draft document for the area. The pre-draft will be a complete document in a finalized format that includes all necessary background information, mitigation measures, and recommendations.

Facilitate BSHCT Review & Revise HPP pre-Draft Document: The project team will submit the HPP pre-draft document for the review and comment of the BSHCT and will make any required revisions to result in a revised HPP pre-draft document.

Facilitate HPAT Review & Prepare HPP Draft Document: The project team will submit the revised HPP pre-draft document to the HPAT for review and comment. The project team will prepare a summary of the discussion, recommendations, and comments appropriate for the HPAT Co-Chairs to obtain concurrence and/or approvals by the BSHCT of the recommendations. The project team will also prepare a response for the HPAT Co-Chairs to the HPAT comments. The project team will make any necessary revisions and produce an HPP draft document.

Phase 2 – Development of Final Historic Preservation Plan

Task 2(a): Public Review of HPP Draft Document

Facilitate Key Stakeholder Review: The project team will provide the key stakeholders an opportunity to review and comment on the draft HPP. The project team will document the key stakeholder comments for consideration.

Facilitate Local Government Review: The project teams will solicit the input of local governments with jurisdiction in the HPP area. The project team will document the local government comments for consideration.

Facilitate Public Review: The project team will facilitate a series of public meetings in the HPP area to present the draft HPP to the public and solicit public comment. The project team will assist with notification, provide educational materials, and design and facilitate public meetings. The project team will also distribute draft HPP documents to local government offices, libraries, etc. and otherwise make them available for review prior to the public meetings. The project team will document the results of each public meeting for consideration.

Task 2(b): HPP Final Document

Facilitate BSHCT Consideration of Public Comment: The project team will present the compiled key stakeholder, local government, and public comments – with draft responses to those comments – to the BSHCT for review and comment. The project team will revise the draft comment responses as appropriate.

Facilitate HPAT Consideration of Public Comment: The project team will present the compiled comments and revised draft responses to those comments to the HPAT for review and comment.

Facilitate HPAT Co-Chair, BSHCT, and BSMT Comment Review & Concurrence: The project team will prepare a summary of the HPAT discussion, recommendations, and comments appropriate for the HPAT Co-Chairs to obtain concurrence and/or approvals by the BSHCT and BSMT of the recommendations. The project team will also prepare a response for the HPAT Co-Chairs to the HPAT comments.

Prepare HPP Final Document: The project team will produce an HPP final document that incorporates the public and HPAT comments as agreed upon by the HPAT Co-Chairs, BSHCT, and BSMT. The HPP final document will be submitted for the approval of the BSMT, INDOT, KYTC, and the SHPO.

Phase 3 – Implementation of Final Historic Preservation Plan

Distribute HPP to Local Government: The HPP will be provided to the appropriate local governments and the Kentuckiana Regional Planning & Development Agency (KIPDA) for incorporation into existing plans, guidelines, and other documents, procedures, and funding mechanisms.

Produce Public Literature: The project team will prepare the public literature specified in the MOA appropriate to communicate the HPP contents and background information to the public.

Provide Local Training: The project team will provide guidance, in the form of a training session and supporting materials, for local leaders and government officials to maximize the usefulness and implementation of the HPP. The training may be coordinated with the Smart Growth Conference required by MOA Stipulation II.O.

A question was raised about “Month 1,” labeled on the timelines, and when that will begin. Currently, the HPP Team is working under the advanced contract, so preparations to start month one are being made to start as soon as possible. However, no specific date has been set at this time.

Mr. Sekula asked if there has been any discussion between CTS-GEC and Clark County to assure that the lime kiln nearest the road in Utica will be protected from further damage until it is acquired by the Project. This topic was discussed and Clark County will be made aware of the intent to preserve this structure. In addition, the National Register eligibility needs to be reassessed prior to beginning development of the HPPs. Mr. Striker added that if the roadside kiln is no longer eligible as a structure due to the damage of recent roadwork, it should still be eligible as an archeological resource.

It was added that the INDOT has not yet designated an end holder for the James A. Smith Farmstead property, if it is indeed donated by the family. MOA Stipulation III.I.9.d. applies to this topic.

INDOT shall develop an HPP for the James Smith Farm as set forth in Stipulation II.F. The HPP will include strategies and recommendations for treatment and rehabilitation of the residence and grounds, reuse of the property for public use, and maintenance by a local or regional preservation organization, or local government acceptable to the INDOT and INSHPO.

Other Comments and Concerns: Mary Crowe and John Carr, Co-chairs

Mr. Sanders asked for more detail on Task 1b "immediate need" on the timeline for Jeffersonville. Mr. Bergman explained that this refers to the immediate needs of section designers, so they can begin the plan design process. Actual improvements to the historic districts specified in the MOA will not begin until the construction contract is let, which is expected in 2008. Also, it was noted that the SDCs will attend the IHPAT meetings as soon as they are selected by INDOT, which is expected to happen very soon.

Ms. Crowe concluded that she believes CTS-GEC has assembled a very capable team to complete the HPPs and she is ready to move forward.

Mr. Carr agreed with Ms. Crowe. He also addressed a comment made earlier in the meeting by Mr. Sekula. It was suggested that half day meetings may produce more participation from the IHPAT members since many of them are involved on volunteer basis and have family and job responsibilities that do not allow them to devote a full day, every month, to this process. The Co-chairs agreed to take this request into consideration for future meetings. It was added that morning meetings are preferred by the IHPAT members at this point.

Final Comments: Jeff Vlach, CTS-GEC

The next IHPAT meeting is scheduled for August 25, 2004 at 10:00 am EST at KYES, Jeffersonville, if there has been enough progress to warrant this meeting. Any comments for consideration by the Co-chairs should be made in writing by the close of business on July 29, 2004.

**Louisville Southern Indiana Ohio River Bridges Project
Indiana Historic Preservation Advisory Team
Meeting – July 14, 2004
TEAM ATTENDEES**

Co-chairs: Mary Crowe – Indiana Department of Transportation and
John Carr – Indiana Department of Natural Resources, SHPO Staff

Historic Landmarks Foundation of Indiana: Greg Sekula

Rose Hill Neighborhood Association: Henry Sanders

CTS – GEC:

Jeff Vlach
Christa Turner
David Kroll
Jeff Bergman
John Jackson
Dawn Hein
Mike Striker
Kerri Cokeley